

**Institute of Judicial Administration**

**American Bar Association**

**Juvenile Justice Standards**



***STANDARDS RELATING TO***

***Architecture of Facilities***

Recommended by the  
IJA-ABA JOINT COMMISSION ON JUVENILE JUSTICE STANDARDS

Hon. Irving R. Kaufman, *Chairman*

Approved by the  
HOUSE OF DELEGATES, AMERICAN BAR ASSOCIATION, 1979

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## *Preface*

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The standards and commentary in this volume are part of a series designed to cover the spectrum of problems pertaining to the laws affecting children. They examine the juvenile justice system and its relationship to the rights and responsibilities of juveniles. The series was prepared under the supervision of a Joint Commission on Juvenile Justice Standards appointed by the Institute of Judicial Administration and the American Bar Association. Seventeen volumes in the series were approved by the House of Delegates of the American Bar Association on February 12, 1979.

The standards are intended to serve as guidelines for action by legislators, judges, administrators, public and private agencies, local civic groups, and others responsible for or concerned with the treatment of youths at local, state, and federal levels. The twenty-three volumes issued by the joint commission cover the entire field of juvenile justice administration, including the jurisdiction and organization of trial and appellate courts hearing matters concerning juveniles; the transfer of jurisdiction to adult criminal courts; and the functions performed by law enforcement officers and court intake, probation, and corrections personnel. Standards for attorneys representing the state, for juveniles and their families, and for the procedures to be followed at the preadjudication, adjudication, disposition, and postdisposition stages are included. One volume in this series sets forth standards for the statutory classification of delinquent acts and the rules governing the sanctions to be imposed. Other volumes deal with problems affecting nondelinquent youth, including recommendations concerning the permissible range of intervention by the state in cases of abuse or neglect, status offenses (such as truancy and running away), and contractual, medical, educational, and employment rights of minors.

The history of the Juvenile Justice Standards Project illustrates the breadth and scope of its task. In 1971, the Institute of Judicial Administration, a private, nonprofit research and educational organi-

zation located at New York University School of Law, began planning the Juvenile Justice Standards Project. At that time, the Project on Standards for Criminal Justice of the ABA, initiated by IJA seven years earlier, was completing the last of twelve volumes of recommendations for the adult criminal justice system. However, those standards were not designed to address the issues confronted by the separate courts handling juvenile matters. The Juvenile Justice Standards Project was created to consider those issues.

A planning committee chaired by then Judge and now Chief Judge Irving R. Kaufman of the United States Court of Appeals for the Second Circuit met in October 1971. That winter, reporters who would be responsible for drafting the volumes met with six planning subcommittees to identify and analyze the important issues in the juvenile justice field. Based on material developed by them, the planning committee charted the areas to be covered.

In February 1973, the ABA became a co-sponsor of the project. IJA continued to serve as the secretariat of the project. The IJA-ABA Joint Commission on Juvenile Justice Standards was then created to serve as the project's governing body. The joint commission, chaired by Chief Judge Kaufman, consists of twenty-nine members, approximately half of whom are lawyers and judges, the balance representing nonlegal disciplines such as psychology and sociology. The chairpersons of the four drafting committees also serve on the joint commission. The perspective of minority groups was introduced by a Minority Group Advisory Committee established in 1973, members of which subsequently joined the commission and the drafting committees. David Gilman has been the director of the project since July 1976.

The task of writing standards and accompanying commentary was undertaken by more than thirty scholars, each of whom was assigned a topic within the jurisdiction of one of the four advisory drafting committees: Committee I, Intervention in the Lives of Children; Committee II, Court Roles and Procedures; Committee III, Treatment and Correction; and Committee IV, Administration. The committees were composed of more than 100 members chosen for their background and experience not only in legal issues affecting youth, but also in related fields such as psychiatry, psychology, sociology, social work, education, corrections, and police work. The standards and commentary produced by the reporters and drafting committees were presented to the IJA-ABA Joint Commission on Juvenile Justice Standards for consideration. The deliberations of the joint commission led to revisions in the standards and commentary presented to them, culminating in the published tentative drafts.

The published tentative drafts were distributed widely to members of the legal community, juvenile justice specialists, and organizations directly concerned with the juvenile justice system for study and comment. The ABA assigned the task of reviewing individual volumes to ABA sections whose members are expert in the specific areas covered by those volumes. Especially helpful during this review period were the comments, observations, and guidance provided by Professor Livingston Hall, Chairperson, Committee on Juvenile Justice of the Section of Criminal Justice, and Marjorie M. Childs, Chairperson of the Juvenile Justice Standards Review Committee of the Section of Family Law of the ABA. The recommendations submitted to the project by the professional groups, attorneys, judges, and ABA sections were presented to an executive committee of the joint commission, to whom the responsibility of responding had been delegated by the full commission. The executive committee consisted of the following members of the joint commission:

Chief Judge Irving R. Kaufman, *Chairman*

Hon. William S. Fort, *Vice Chairman*

Prof. Charles Z. Smith, *Vice Chairman*

Dr. Eli Bower

Allen Breed

William T. Gossett, Esq.

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Milton G. Rector

Daniel L. Skoler, Esq.

Hon. William S. White

Hon. Patricia M. Wald, *Special Consultant*

The executive committee met in 1977 and 1978 to discuss the proposed changes in the published standards and commentary. Minutes issued after the meetings reflecting the decisions by the executive committee were circulated to the members of the joint commission and the ABA House of Delegates, as well as to those who had transmitted comments to the project.

On February 12, 1979, the ABA House of Delegates approved seventeen of the twenty-three published volumes. It was understood that the approved volumes would be revised to conform to the changes described in the minutes of the 1977 and 1978 executive committee meetings. The *Schools and Education* volume was not presented to the House and the five remaining volumes—*Abuse and Neglect*, *Court Organization and Administration*, *Juvenile Delinquency and Sanctions*, *Juvenile Probation Function*, and *Noncriminal*

viii            PREFACE

*Misbehavior*—were held over for final consideration at the 1980 mid-winter meeting of the House.

Among the agreed-upon changes in the standards was the decision to bracket all numbers limiting time periods and sizes of facilities in order to distinguish precatory from mandatory standards and thereby allow for variations imposed by differences among jurisdictions. In some cases, numerical limitations concerning a juvenile's age also are bracketed.

The tentative drafts of the seventeen volumes approved by the ABA House of Delegates in February 1979, revised as agreed, are now ready for consideration and implementation by the components of the juvenile justice system in the various states and localities.

Much time has elapsed from the start of the project to the present date and significant changes have taken place both in the law and the social climate affecting juvenile justice in this country. Some of the changes are directly traceable to these standards and the intense national interest surrounding their promulgation. Other major changes are the indirect result of the standards; still others derive from independent local influences, such as increases in reported crime rates.

The volumes could not be revised to reflect legal and social developments subsequent to the drafting and release of the tentative drafts in 1975 and 1976 without distorting the context in which they were written and adopted. Therefore, changes in the standards or commentary dictated by the decisions of the executive committee subsequent to the publication of the tentative drafts are indicated in a special notation at the front of each volume.

In addition, the series will be brought up to date in the revised version of the summary volume, *Standards for Juvenile Justice: A Summary and Analysis*, which will describe current history, major trends, and the observable impact of the proposed standards on the juvenile justice system from their earliest dissemination. Far from being outdated, the published standards have become guideposts to the future of juvenile law.

The planning phase of the project was supported by a grant from the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration. The National Institute also supported the drafting phase of the project, with additional support from grants from the American Bar Endowment, and the Andrew Mellon, Vincent Astor, and Herman Goldman foundations. Both the National Institute and the American Bar Endowment funded the final revision phase of the project.

An account of the history and accomplishments of the project

would not be complete without acknowledging the work of some of the people who, although no longer with the project, contributed immeasurably to its achievements. Orison Marden, a former president of the ABA, was co-chairman of the commission from 1974 until his death in August 1975. Paul Nejelski was director of the project during its planning phase from 1971 to 1973. Lawrence Schultz, who was research director from the inception of the project, was director from 1973 until 1974. From 1974 to 1975, Delmar Karlen served as vice-chairman of the commission and as chairman of its executive committee, and Wayne Mucci was director of the project. Barbara Flicker was director of the project from 1975 to 1976. Justice Tom C. Clark was chairman for ABA liaison from 1975 to 1977.

Legal editors included Jo Rena Adams, Paula Ryan, and Ken Taymor. Other valued staff members were Fred Cohen, Pat Pickrell, Peter Garlock, and Oscar Garcia-Rivera. Mary Anne O'Dea and Susan J. Sandler also served as editors. Amy Berlin and Kathy Kolar were research associates. Jennifer K. Schweickart and Ramelle Cochrane Pulitzer were editorial assistants.

It should be noted that the positions adopted by the joint commission and stated in these volumes do not represent the official policies or views of the organizations with which the members of the joint commission and the drafting committees are associated.

This volume is part of a series of standards and commentary prepared under the supervision of Drafting Committee III, which also includes the following volumes:

INTERIM STATUS: THE RELEASE, CONTROL, AND DETENTION OF ACCUSED JUVENILE OFFENDERS BETWEEN ARREST AND DISPOSITION  
DISPOSITIONS  
DISPOSITIONAL PROCEDURES  
CORRECTIONS ADMINISTRATION

*Addendum  
of  
Revisions in the 1977 Tentative Draft*

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As discussed in the Preface, the published tentative drafts were distributed to the appropriate ABA sections and other interested individuals and organizations. Comments and suggestions concerning the volumes were solicited by the executive committee of the IJA-ABA Joint Commission. The executive committee then reviewed the standards and commentary within the context of the recommendations received and adopted certain modifications. The specific changes affecting this volume are set forth below. Corrections in form, spelling, or punctuation are not included in this enumeration.

1. Standard 6.15 was amended to delete laundry facilities as follows: "No vocational training or chapel should be provided in a secure detention facility."

2. The commentary to Standard 6.15 was revised to delete the reference to laundry and the commentary to Standard 6.16 was revised to add a new subsection, L., captioned "Laundry facilities," discussing the factors to consider in determining whether laundry equipment should be installed in a secure detention facility.



## *Contents*

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PREFACE	v
ADDENDUM	xi
INTRODUCTION	1
STANDARDS	5
STANDARDS WITH COMMENTARY	15
PART I: DEFINITIONS	15
1.1 Normalization.	15
1.2 Community.	16
1.3 Community setting.	17
1.4 Regional setting.	17
1.5 Security measures.	17
1.6 Management model.	18
1.7 Architectural program.	18
1.8 Operational program.	19
1.9 Soft architecture.	20
1.10 Orientation.	20
1.11 Detention.	21
1.12 Secure setting.	21
1.13 Nonsecure setting.	21
1.14 Youth corrections agency.	22
1.15 Interim status agency.	22
PART II: VALUES AND PURPOSES	22
2.1 Normalization.	22
2.2 Small community-based facilities.	23
2.3 Flexible buildings.	24
2.4 Secure settings.	25
2.5 Overcrowding.	26

2.6	Community norms.	26
2.7	Personal space.	27
PART III: ARCHITECTURAL PROGRAM AND DESIGN		28
3.1	Architectural program.	28
3.2	Data base.	31
3.3	Adaptive architecture.	32
3.4	Buildings expectations.	35
3.5	Conformity with codes.	37
PART IV: GROUP HOMES		37
4.1	Group homes.	37
4.2	Capacity.	38
4.3	Certification.	39
4.4	Leasing or purchase of service.	40
4.5	Standards for evaluating facilities.	41
4.6	Governing body.	42
4.7	Location.	43
4.8	Physical appearance.	44
4.9	Sound construction.	44
4.10	Operating conditions.	45
4.11	Decoration of rooms.	45
4.12	No permanent staff living quarters.	46
4.13	Staff office.	46
4.14	Security of records.	46
4.15	General physical requirements.	47
PART V: SECURE CORRECTIONS FACILITIES		50
5.1	Security.	50
5.2	Appearance.	52
5.3	Capacity.	52
5.4	Location.	58
5.5	Internal organization.	58
5.6	No control center.	59
5.7	No permanent staff living quarters.	60
5.8	Security of records.	60
5.9	Staff offices.	60
5.10	Isolation rooms.	61
5.11	General physical requirements.	61
5.12	Fixtures.	66

CONTENTS xv

PART VI: SECURE DETENTION FACILITIES	68
6.1 Secure detention facility.	68
6.2 Supportive security.	69
6.3 Capacity.	72
6.4 Location.	73
6.5 Appearance.	74
6.6 Certification.	74
6.7 Internal organization.	75
6.8 Entrance spaces and waiting rooms.	76
6.9 No control center.	78
6.10 No permanent staff living quarters.	78
6.11 Security of records.	78
6.12 Staff offices.	79
6.13 Isolation rooms.	79
6.14 Interview rooms.	79
6.15 No vocational training, chapel, or laundry facilities.	80
6.16 General physical requirements.	80
6.17 Fixtures.	84
BIBLIOGRAPHY	87

## *Introduction*

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These standards provide a comprehensive set of evaluative criteria for the development and realization of architectural programs for juvenile detention and corrections facilities. The standards address the question of facility design at a fundamental level, stressing the primacy of matters relating to agency policy and operations, and the secondary and supportive role of facilities. Adoption of these standards should lead to the construction of buildings which will be adaptable to a variety of program and policy changes, thus enabling staff to create the appropriate settings for various programs that might be instituted during the facility's life. (See Standards 2.2, 2.3, and 3.3.) It should be noted that due to the impossibility of addressing the range of differences between urban and rural locations, these standards have been drafted as a general guide and are not intended as rigid doctrine.

The standards have two basic components—procedural and environmental. The procedural component covers the architectural program, a device used to establish space needs and based on a clearly articulated and justified set of policy guidelines and operational proposals. (See Standard 3.1.) The environmental component refers specifically to design characteristics of facilities as they affect the administration of, and programs within, the facilities themselves. (See Parts IV, V, and VI.) These standards suggest general qualitative characteristics of facilities. Architectural details such as layout, room size, decor, locks, etc., are specified when they may have an effect on relationships within the setting. These are supplemented by a few proscriptive standards. Administrative standards have been included when they may affect the range or quality of accommodations provided within a facility.

The principle value that pervades these standards is the concept of normalization: that youths, at whatever stage of the pre- or post-adjudicative process, should lead lives as close to normal as possible (see Standards 1.1 and 2.1). The primary goal of this volume is to develop an optimum environment for the normalization of the

juvenile justice system through the use of community settings. Normalization seeks to adapt buildings to users and operational programs, rather than users and programs to buildings. It makes the process of architectural program development value-oriented, rather than solely budgetary and administrative.

This requires that the value judgment and behavioral assumptions used as the basis of the policy and architectural program proposals be clearly stated and debated relative to the expenditure of tax revenues on leased, purchased, new, or renovated facilities. In the past, decisions to build new structures have rarely been preceded by such debate. A full investigation of the problem might have indicated that a new capital project was not the best solution. The absence of research resulted in buildings that were based on current practices but with little concern for future change.

The architectural program is a key element in changing this process (see Standard 3.1). It is a vehicle to analyze the problem, explore alternative solutions, and justify the selected strategy. Once completed, it will specify the character of the facility, the behavioral and role expectancies it projects onto the residents, and the community within which the facility will be located.

The standards recommend the development of a range of small, community-based facilities because such facilities are able to adapt to a range of programs and policy requirements to use community resources, to architecturally relate to the buildings in the surrounding area, and to provide a richer range of options to ensure security. This policy of relying upon generic community services rather than developing duplicate services within the corrections and interim status agencies should result in smaller, cheaper, and less complex facilities providing an equal or more diverse range of programs than is available in existing facilities. The larger the facility, the more difficult it is to adapt it to new programs, both from a budgetary and operational standpoint. Smaller, community-based facilities offer more realistic opportunities for program development, innovation, evaluation, and change. They are cheaper to acquire and, if necessary, can be leased and recycled when no longer required. It should be possible to realize these advantages without significant loss in the economies of bulk purchasing of supplies and equipment currently enjoyed by the larger, traditional institutions.

The *Interim Status, Dispositions, and Corrections Administration* volumes published by this project recommend that recourse to secure settings be employed only as an alternative of the last resort. The youths housed in secure settings will, therefore, be the most difficult in the system. This does not require facilities to have built-in

expectations that deviant behavior, vandalism, or violence will inevitably occur. Rather, levels of security necessary for the most destructive resident should not be imposed on everyone else. It should also be recognized that security provisions serve the additional function of providing residents with a sense of safety and well-being. A problem difficult to resolve in a secure facility is maintaining a balance between the legitimate security needs felt by the personnel, administrators, and society, and the need for settings that provide the residents with a reasonable quality of life and varied daily schedule to counter boredom and relieve the frustration so often characteristic of confinement. In order to achieve these goals, it is necessary to have settings that can adapt themselves to a wide range of security requirements. The flexibility requires an increased reliance on staff supervision rather than permanent physical barriers. (See Standards 1.5, 1.9, 1.12, 2.7, 5.1, and 6.2.)

Recognizing that the living accommodations can themselves constitute a source of abuse, qualitative prescriptions are made for such furnishings as locks, doors, windows, and beds (Standards 5.11, 5.12, 6.16, and 6.17). The policy of normalization is a key factor in determining the standards for both youth and staff accommodations. For example, a standard discouraging any permanent residence for staff seeks to insure that staff does not become institutionalized, but remains a perpetual source of normal attitudes and habits (Standards 5.7 and 6.10). On the other hand, there is frank recognition of the fact that vandalism, as well as heavy wear and tear, are important factors in designing and operating any secure corrections facility. Normalization need not result in increased maintenance costs and should not be interpreted to imply luxury. It merely points out that building design should not be a source of punishment.

Detailed recommendations are made for group homes. The reduced use of secure settings, recommended by the Juvenile Justice Standards Project, should result in an increased need for nonsecure detention facilities. The group homes standards can be used for such detention facilities. Other forms of supervised release programs certainly will be developed by the courts and interim status agencies. This volume does not address such programs because the concerns they raise are beyond the range of architectural standards, and are more appropriately the object of administrative regulations.

# *Standards*

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## **PART I: DEFINITIONS**

### **1.1 Normalization.**

Enabling juveniles within the juvenile justice system to project an image that does not mark them as deviant.

### **1.2 Community.**

A limited territorial setting incorporating a network of relationships, and usually a cultural similarity, that provides most of the goods and services required by persons living within its boundaries.

### **1.3 Community setting.**

The location and operation of a detention or corrections facility which depends upon interaction with a community for its educational, recreational, medical, and other resources.

### **1.4 Regional setting.**

Locating a juvenile facility to serve a geographical area incorporating two or more communities.

### **1.5 Security measures.**

Provisions to:

A. limit or control the freedom of movement of residents of a juvenile facility; and

B. create a sense of security in residents by providing protection from abuse by others.

### **1.6 Management model.**

A consistent pattern of attitudes and assumptions used by persons who exercise influence and authority as the basis of a system to organize and structure the behavior of others.

## 6 ARCHITECTURE OF FACILITIES

### 1.7 Architectural program.

A written document that describes and justifies space needs for a specific set of operations.

### 1.8 Operational program.

A plan of procedure under which action may be taken toward attaining a desired goal.

### 1.9 Soft architecture.

A design attitude that results in spaces and buildings that do not present an expectation of destructive behavior.

### 1.10 Orientation.

Process of conceptualizing the relative location and general organization of the various components in a building.

### 1.11 Detention.

Placement of an accused juvenile in a home or facility other than that of a parent, legal guardian, or relative, including facilities commonly called "detention," "shelter care," "training school," "group home," "foster care," and "temporary care."

### 1.12 Secure setting.

A setting characterized by physically restrictive construction and procedures which are intended to:

- A. ensure that no persons enter or leave without staff permission; and
- B. that all methods of entry and exit are under the exclusive control of staff.

### 1.13 Nonsecure setting.

A nonsecure setting is characterized by close ties to the community and its resources, and a location in a community setting. It is intended to:

- A. create permeable boundaries between facility and community;
- B. provide an open setting with very limited controls, usually self-imposed, on residents' movements; and
- C. promote normalization.

### 1.14 Youth corrections agency.

A state agency with responsibility for the administration of juvenile corrections (hereinafter referred to as "the agency").



**1.15 Interim status agency.**

A statewide agency with responsibility for all aspects of non-judicial interim status decisions involving accused juvenile offenders.

**PART II: VALUES AND PURPOSES**

**2.1 Normalization.**

Facilities for the juvenile justice system should be designed with the objective of creating environments which will encourage normalization.

**2.2 Small community-based facilities.**

Existing large custodial facilities for juvenile detention and corrections should be phased out and replaced with a network of smaller, community-based facilities.

**2.3 Flexible buildings.**

The design of facilities for correction and detention should not impede administrative or policy changes.

**2.4 Secure settings.**

Secure settings should provide security measures which:

- A. instill a sense of security and well-being in facility residents; and
- B. rely on increased staff coverage rather than building plant.

**2.5 Overcrowding.**

Overcrowding is generally a symptom of an operational problem and does not imply the need for new construction.

**2.6 Community norms.**

Community norms should be considered and analyzed in planning and locating facilities for detention or corrections.

**2.7 Personal space.**

The stress of life in a secure setting requires recognition of the individual's need for some degree of personalization of space, privacy, and territoriality.

**PART III: ARCHITECTURAL PROGRAM AND DESIGN**

**3.1 Architectural program.**

An architectural program should be developed for each facility.

## 8 ARCHITECTURE OF FACILITIES

The program should be a written document containing the following information:

- A. statement of the general goals and purposes of the project;
- B. description of the agency or organization to be served, including its tasks, statutory authority, operating procedures, services provided, and administrative structure;
- C. description of the management model (Standard 1.6) which is used as the basis of the current and future operations;
- D. impact statement that:
  - 1. analyzes past and current workload and budget;
  - 2. projects future workload, staffing, programs, and operating and capital budgets; and
  - 3. assesses the impact of the proposed project on the overall operation of the agency;
- E. justification of the project and its operating costs, exploring alternative management models and their impact on staffing, budget, and space requirements;
- F. quantitative and qualitative description of space requirements for the proposed facility, including outdoor spaces, character, symbolism, and other descriptive factors;
- G. outline of budget and time restrictions; and
- H. study of alternate strategies to satisfy space requirements including leasing, renovation, and new construction.

### 3.2 Data base.

Establishment of an effective architectural program depends on developing a broad data base which reflects the interests of all organizations, agencies, and persons concerned with the project.

### 3.3 Adaptive architecture.

Facilities should be programmed and planned to provide a variety of spatial configurations that can be adapted to the changing needs of programs and operations.

### 3.4 Buildings expectations.

Building design should not present an expectation of abusive behavior and vandalism and invite challenge by residents, nor should it be assumed that every juvenile behaves in a violent and destructive manner.

### 3.5 Conformity with codes.

All detention and corrections facilities should conform to the requirements of the latest editions of the National Fire Code, *Hand-*

*book of Fire Protection*; and the Building Officials' and Code Administrators' Basic Building Code, in addition to local fire safety, health, and building codes.

#### PART IV: GROUP HOMES

##### 4.1 Group homes.

A group home is a community-based residential dwelling for housing juveniles, under the sponsorship of a public or private agency.

##### 4.2 Capacity.

Group homes should have a capacity of between [four and twelve] juveniles, depending on program requirements.

##### 4.3 Certification.

Group homes should be certified annually as conforming to public safety codes. In addition, they should be inspected at least twice a year by the agency\* for quality of upkeep and suitability of facility for program.

##### 4.4 Leasing or purchase of service.

The agency should favor leasing or purchase of service over investing capital funds in acquiring and renovating an existing structure or constructing a new one.

##### 4.5 Standards for evaluating facilities.

The agency should develop standards for assessing the suitability of a building for use as a group home.

##### 4.6 Governing body.

Private group homes should have a governing body constituted through the agency or through a private incorporated group. This governing body should include community representatives. When the agency operates a group home, the governing body should serve only an advisory purpose.

##### 4.7 Location.

Group homes should be located in residential areas, near community resources and public transportation routes.

##### 4.8 Physical appearance.

Group homes should be similar in appearance and in character to residential buildings in the neighborhoods in which they are located.

\*For this Part only, refers to interim status agency or youth corrections agency.

## 10 ARCHITECTURE OF FACILITIES

### 4.9 Sound construction.

A building under consideration for use as a group home should be sanitary and of sound construction, with modern, efficient utility systems.

### 4.10 Operating conditions.

Group home buildings should be fully operational before they are occupied by staff and juveniles.

### 4.11 Decoration of rooms.

Residents should be permitted to decorate their rooms.

### 4.12 No permanent staff living quarters.

Group homes should not ordinarily be the sole residence of staff.

### 4.13 Staff office.

Space for staff administration work should be provided.

### 4.14 Security of records.

A room for the secure storage of confidential records should be provided.

### 4.15 General physical requirements.

Group homes should provide a pleasant environment, sufficient space, and suitable equipment to meet program goals.

## PART V: SECURE CORRECTIONS FACILITIES

### 5.1 Security.

Security in a secure corrections facility should recognize and balance the legitimate need for security and safety felt by staff and society with the residents' need for a setting that provides them with safety and a reasonable quality of life.

### 5.2 Appearance.

The exterior appearance of a secure facility should resemble residential buildings in the surrounding area.

### 5.3 Capacity.

Capacity of a secure corrections facility for adjudicated delinquents should be [twenty].

**5.4 Location.**

Secure corrections facilities should be located to facilitate the use of community based services and continued contact between juvenile, family, and friends.

**5.5 Internal organization.**

A secure corrections facility should be planned like a large private house.

**5.6 No control center.**

A secure corrections facility should not have a control center, such as those which commonly provide centralized surveillance and control in a penal institution.

**5.7 No permanent staff living quarters.**

Secure corrections facilities should not be the sole residence of staff.

**5.8 Security of records.**

A room for the secure storage of confidential records should be provided.

**5.9 Staff offices.**

Space for staff administration work should be provided.

**5.10 Isolation rooms.**

An isolation room, if required, should be planned in conjunction with staff offices.

**5.11 General physical requirements.**

Secure corrections facilities should provide a pleasant environment, sufficient space, and suitable equipment to meet program goals.

**5.12 Fixtures.**

Built-in fixtures such as doors, locks, and windows should be domestic in character and encourage normalization.

**PART VI: SECURE DETENTION FACILITIES**

**6.1 Secure detention facility.**

A facility characterized by physically restrictive construction and

## 12 ARCHITECTURE OF FACILITIES

procedures that are intended to prevent an accused juvenile from departing at will.

### 6.2 Supportive security.

In planning a detention facility, security should be supportive rather than deterrent.

### 6.3 Capacity.

Capacity of a secure detention facility should be [twelve to twenty] residents.

### 6.4 Location.

Location of secure detention facilities should take the following factors into account:

A. facilitation of the maintenance of ties between residents and their community, family, and friends;

B. accessibility to mass transit and highways to facilitate visits by family and friends;

C. accessibility to courts to avoid excessive time spent in transit to and from the court and waiting in court;

D. proximity to concentrations of law offices to facilitate attorney-client meetings; and

E. use of community settings.

### 6.5 Appearance.

The exterior appearance of the secure detention facility should resemble buildings in the surrounding area.

### 6.6 Certification.

Secure detention facilities should be certified annually in order to ensure conformity to all public safety codes. Unannounced inspections should be made at least four times per year to ascertain quality of maintenance and to ensure against overcrowding. Certification should include determination of the maximum number of residents the facility may hold at any time.

### 6.7 Internal organization.

The internal organization of a secure detention facility should be clear and unambiguous so as to minimize uncertainty due to lack of orientation. The facility should be planned like a large house.

### 6.8 Entrance spaces and waiting rooms.

Entrance spaces and waiting rooms in a secure detention facility

should reflect a concern for normalization, the presumption of innocence, and the fact that appearance before an intake officer may not necessarily result in detention.

**6.9 No control center.**

A secure detention facility should not have a control center, such as those which commonly provide centralized surveillance and control in a penal institution.

**6.10 No permanent staff living quarters.**

Secure detention facilities should not be the sole residence of staff.

**6.11 Security of records.**

A room for the secure storage of confidential records should be provided.

**6.12 Staff offices.**

Space for staff administration work should be provided.

**6.13 Isolation rooms.**

An isolation room, if required, should be planned in conjunction with staff offices.

**6.14 Interview rooms.**

Secure detention facilities should have interview rooms for residents to meet privately with attorneys and family.

**6.15 No vocational training or chapel.**

No vocational training or chapel should be provided in a secure detention facility.

**6.16 General physical requirements.**

Secure detention facilities should provide a pleasant environment with good internal orientation, sufficient space, and suitable equipment to meet program goals.

**6.17 Fixtures.**

Built-in fixtures such as doors, locks, and windows should be domestic in character and encourage normalization.

## *Standards with Commentary\**

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### PART I: DEFINITIONS

#### 1.1 Normalization.

Enabling juveniles within the juvenile justice system to project an image that does not mark them as deviant.

#### *Commentary*

The way people are perceived affects the treatment they receive from others. Persons perceived as deviant are apt to elicit pity, rejection, or persecution. These responses tend to diminish self-respect, adjustment, and growth in such persons. Persons perceived as deviant are often expected to act in a deviant manner. Such expectations, whether projected by staff or building design, can be powerful enough to elicit deviant behavior. This is especially relevant to juveniles in confinement, during which their treatment by others, particularly those with custodial responsibility, can adversely affect their self-image and ability to respond positively.

“Normalization” should be understood as a process and as a goal. Its use in these standards is directly related to Standard 4.9 of the *Corrections Administration* volume, which requires that the correctional agency “should have an affirmative obligation to [provide a] safe, human, caring environment.” This places upon the agency several responsibilities, including:

- A. the development of individuality and self-respect among juveniles;
- B. respecting rights of privacy;
- C. developing intellectual and vocational abilities;
- D. permitting the retention of family and other personal ties;
- E. allowing for the expression of cultural identity;
- F. providing opportunities for socializing with peers of both sexes;
- G. having a choice of recreational activities; and
- H. ensuring that juveniles are safe from physical and psychological attack and abuse.

\*On July 21, 1976, *Morales v. Turman*, 364 F. Supp. 166 (E.D. Tex. 1973), cited herein, was reversed on technical grounds by the Fifth Circuit Court of Appeals, *Morales et. al. v. Turman et. al.*, 535 F.2d 864.



These factors should have a profound effect on the design, character, and location of detention and correctional facilities. In particular the reduction in size of facilities (Standards 4.2, 5.3, and 6.3), the choice of a community setting, and the use of volunteer and generic community services should minimize the artificiality of the institutional environment. See Wolf Wolfensberger, "Normalization" (1972); Wolf Wolfensberger, "The Origin and Nature of Our Institutional Models" (1974); Roger G. Barker, *Ecological Psychology: Concepts and Methods for Studying the Environment of Human Behavior* (1968); Erving Goffman, *Asylums* (1961); M. Powell Lawton, "The Human Being and the Institutional Building" in Jon Lang, Charles Burnette, Walter Moleski, David Vachon, eds., *Design for Human Behavior* (1974), pp. 60-71; Abraham Maslow, *Motivation and Personality* (1954); Robert Somer, *Personal Space* (1969).

### 1.2 Community.

A limited territorial setting incorporating a network of relationships, and usually a cultural similarity, that provides most of the goods and services required by persons living within its boundaries.

#### *Commentary*

This definition must be read with regard to the fact that these standards apply primarily to youths between twelve and eighteen years old. Although six or seven hours per day of this age group's time is spent in school, schools may not necessarily define the most meaningful set of relationships for delinquent youths. Busing has also undercut the importance of the neighborhood school. The community relationship will also vary according to the particular age group being considered.

See Robert Coates, "Working Paper on Community Based Corrections: Concept, Historical Development, Impact and Potential Dangers" (unpublished paper of the Center for Criminal Justice, Harvard Law School, 1974); Gardener Murphy, in *Personality: A Biosocial Approach to Origins and Structure* (1947) discusses the fact that persons select pertinent information appropriate to their needs from the environment and remain largely unaware of other aspects of the environment; Abraham Maslow's *Motivation and Personality* (1954) presents a useful framework for understanding a variety of need satisfactions; Talcott Parsons, *Societies* (1966), ch. 2; Edward T. Hall, *The Hidden Dimension* (1966); R. Maurer and J.C. Baxter, "Images of the Neighborhood and City Among Black-, Anglo-, and Mexican-American Children," *Environment and Behavior* (vol. 4, Dec. 1972), pp. 351-358; Edward T. Hall, "Proxemics and Design,"

*Design and the Environment*, vol. 4 (Winter, 1971), pp. 24-26, 58-59; P. Sivadon, "Space as Experienced: Therapeutic Implications" in Harold M. Proshansky, William H. Ittelson, Leanore G. Rivlin, eds., *Environmental Psychology* (1970), pp. 409-19.

### 1.3 Community setting.

The location and operation of a detention or corrections facility which depends upon interaction with a community for its educational, recreational, medical, and other resources.

#### *Commentary*

The fact of locating a juvenile facility within the boundaries of a residential area is not as important as the extent of interaction between the community and the facility.

A community setting is of secondary importance to a secure facility, but is the life blood of a group home. See Robert B. Coates and Alden D. Miller, "Neutralization of Community Resistance to Group Homes," in Yitzhak Bakal, *Closing Correctional Institutions* (1973), pp. 67-84.

### 1.4 Regional setting.

Locating a juvenile facility to serve a geographical area incorporating two or more communities.

#### *Commentary*

Regions may vary in different states and can include the metropolitan area of cities, counties, or areas united by geography. A region must include some degree of uniformity, interdependency, and shared value orientation so that resources within this area may be pooled to optimize services.

### 1.5 Security measures.

Provisions to:

A. limit or control the freedom of movement of residents of a juvenile facility; and

B. create a sense of security in residents by providing protection from abuse by others.

#### *Commentary*

Security has two components. First, it is to control or limit freedom of movement within a juvenile facility to prevent escape and

## 18 ARCHITECTURE OF FACILITIES

maintain order. Security need not be defined only in terms of doors, locks, and bars. It is also a function of the amount of time spent (or the number of times per day contact is made) with youths, and the number of persons required to provide this supervision.

Second, it must induce a sense of security within the residents. They should feel that they are protected from physical abuse by others, racial discrimination, and assaults on privacy and emotional well being. This includes an expectation of being provided with the basic necessities of life in an atmosphere of trust and concern.

### 1.6 Management model.

A consistent pattern of attitudes and assumptions used by persons who exercise influence and authority as the basis of a system to organize and structure the behavior of others.

#### *Commentary*

Management functions are determined by the policy of the agency or state in regard to its specific mandate. Formalization of policy involves certain assumptions and value preferences, both about the clientele and staff, and about the feasibility and efficacy of the program. One cannot implement a rehabilitative program stressing individual responsibility and community input in a maximum security environment which is designed and operated on assumptions of the necessity and desirability of absolute control, the restriction of individual movement, and a punitive and coercive environment. Assumptions and value preferences should be articulated, both in their long-term aspects (i.e., philosophy and goals) and short-term aspects (i.e., specific program objectives and design). If this is done, both architectural programs (Standard 1.7) and operational programs (Standard 1.8) can be more carefully controlled, assessed, and evaluated.

The management model manifests itself both in staff attitudes and in the design, organization, and furnishing of the setting. This may occur without the persons involved, staff and designers alike, being aware of its presence or implications. See Wolf Wolfensberger, "Normalization" (1972), p. 2; Bertram M. Gross, *The Managing of Organizations* (1964), vol. 1, pp. 1-28.

### 1.7 Architectural program.

A written document that describes and justifies space needs for a specific set of operations.

*Commentary*

The architectural program defines the problem prior to selecting a particular solution. The architectural program is primarily concerned with investigating, analyzing, and selecting “programmatically concepts,” rather than “design concepts.” Programmatically concepts are “ideas intended mainly as solutions to the client’s own management problems so far as they concern function and organization.” Design concepts are “ideas intended as physical solutions to architectural problems.” See William M. Peña and John W. Focke, *Problem Seeking: New Directions in Architectural Programming* (1969), pp. 6-7. Design concepts are three dimensional, physical “responses” to programmatically criteria, guidelines, and requirements. Programmatically concepts are “abstract, and are expressed in terms of organizational structure, relationships, and other functional requirements.” *Id.* at 20. The architectural program is primarily concerned with investigating, analyzing, and selecting programmatically concepts.

The architectural program should be used to describe the space requirements of any structure, whether leased, acquired, or constructed. The program should include a basic examination of the operations involved, the value judgments and intellectual assumptions upon which they are structured, and an analysis of alternate means of achieving the same ends.

Most architect-client contracts assign responsibility for architectural program development to the client. This is often the cause of serious friction between client, user, and architect. For discussion of this problem see Allan Greenberg, *Courthouse Design: A Handbook for Judges and Court Administrators* (American Bar Association Commission on Standards of Judicial Administration, Support Study 4: 1975), pp. 1-8.

**1.8 Operational program.**

A plan of procedure under which action may be taken toward attaining a desired goal.

*Commentary*

This definition is used to distinguish the architectural program from the use of the word “program” in reference to services provided to juveniles in the custody of the juvenile justice system.

This distinction also applies to both the short-term and long-term priorities and goals of a program. The architectural design is fixed with limited flexibility. Therefore, design limits program services by

the very finite characteristics of spatial relationships, which are not adaptable to the whole variety of possible service delivery programs. See also Standard 2.3.

### 1.9 Soft architecture.

A design attitude that results in spaces and buildings that do not present an expectation of destructive behavior.

#### *Commentary*

Soft architecture refers to a design attitude that strives to create spaces and buildings that do not suggest that escape, vandalism, or disruption will inevitably occur. Spaces which are suggestive of such "negative" behavior often prompt residents and users to attempt to overcome the "challenge" presented by the environment, thereby encouraging the proscribed behavior. Thoughtful design and provision of amenities inform the users that their needs have been considered and provided for. In secure settings the fact of confinement and resultant stress factors make this a more significant factor than in other settings. See James S. Ackerman, "Listening to Architecture," *Harvard Education Review*, vol. 39, no. 4, 1969; pp. 4-10. See also Harold B. Bradley, Glynn B. Smith, William K. Salstrom, et. al., *The Non-Prison* (1970), p. 73; Robert Sommer, *Personal Space* (1969), pp. 77-97; Wolf Wolfensberger, "Origin and Nature of Our Institutional Models" (1974); Robert Sommer, *Tight Spaces* (1974); Gresham Sykes, *Society of Captives* (1958).

It is important to qualify this standard by noting that environmental factors alone are insufficient and must be supplemented by varied and interesting program activities. Boredom is a major cause of vandalism, especially in confined settings, and needs to be countered by leisure time activities. See also Standard 3.4 which discusses buildings that do not present an expectation of abusive behavior and vandalism and Standard 2.4 which describes security measures that instill a sense of well-being in residents.

### 1.10 Orientation

Process of conceptualizing the relative location and general organization of the various components in a building.

#### *Commentary*

A building design that is easily grasped is an important factor in reducing stress. Simply knowing the location of bathrooms, telephones, staff, etc., can contribute to a sense of ease in an environ-

ment. It is an important factor in the design of a public building and is vital in a secure setting. Orientation is a function of architectural design. It is difficult and costly to correct poor orientation in a badly-designed structure. See P. Sivadon, "Space as Experienced: Therapeutic Implications," in Harold M. Proshansky, William H. Ittelson, Leanore G. Rivlin, eds., *Environmental Psychology* (1970), pp. 416-19.

### 1.11 Detention

Placement of an accused juvenile in a home or facility other than that of a parent, legal guardian, or relative, including facilities commonly called "detention," "shelter care," "training school," "group home," "foster care," and "temporary care."

#### *Commentary*

See the *Interim Status* volume, Standard 2.9.

### 1.12 Secure setting.

A setting characterized by physically restrictive construction and procedures which are intended to:

A. ensure that no persons enter or leave without staff permission; and

B. that all methods of entry and exit are under the exclusive control of staff.

#### *Commentary*

This definition does not specify the rigid control of all internal movements that characterizes maximum security settings (see National Advisory Commission on Criminal Justice Standards and Goals, "Corrections" (1973), p. 344. A small facility size (see Standards 5.3 and 6.3) and high level of perimeter security should permit freer internal organization (see Standards 5.5 and 6.7). See the *Interim Status* volume, Standard 2.10; the *Corrections Administration* volume, Standard 7.1; National Advisory Commission on Criminal Justice Standards and Goals, "Report on Corrections" 248 (1973); N.C.C.D., "Standards and Guidelines for the Detention of Children and Youth" 1, 7 (1961); U.S. Children's Bureau, "Standards for Juvenile and Family Courts" (1966).

### 1.13 Nonsecure setting.

A nonsecure setting is characterized by close ties to the commu-

nity and its resources, and a location in a community setting. It is intended to:

- A. create permeable boundaries between facility and community;
- B. provide an open setting with very limited controls, usually self-imposed, on residents' movements; and
- C. promote normalization.

*Commentary*

A nonsecure setting is open in nature and designed to allow youths maximum participation in the community and its resources. It is intended to minimize the psychological hardships on a youth held out-of-home and not to restrict freedom of movement (see Standard 4.1). The facilities include, but are not limited to:

- A. single family foster homes or temporary boarding homes;
- B. group homes with a resident staff, which may or may not specialize in a particular problem area, such as drug abuse, alcohol abuse, etc.; and
- C. nonsecure detention facilities for housing youths in interim status who cannot live at home but do not require a secure setting.

**1.14 Youth corrections agency.**

A state agency with responsibility for the administration of juvenile corrections (hereinafter referred to as "the agency").

*Commentary*

See the *Corrections Administration* volume, Standard 2.1.

**1.15 Interim status agency.**

A statewide agency with responsibility for all aspects of nonjudicial interim status decisions involving accused juvenile offenders.

*Commentary*

See the *Interim Status* volume, Standard 11.1.

**PART II: VALUES AND PURPOSES**

**2.1 Normalization.**

Facilities for the juvenile justice system should be designed with

the objective of creating environments which will encourage normalization.

### *Commentary*

The introduction of the principles of normalization into the design of detention and correction facilities (see Standard 1.1) is to attain the following objectives:

- A. minimize labeling and stigmatizing of youth;
- B. provide environments in detention and corrections facilities that enhance individuality and self-respect and enable youths to project positive self images rather than ones suggesting deviance;
- C. enable youths housed in detention and corrections facilities to use, whenever possible, community-based services in order to maintain personal behavior characteristics that are culturally normative;
- D. provide a wide range of nonsecure detention and group homes, as alternatives to incarceration, to permit youths to stay in their communities, retain family and personal ties, and lead lives that are as normal as possible;
- E. reduce the recourse to secure detention (see the *Interim Status* volume, Standard 10.5 B.);
- F. permit socialization with peers of both sexes in a variety of settings; and
- G. allow youths to express cultural identity, practice religious beliefs, and enjoy privacy.

See *Morales v. Turman: Memorandum and Opinion*, 383 F. Supp. 53, 100 (E.D. Tex. 1974).

## 2.2 Small community-based facilities.

Existing large custodial facilities for juvenile detention and corrections should be phased out and replaced with a network of smaller, community-based facilities.

### *Commentary*

An important tool in the application of normalization and use of community-based services is the reduction in size of detention and correction facilities. The *Interim Status* volume, Standard 10.5, suggests a youth population in any detention facility of approximately twelve, and the *Corrections Administration* volume, Standard 7.2, approximately twenty youths.

Location is a critical factor in achieving the goals of normalization and community-based services, and large facilities can be problem-



atical in this regard. The difficulties encountered in leasing or purchasing detention or corrections facilities are usually less severe with smaller units.

Small community-based facilities should more effectively achieve the following goals:

A. facilitate utilization of community services by easing problems associated with location;

B. enable a greater number of specialized programs to be provided by associating facilities for juvenile detention and corrections with community institutions;

C. recognize the expression of diverse attitudes among different cultures and individuals by locating nonsecure settings in youths' neighborhoods or communities;

D. protect and promote the emotional and social well-being of youths and their families by minimizing the amount of time spent in custodial facilities and by using community services whenever possible;

E. provide a diverse range of nonsecure and secure placement options for detention and corrections using facilities whose appearance is typical of the neighborhood in which they are located;

F. promote community awareness and involvement in juvenile justice; and

G. reduce capital costs of construction.

See Wolf Wolfensberger, "Normalization" (1972); Proshansky, et al., *Environmental Psychology* (1970), pp. 173-183; National Advisory Commission on Criminal Justice Standards and Goals, "Corrections" (1973), Standards 7.1-7.4.

### 2.3 Flexible buildings.

The design of facilities for correction and detention should not impede administrative or policy changes.

#### *Commentary*

The enormous capital investment in large training schools, reformatories, and secure detention facilities has been a significant factor in impeding the exploration of alternatives to secure incarceration. These older facilities generally rely on a system of architectural barriers and restraints that permit little flexibility in the degree of security and the variety of programs. Changes require costly capital expenditures. Their locations are often in isolated areas, making it difficult for institution residents to maintain contact with family and friends and for the facilities to utilize community services.

Questions concerning facility design should remain secondary to matters of policy and strategy. It is essential that administrative and policy changes not be impeded by internal or external design characteristics of building plant, or of location factors.

For example, the architecture of new facilities should be capable of being adapted to a wide variety of programs and operations and to different degrees and modes of implementing security. These should vary between the extremes of an open secure setting—relying on perimeter security with relative freedom of movement within—to a setting that regulates movement between the parts of the building. The particular security provisions utilized should be chosen by the supervisor and staff, and not imposed by building plant. See Standards 3.3, 5.1, and 6.1, which develop these points in greater detail. U.S. Bureau of Prisons, "Handbook of Correctional Institutional Design and Construction" (1949), pp. 2-3; U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1971); Robert Sommer, *Tight Spaces* (1974).

#### 2.4 Secure settings.

Secure settings should provide security measures which:

- A. instill a sense of security and well-being in facility residents; and
- B. rely on increased staff coverage rather than building plant.

#### *Commentary*

In order to provide some degree of flexibility in the design of secure settings and to minimize disruptive incidents, it is necessary to ensure that residents feel safe and at ease in the facility. Secure settings have traditionally used building design to impose severe restrictions on movement and to create minimal environments. The result is buildings that:

- A. are inflexible and cannot be used for any other purpose or in any other way;
- B. challenge youths by projecting expectations of destructive or deviant behavior patterns; and
- C. prevent both staff and residents from altering their roles and attitudes within the context of the environment.

These environments seldom consider the comfort of either staff or residents.

The importance of this standard is that it does not interpret security as simply controlling the activities of many residents with as few staff as possible, thereby minimizing staff and resident contact. It avoids the routinizing of activities, the boredom, and the

brutality that often occurs in facilities designed on maximum security principles, whether for youths or adults. See *Inmates of Boys' Training School v. Affleck*, 346 F. Supp. 1354 (1972); *Morales v. Turman*, 383 F. Supp. 53 (1974); *Martarella v. Kelley*, 349 F. Supp. 575 (1972).

The youth in detention or corrections should not be viewed as deviant, subhuman, or mindless. He or she should be treated with respect, encouraged to form a positive self-image, and provided with an interesting and varied program of activities. The best way to achieve this goal is to reassure residents that they are safe and to maximize staff interaction.

### 2.5 Overcrowding.

Overcrowding is generally a symptom of an operational problem and does not imply the need for new construction.

#### *Commentary*

The existence of an overcrowded, dilapidated, or obsolete building is not sufficient justification for embarking on a campaign for a new building. It should be regarded as a signal that current operating procedures require review. Failure to undertake this review may result in a large and elaborate facility that cannot be properly operated for unavailability of sufficient funds and personnel. In the past, many public agencies have used this technique to increase the scope of their services without undergoing proper review. For example, colleges may admit more students than the capacity of their plant and staff can handle, and then use this overcrowding and lack of personnel as justification for additional plant and resources.

The review of operating procedures and policies may indicate that modification of the management model, adoption of new procedures, the redefining of tasks, or the developing of new solutions to problems, can offer some alternatives to building a new and larger facility. For example, relocating probation officers from a central office into smaller neighborhood locations or using foster care or boarding at the Y.M.C.A. for youths currently held in secure facilities, may obviate the need for new construction, provide a superior service, and cost less money. See Sherwood Norman, *Think Twice Before You Build a Detention Center* (1961); U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1971); the *Interim Status* volume.

### 2.6 Community norms.

Community norms should be considered and analyzed in planning and locating facilities for detention or corrections.

### *Commentary*

The operation and design of detention and corrections facilities reflect certain social norms. Although these norms are seldom carefully analyzed, they generally reflect an intermediate or middle class value structure that may or may not be normative for the expected population of the facility. It is essential that these norms are clearly defined, for they affect certain behavior patterns.

Evaluation or adjustment of these norms, as they manifest themselves in the design and operation of the facilities, can only occur in situations where they have been clearly stated. Therefore, it is imperative that attempts be made to:

- A. maximize citizen involvement;
- B. accurately survey the facility's expected population;
- C. allow flexibility in design to accommodate fluctuations in A. and B.; and
- D. make accurate assessments of behavioral expectations and realities.

See Wolf Wolfensberger, "Normalization," *supra*; Kingsley Davis, *Human Society* (1949), p. 52; Lee Rainwater, "Fear and the House-as-Haven in the Lower Class," *Journal of the American Institute of Planners*, Jan. 1966, vol. 32, no. 1, pp. 23-31.

### 2.7. Personal space.

The stress of life in a secure setting requires recognition of the individual's need for some degree of personalization of space, privacy, and territoriality.

### *Commentary*

A. Personalization of space. The right to develop a personal territory is difficult in a secure setting because of the short length of time spent in the facility and the need for staff surveillance. In order to provide opportunities for residents to personalize space, the following should be considered:

1. provide a supply of small rugs, chairs, tables, posters, and curtains of different colors and patterns to decorate rooms;
2. provide books, magazines, and newspapers in the facility;
3. provide craft programs to supply decorations;
4. plan rooms that permit a variety of furniture layouts, and have picture rails for hanging tackboards and posters;
5. provide some individual control of lighting, temperature, and ventilation; and
6. provide surface for murals.

B. Privacy. The need for individual privacy has to be compromised by the secure setting's function to ensure the juveniles' presence at trial or to execute the court's sentence. The agency is also responsible for the youth's physical safety within the facility. However, some privacy must be available if any degree of normalization is to be achieved. In a secure setting the individual's privacy needs involve control over three areas:

1. information about oneself;
2. social intercourse with others; and
3. entrance of unwanted stimuli such as noise, smells, or draft.

Decisions regarding the degree or extent of residents' control in these areas should be carefully evaluated and balanced against the facility's legitimate security needs. See Barry Schwartz, "The Social Psychology of Privacy," in Robert Gutman, ed., *People and Buildings* (1972), pp. 174-85.

C. Territoriality. Territoriality is an important consideration in the design of a secure setting, as the diminution of freedom of choice and individual movement can cause the arousal of territorial needs. In addition, "territorial behavior is instrumental in the definition and organization of various role relationships." Harold M. Proshansky, William H. Ittelson, Leanne G. Rivlin, "Freedom of Choice and Behavior in a Physical Setting," in Proshansky, Ittelson, and Rivlin, eds., *Environmental Psychology: Man and His Physical Setting* (1970) p. 180; Stanford M. Lyman and Marvin B. Scott, "Territoriality: A Neglected Sociological Dimension," *Social Problems*, 1967, vol. 15, no. 2, pp. 236-49.

Design decisions must include recognition of spatial needs which affect behavioral patterns and operational factors. See U.S. Department of Justice, *Planning and Designing for Juvenile Justice* (1971), pp. 70-71; Sim Van der Ryn and Murray Silverstein, "The Room, A Student's Personal Environment," in Robert Gutman, ed., *People and Buildings* (1972), pp. 370-83; Edward T. Hall, "Silent Assumptions in Social Communication," in Robert Gutman, ed., *People and Buildings* (1972), pp. 135-51; Robert Sommer, *Personal Space* (1969); Maxine Wolfe and Harold Proshansky, "The Physical Setting as a Factor in Group Function and Process," in Jon Lang et. al. eds., *Designing for Human Behavior* (1974), pp. 194-201.

### PART III: ARCHITECTURAL PROGRAM AND DESIGN

#### 3.1 Architectural program.

An architectural program should be developed for each facility. The program should be a written document containing the following information:

- A. statement of the general goals and purposes of the project;
- B. description of the agency or organization to be served, including its tasks, statutory authority, operating procedures, services provided, and administrative structure;
- C. description of the management model (Standard 1.6) which is used as the basis of the current and future operations;
- D. impact statement that:
  1. analyzes past and current workload and budget;
  2. projects future workload, staffing, programs, and operating and capital budgets; and
  3. assesses the impact of the proposed project on the overall operation of the agency;
- E. justification of the project and its operating costs, exploring alternative management models and their impact on staffing, budget, and space requirements;
- F. quantitative and qualitative description of space requirements for the proposed facility, including outdoor spaces, character, symbolism, and other descriptive factors;
- G. outline of budget and time restrictions; and
- H. study of alternate strategies to satisfy space requirements including leasing, renovation, and new construction.

### *Commentary*

An architectural program analyzes, justifies, and describes a proposed set of space requirements or building project. It is an environmental impact statement in the fullest sense of the phrase and must examine the wide implications of the project. The program must justify the management model, policy assumptions, and budget, in terms of the superior service it will provide to public, youths, and agency, and set standards and guidelines describing the spaces required, site selection, and proximity requirements that control internal organization. The additional staff, capital, and operating budgets must be ascertained and approved.

This work is quite separate and distinct from the architectural design phase which involves the synthesis of this material into an architectural design. Design should *not* commence until: 1. architectural program development is complete; and 2. all phases of the completed program are approved in writing by all agencies involved.

Developing a program is a lengthy process. Its task is to ensure that the disposition of parts, room sizes, and character of both building and individual spaces are suitable responses to operational policy and program. Architectural character or meaning is one of the most challenging, and most often overlooked, aspects of the process. It

must attempt to predict how the groups using the building(s), including residents, their families, staff, and public, will perceive and respond to it. See Robert G. Hershberger, "Predicting the Meaning of Architecture," in Jon Lang, et al., eds., *Designing for Human Behavior* (1974), pp. 147-56; and James S. Ackerman, "Listening to Architecture," *Harvard Education Review*, Nov. 4, 1969, vol. 39, pp. 4-10.

Architectural programs cannot, however, guarantee that the resultant design will be a structure of esthetic significance. This achievement can only be the result of an extraordinary effort by client and architect to develop the particular relationship of form and meaning in which, according to Paul Frankl, "the form becomes the symbol of the meaning."

The architectural program is also an important tool in evaluating the performance of the completed building. See Michael Brill, "Evaluating Buildings on a Performance Basis," in Jon Lang, et. al., eds., *Designing for Human Behavior* (1974), pp. 316-19; and Robert Gutman and Barbara Westgaard, "Building Evaluation, User Satisfaction and Design" (Rutgers University Building Environment Research Paper 17 n.d.).

Preparation of a good architectural program requires that historical precedent, as well as present and future limitations affecting the operation, be realistically assessed. Facilities are the creation of settings which may be defined as "a community of two or more persons who set out in a sustained relationship to achieve certain stated goals." Seymour Sarason, *The Creation of Settings and the Future Societies* (1972), p. ix. Dr. Sarason outlines four "myths" that are of crucial importance in creating or improving settings and must be considered during the preparing of an architectural program:

A. the myth that there are no constraints to hinder operations in a new setting;

B. the myth of unlimited resources or that adequate resources will be available;

C. the belief in a future without problems;

D. the feeling of actors in new settings that they are of unique importance. This is especially true of professional people who tend to want to build their own organization or setting rather than modify and work within the limits of an existing one.

Explicit statement, at the outset of an architectural project, of past failures, future goals, and relationships among the persons involved, will reduce the chance of failure. In this context, it is important to recognize that there is no value-free set of social norms. The ideologies and beliefs that underlie attitudes and policies for juvenile justice must be openly articulated. Adults often confuse their images of

childhood with children's own feelings. This can affect facility location, program implementation, and architectural design. Furniture, decorations, and materials should reflect the tastes of the proposed users of a facility, not what adults think such children *should* want. It should also be recognized that a program based on a high degree of interaction between staff and youth will be impeded by providing more luxurious furniture and spaces for staff. Interview rooms which contain an executive desk, swivel chair, and other amenities for staff, but provide a plain straight-back side chair for youth, serve as a symbolic and destructive comment on the nature of the roles and relationships of staff and youth. See Allan Greenberg, "Selecting a Courtroom Design," *Judicature*, April 1976, pp. 423-27.

Most client-architect contracts assign responsibility for developing the architectural program to the client. If an independent consultant is retained to develop the architectural program, it still remains for the client to approve the final document. Because architect's fees are generally computed as a percentage of construction cost, it is advisable to avoid the conflict of interest that may arise in an office if the same architect is retained to prepare or assist in the preparation of the architectural program, and then to design the building. See Allan Greenberg, *Courthouse Design: A Handbook for Judges and Court Administrators* (1975), pp. 1-8.

The length of time devoted to the architectural program phase, as well as any delays caused by subsequent program modifications during the design phase, is dependent on the quality of client decision-making in problem identification, analysis, and synthesis. Only when program factors are clearly enunciated and resolved can the design phase explore alternative spatial arrangements. The alternative is to proceed through blind experimentation, which, in the long run, will take more time and produce poor results. William Peña and John W. Focke write that "the less relevant the information, the fewer the decisions in programming, the more elusive the problem and the more chance for error in the solution," in *Problem Seeking: New Directions in Architectural Programming* (1969). See also, U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1972).

### 3.2 Data base.

Establishment of an effective architectural program depends on developing a broad data base which reflects the interests of all organizations, agencies, and persons concerned with the project.

#### *Commentary*

The organization of modern society is too complex to allow anyone, including the architect, to be fully cognizant of what is wanted



## 32 ARCHITECTURE OF FACILITIES

in a building. In the public sector, the client is seldom a single person, but is usually two or more government agencies, as well as organizations, citizen groups, and concerned individuals. Each of these parties has its own point of view or is concerned with a particular phase of the operation. The totality of these various interests can only be defined by a lengthy and complex process of consultation and negotiation. Russell L. Ackoff and Patrick Rivette note that it is essential to consult with all concerned parties, both within and outside the agencies involved, in order that implementation procedures are reasonable and will not be subverted by a disgruntled group. See *A Manager's Guide to Operations Research* (1967), p. 32. Such consultation will also avoid situations in which fund requests are opposed by citizen groups and, more important, insure that policy alternatives possibly affecting budget, programs, staffing, procedures, long range plans, etc., have been fully explored and tested prior to the project's funding. See Richard Llewelyn Davies, "The Education of an Architect," *Royal Institute of British Architects Journal* (Jan. 1961), p. 119; and Allan Greenberg, *Courthouse Design: A Handbook for Judges and Court Administrators* (1975), pp. 1-8; Maurice Broady, "Social Theory in Architectural Design," *Arena* (Jan. 1966), pp. 149-54.

### 3.3 Adaptive architecture.

Facilities should be programmed and planned to provide a variety of spatial configurations that can be adapted to the changing needs of programs and operations.

#### *Commentary*

If an operational program in a detention or corrections setting is not meeting its stated goals, it is important that facility design should not impede changes in policy, operations, or goals. The architectural program should specify that the building be capable of producing a variety of spatial configurations and room arrangements. The conflicting goals involved in the management of a detention or corrections facility must be clearly articulated and the appropriate compromises between security, normalization, supervision, individual choice, programmed activities, safety, restrictions on movements, and surveillance rationally sought. Generally, facilities should be designed to provide flexibility in: A. degree and type of security; B. room relationships; and C. space use, character, decor, and furniture layout.

A. Security. Changes in degree and type of security require that the building facilitate the following:

1. provide a range of security measures and not impose the most stringent on all residents;
2. provide both "supportive" and "deterrent security";
3. provide youths with a sense of safety and well being; and
4. provide adequate protection for staff and public.

It is of the utmost importance that the facility's design maximizes, rather than restricts, staff options. For example, a "supportive facility" that encourages interaction among youths, youths and staff, and youths and the community, can be planned with the potential of restricting movement and program options during periods of sustained behavioral difficulties. A "deterrent facility," on the other hand, whose architecture is based on a low staff to youth ratio, isolation rooms, television and intercom surveillance, and restricted movement between the various parts of the building, significantly reduces staff options because it cannot be made more open or supportive without considerable and costly redesign. Its built-in expectation that vandalism and misbehavior will inevitably occur limits its potential. See U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1972), pp. 66-70.

The application of these aspects of security are discussed at length in Standard 5.1 (which deals with the balance between the staff's need for security and the residents' need for a setting that provides safety and a reasonable quality of life) and Standard 6.2 (which describes the application of supportive and deterrent security). In order that the building have the necessary space and flexibility factors, the criteria described in B. and C. below should be provided.

B. Room relationships. Flexibility and utilization of room relationships require moving walls to alter room sizes and relationships. Changes of this type tend to be costly and to occur relatively infrequently. In order to facilitate change, those parts of the building that are unlikely to change because of structural requirements, dependence on utility connections, or excessive cost, should be listed. These include kitchen, bathrooms, air conditioning equipment rooms, heating plant, maintenance rooms, and stairs and elevators. The remainder of the building should be planned to permit change. The following considerations are of importance in this regard:

1. Use a column system for vertical support. Load-bearing walls, which are structural and cannot be moved without providing an alternate means of support, should not be used, even for one story buildings. Walls should be space-defining and not structural.
2. Use moveable partitions. These can take the form of either prefabricated modular wall sections, which are attached to floor

and ceiling and can be moved and reused, or a system of sheets of plywood, gypsum board, or other material that is fixed to a framework of steel studs. The latter is a cheaper form of construction and cannot be reused; the partitions are simply demolished and rebuilt.

3. Locate all the fixed elements in the plan to facilitate changing relationships. For example, a stair located at the intersection of four rooms can be made to relate to any of the spaces. An outside corner location fixes it in one space. This is an especially important consideration for kitchen, bathroom, and stair locations.

4. Use sliding doors, sliding or folding walls, free-standing screens, or furniture, rather than fixed walls to define spaces. These offer opportunities to provide contrasting experiences of spatial openness, continuity, and closure merely by a simple movement.

5. Avoid running electric wires or other utility lines in walls which may be moved. The cost of relocation is expensive and some inconvenience will occur.

6. Avoid built-in furniture as it increases the cost of changes. See U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1972); Wolf Wolfensberger, "Normalization" (1972); Harold B. Bradley, Glynn B. Smith, William K. Salstrom, et. al., *The Non-Prison* (1970). There is also considerable literature on office planning in which flexibility is of crucial importance.

C. Furniture layout and space use. Changing furniture layout or functional use involves the following factors:

1. providing sufficient space to permit furniture to be rearranged and decor to be changed;

2. locating windows, doors, and other fixed elements to maximize opportunities to change furniture arrangement;

3. locating bathrooms, stairs, and other fixed spaces to permit changes in the use of space. Relations between rooms also can be modified by changing rules governing the use of spaces.

Adaptive architecture avoids designing single-use facilities that respond to only one management model and one set of values. Single-use, secure corrections and detention facilities have been criticized for over 150 years because of their great construction cost and the difficulties experienced when trying to change their physical characteristics. The architectural program and design of any building for corrections or detention, whether a new structure or one that is modified, must assume that: 1. current ideas, procedures, standards,

and goals will change; and 2. buildings should be adaptable to these new principles.

The field of detention and corrections architecture is encumbered with structures that are difficult to adapt to new standards emerging as a result of litigation in federal, state, and local courts. The roots of this problem go deep into late eighteenth and early nineteenth century architectural history and ideas. See Helen Rousenau, *Social Purpose in Architecture* (1971); and David Rothman, *The Discovery of the Asylum* (1971). It is also related to the fact that:

1. many buildings are designed with inadequate architectural programs which fail to justify and define the management model, and poor data bases which fail to justify and define ends and means. This is usually the result of poorly informed clients who cannot properly fulfill their contractual obligation to provide the architect with a program;

2. the lack of sustained study and evaluation of the relationships among administration, user, program, and building in a variety of detention and corrections settings make the development of more definitive standards almost impossible.

Recognizing these facts at the outset will have a considerable impact on the design of the building, selection of materials and finishes, organization and disposition of functions, and provisions for future changes or adaptive re-use.

### 3.4 Buildings expectations.

Building design should not present an expectation of abusive behavior and vandalism and invite challenge by residents, nor should it be assumed that every juvenile behaves in a violent and destructive manner.

#### *Commentary*

Buildings for confining persons considered to be dangerous to society will always be subject to hard wear, tear, and abuse. Attempts to deal with this phenomenon have usually resulted in the use of durable and expensive finishes, fixed furniture, and minimal environments providing little more than the barest necessities. This invites challenge by presenting residents with an expectation of abuse. Inevitably, such behavior will be elicited. The "persistent frustration of complex social motives, such as the need for esteem and for affiliation may be just as threatening to a person's well being as the failure to satisfy such issue-related drives as hunger and thirst." See

Harold M. Proshansky, William H. Ittelson, Leanore G. Rivlin, eds., *Environmental Psychology* (1970), p. 70. The significance of needs relating to physical settings is usually revealed when they are not satisfied.

To avoid creating settings which will cause such frustrations, the following should be adopted:

1. normalization of the facility's environment, both interior and exterior, to approximate that of a dwelling in the surrounding area;
2. adaptive architecture that permits change (see Standard 3.3);
3. provision of some individual control of temperature and ventilation;
4. provision for personalization of space, privacy, and territoriality (see Standard 2.7).

In order to provide some opportunities for individual and group control of space, youths should be permitted: A. to wear their own clothes, or, where this is not possible, be permitted to choose agency clothing that appeals to their esthetic sensibilities; B. to decorate their bedrooms and other parts of the building; and C. have access to a wide range of reading materials, craft programs, and outdoor recreation. Bars and other prisonlike features, as well as separate staff facilities, should be avoided. Adoption of a soft architecture is likely to result in some increase in maintenance cost, but this will be offset by a significant decrease in construction cost. It does not imply a lesser degree of security, only more subtle means of achieving it.

Provisions still must be made to accommodate youths whose behavior patterns involve destruction and vandalism, by being able to remove the furniture in a bedroom or by using an existing "hard" setting. This is discussed in Standards 1.9, 5.1, 5.11, and 6.1.

Boredom is an important aspect of vandalism and it is not sufficient to simply provide spaces that do not challenge. A rich offering of leisure time activities, particularly in detention where program options are limited, is a crucial requirement. If residents are bored and locked up for long periods, behavioral problems and vandalism will inevitably occur irrespective of building characteristics.

Spatial factors take on an importance in confined situations that they do not routinely have in domestic or office situations. The architectural design and decoration should attempt to offset the effects of administrative and spatial restrictions, and avoid the visual and spatial monotony typical of institutions. This can be achieved by:

1. accenting differences among the parts of the building through varying spatial characteristics, room shape, lighting, floor level, ceiling height, etc.;

2. allowing for changing furniture layout. Furniture need not be of uniform color and type but should vary from room to room;

3. using a variety of textiles, colors, and patterns for walls, floors, furniture, drapes, shades, and finishes.

Although "physical setting is not as important as staff attitudes and programs in influencing youths' attitudes, it can improve the atmosphere staff is trying to create." U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1971), p. 76.

See Harold M. Proshansky, William H. Ittelson, and Leanore G. Rivlin, "The Influence of the Physical Environment on Behavior: Some Basic Assumptions," in Harold M. Proshansky, et. al., eds., *Environmental Psychology* (1970), pp. 27-37; Humphry Osmond, "Function as the Basis of Psychiatric Ward Design," in Proshansky, et al., pp. 560-69; Bruno Bettelheim, *A Home for the Heart* (1974); and Stanford M. Lyman and Marvin B. Scott, "Territoriality: A Neglected Sociological Dimension," in *Social Problems* (1967), vol. 15, no. 2, pp. 236-49.

### 3.5 Conformity with codes.

All detention and corrections facilities should conform to the requirements of the latest editions of the National Fire Code, *Handbook of Fire Protection*; and the Building Officials' and Code Administrators' Basic Building Code, in addition to local fire safety, health, and building codes.

## PART IV: GROUP HOMES

### 4.1 Group homes.

A group home is a community-based residential dwelling for housing juveniles, under the sponsorship of a public or private agency.

#### *Commentary*

This definition separates group homes from programs using housing on an institutional campus. They offer community living under adult care and guidance for youths who:

A. have been adjudicated delinquent but do not require a secure setting and cannot live at home;

B. have completed stays in secure settings and require a transitional environment or do not have suitable homes to go to; and

C. are in interim status and cannot live at home but do not require a secure setting (see the *Interim Status* volume, Standards 10.3 and 11.2 B.).

They generally use services in the community as opposed to developing internal programs.

Group homes may house both nondelinquents and delinquents. See Martin Gula, "Group Homes—New and Differentiated Tools in Child Welfare, Delinquency, and Mental Health," *Group Homes in Perspective* (1972); Maryland Department of Youth Services, "Guidelines for Purchase of Care" (n.d.), p. 3; John Howard Association, "Position Statement: Group Homes for Juvenile Courts and State Correctional Agencies" (1971); Martin Gula, "Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth" (1964); Oliver J. Keller and Benedict S. Alper, "Halfway Houses: Community-Centered Corrections and Treatment" (1970), pp. 86–87; State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974); State of Mississippi, Department of Public Welfare—Division of Social Services, "Group Care Foster Homes: Standards" (May 20, 1974).

#### 4.2 Capacity.

**Group homes should have a capacity of between [four and twelve] juveniles, depending on program requirements.**

#### *Commentary*

It is difficult to set a specific standard for the capacity of a group home because of the wide variety of programs available. The size should suit the program requirements. For example, there is tremendous diversity of size within the relatively small state of Maryland in which nine group homes have capacities ranging from seven to twenty-two. See National Council on Crime and Delinquency, *The Maryland Group Home Program* (1974), p. 29, table 3. The recommendation of four to twelve is endorsed by Martin Gula, "Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth" (1964), p. 35. A six to twelve capacity is suggested by Georgia Department of Human Resources, "Minimum Requirements for Group Homes" (1974), pp. iii–iv; Maryland Department of Juvenile Services, "Guidelines for Purchase of Care" (n.d.), p. 3; State of Mississippi, Department of Public Welfare Division of Social Services, "Standards for Group Homes and Foster Care" (May 20, 1974), 1.6. Seven to fifteen is suggested by Missouri Laws Enforcement Assistance Council, "Residential Care Facilities for Delinquent Youths: Guidelines and Standards for Missouri" (n.d.), p. vii and 39. Ten youths or fewer are recommended by State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (March

1974), p. 11. There appears to be some presumption in favor of very small group homes. "Group homes of an average of *five* youngsters work best" according to the John Howard Association Position Statement, "Group Homes for Juvenile Courts and State Correctional Agencies" (1971). A recommendation of a population of four to eight youths is made by Ted Palmer, "Final Report, Group Home Project: Differential Placement of Delinquent Youths in Group" (1972), pp. vi-ix. The recommendation of this standard is a reasonable compromise between these various authorities. See the *Corrections Administration* volume, Standard 7.10 C.

#### 4.3 Certification.

Group homes should be certified annually as conforming to public safety codes. In addition, they should be inspected at least twice a year by the agency\* for quality of upkeep and suitability of facility for program.

#### *Commentary*

The group home should be inspected annually by the fire marshal and health inspector for conformity to structural, health, fire, and other public safety codes. In addition, the corrections agency should also inspect at least twice per year for quality of maintenance and upkeep and suitability of facility for program. Visits should be unannounced. The annual inspection reports should be submitted in writing to the agency head\* recommending either A. certification, B. rejection, or C. conditional certification providing for completion of specified work within a maximum of sixty days. Nonfulfillment of conditional certification automatically becomes rejection. Certification shall mean the building has been inspected, evaluated, and approved for conformity to all relevant codes and suitability to the program it will house.

The certificate shall automatically expire in twelve months in order to ensure regular inspections. It should be prominently displayed in the staff office. The corrections agency shall have the right of entrance, privilege of inspection, and right of access to all children under control of the licensee. Revocation of certification must state the reasons in writing and be delivered by registered mail to the licensee, who should be given a set amount of time to comply. See State of Mississippi, Department of Public Welfare, "Group Care Foster Homes: Standards" (May 20, 1974), Section 1 A-1; Common-

\*For this Part only, refers to interim status agency or youth corrections agency.



wealth of Virginia, Department of Corrections, "Proposed Minimum Standards for Group Homes Operated, Financed and Affiliated with Department of Corrections—Division of Youth Services" (Final Draft, June, 1974), pp. 4-6; Indiana Youth Authority, "Group Homes for Youth Parolees: Standards and Guidelines" (n.d.); N.C.C.D., "Maryland Group Home Program" (1974), p. 54; State of Michigan Department of Social Services, "Child Caring Institutions and Child Placing Agencies" (n.d.), pp. 1-4; Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974), pp. 38-43.

#### 4.4 Leasing or purchase of service.

The agency should favor leasing or purchase of service over investing capital funds in acquiring and renovating an existing structure or constructing a new one.

#### *Commentary*

This standard's aim is to provide the agency with as much flexibility as possible in providing group home programs. There appears to be less flexibility in the use of the facility and a greater reluctance to stop an unsatisfactory program where a capital investment in a facility has been made. See J. Robert Weber, "A Report of the Juvenile Institutions Project" (N.C.C.D. 1969), p. 273. This is not to say that the state should not operate group homes. While the per capita cost of state operated facilities is generally higher, they have a vital role to play:

A. as demonstration projects used for experimental purposes;

B. as a continuing in-house experience in group home operation; and

C. as a placement resource for many youths who need group home treatment but cannot be placed in most privately operated units.

Experience seems to indicate that agency homes serve youths with more serious problems than those of youths found in private group homes. See N.C.C.D., "Maryland Group Home Program" (1974), pp. 50-51. Jerome Miller, "The Sins of the Press are Visited Upon the Oppressed," *Chicago Journalism Review* (October 1974), p. 14, discusses some of the difficulties involved in placing "difficult" youths.

The agency-owned facility can also be leased to a privately operated program and provides a vital element of flexibility. However, the cost of remodelling leased group homes often requires long term contracts of ten to twenty years' duration if the rental is to be kept within a reasonable limit. In general, a lease of this duration is seldom in the best interests of the agency as it may inhibit program and policy planning.

#### 4.5 Standards for evaluating facilities.

The agency should develop standards for assessing the suitability of a building for use as a group home.

##### *Commentary*

In addition to the more straightforward standards relating to conformity with codes (see Standard 3.5), the agency should establish criteria for assessing the suitability of a structure for use as a group home. These criteria include factors relating to: A. building construction; B. suitability of spaces and their relationships to proposed programs; and C. consultation with other agencies. The following criteria should be included in the agency standards:

##### A. Building construction criteria.

1. soundness of construction;
2. condition of plumbing, heating and electrical system;
3. adequacy of lighting;
4. ventilation system;
5. building insulation and heating costs;
6. rodent and termite infestation;
7. acoustic privacy; and
8. durability of materials and finishes with regard to ability to resist wear.

##### B. Suitability to program.

The physical plant should support the program objectives of the group home which may require specific building needs. It is, therefore, recommended that the particular program be determined prior to choosing a facility. The following are some program criteria that affect facility design:

1. *Characteristics of residents.* Age, maturity, and number of residents will affect sleeping arrangements. Younger residents may prefer double or triple bedrooms while older youths may want private rooms. Programs with aggressive youths may require a structure that permits more visibility and control by staff.

2. *Characteristics of program.* This can affect both space requirements and character. For example, group homes relying on individual counseling require different living area arrangements from those emphasizing extensive group meetings. If in-house classes are provided in lieu of supplemental schooling, classroom space will be different from programs in which tutorials are provided. "Family-type" interaction requires a more intimate and special environment than "boarding" programs for more independent, responsible youths.

3. *Accessibility to community resources.* The location of the

facility should facilitate community involvement. In addition to consideration of such resources as parks, athletic facilities, recreation centers, schools, libraries, and places of worship, the group home may depend on a particular program resource such as mental health clinics, volunteer student tutors, etc., which may affect location selection.

4. *Staffing pattern.* This can affect choice of a physical facility. Live-in house parents, live-in counselors, or shift workers each require different accommodations. See N.C.C.D., "Maryland Group Homes" (1974), pp. 176-78.

C. *Consultation with other agencies.*

City, county, and state agencies concerned with juvenile justice should be consulted and informed of plans to start a group home. (See Standard 4.6.)

#### 4.6 Governing body.

Private group homes should have a governing body constituted through the agency or through a private incorporated group. This governing body should include community representatives. When the agency operates a group home, the governing body should serve only an advisory purpose.

#### *Commentary*

A board of directors is usually a requirement of incorporation for private group homes. Its membership should include prominent local citizens and be a reflection of the population characteristics of the community in which it is located. By ensuring recognition and consideration of local values, the community's resistance to the project may be reduced and a better understanding of its goals secured. The board should be charged with responsibility for effective operation of the program; personnel practices; compliance with local, state, and federal laws; and a regular review of operations. In cooperation with the agency, the board should undertake liaison with community groups and citizens. See National Council on Crime and Delinquency, "Maryland Group Homes" (1974), pp. 55-56; Robert B. Coates and Alden D. Miller, "Neutralization of Community Resistance to Group Homes," in Yitzhak Bakal, ed., *Closing Correctional Institutions* (1973); "Standards and Guidelines for the Operation of Group Homes for Juveniles in Mississippi" (n.d.), p. 1.

#### 4.7 Location.

Group homes should be located in residential areas, near community resources and public transportation routes.

##### *Commentary*

Group homes need residential locations and good access to the educational and recreation facilities, libraries, shopping areas, community centers, work opportunities, and churches on which they depend for program resources. The group home must look to the community for its activities and resources. Group home location will be influenced by the age group and specific nature of the program and may require access to specific resources (see Standard 4.5, commentary B. 2. and B. 3.). They should not be placed in neighborhoods characterized by extreme poverty or heavy drug traffic. Location choice should include consideration as to whether youths will feel comfortable in the neighborhood. See D. Chapman, *The Home and Social Status* (London: 1965), pp. 2-3.

Another important consideration affecting location is the long-term future of the neighborhood. Program stability depends on the integration of the group home with the surrounding neighborhood. Unstable areas that may be demolished for construction of a highway, urban renewal project, or shopping center should be avoided, despite the lure of available cheap buildings. See National Council on Crime and Delinquency, "Maryland Group Homes," pp. 179-80; State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974), p. 33; Mississippi Department of Public Welfare, Division of Social Services, "Group Care Foster Homes: Standards" (May 20, 1974), p. 6; Commonwealth of Virginia, Department of Corrections, "Proposed Minimum Standards for Group Homes Operated, Financed, or Affiliated with Department of Corrections—Division of Youth Services" (June 1974, final draft), p. 11.

A serious cause of failure of group homes is a lack of community understanding and support. Staff can be overwhelmed by the problems of youth behavior—aggravated by peer hostility or ridicule at school or recreation—as well as the necessity of placating and reassuring irate citizens. The link between community and group home is probably the most crucial factor in the success of any project. See Robert B. Coates, "Working Paper on Community Based Corrections: Concept, Historical Development, Impact and Potential Dangers" (unpublished paper of Center for Criminal Justice, Harvard Law School, 1974); Robert B. Coates and Alden D. Miller, "Neutraliza-

tion of Community Resistance to Group Homes," in Yitzhak Bakal ed., *Closing Correctional Institutions* (1973), pp. 67-84; N.C.C.D., "Group Homes in Connecticut: Guides for Future Development and Operation" (1974); J. Robert Weber, "A Report of the Juvenile Institutions Project" (1966), p. 273.

#### 4.8 Physical appearance.

**Group homes should be similar in appearance and in character to residential buildings in the neighborhoods in which they are located.**

##### *Commentary*

If all of the admirable goals of the group home program are to be achieved, it is important that the building does not stand out as architecturally different from its neighbors. The building should not appear cold and institution-like, but similar to a house or apartment for a large family with teenage children. In this connection, it should be stressed that architectural preservation of old mansions—which may be purchased cheaply and renovated with the aid of grants—does not necessarily make for practical, functional, group homes. The cost of maintenance, heating, renovating, and furnishing them are often prohibitive and their architectural splendor may work against the need for an "ordinary" setting. The character of the interior, the selection of furniture, draperies, decorations, and the color schemes should reflect an intimate family atmosphere. Buildings with long, dark corridors, poor ventilation, mustiness, or dampness should be avoided. Institutional types of furniture should not be used. A conscious effort must be made to avoid reminders that it is an institution with government financing or ownership. With the exception of items required by codes (exit signs, fire extinguishers, etc.), it should avoid, in many rooms, posted rules, photographs of officials, and exterior signs. See "Maryland Group Homes," pp. 178-79; Bruno Bettelheim, *A Home for the Heart* (1974), pp. 92-95.

#### 4.9 Sound construction.

**A building under consideration for use as a group home should be sanitary and of sound construction, with modern, efficient utility systems.**

##### *Commentary*

In the National Council on Crime and Delinquency's evaluation of Maryland's group homes, it is clearly pointed out that in facilities requiring extensive renovation, "group home programming has been

sidestepped and taken a back seat to renovation" (p. 181). Prior to purchasing a building for use as a group home, architects, builders, plumbers, and electricians should inspect the building, assess its condition and the cost and extent of necessary repairs, and specify the projected life span of structure and equipment.

A building's ability to withstand the heavy wear and tear that will inevitably be imposed by teenagers will depend on the quality of its construction, fixtures, and finishes. See National Council on Crime and Delinquency, "Maryland Group Homes" (1974), pp. 180-81. Staff should not have to divert energy from residents and program to constantly tend a poorly constructed building or replace cheap fittings and fixtures. A shabby facility will inevitably have a deleterious effect on the program.

In order to ensure sanitary conditions, it is important to initiate a program of insect and rodent control. The nature and extent of the program shall be at the discretion of the agency commissioner. See Kentucky, "Standards for Child Caring and Child Placing Institutions and Agencies" (n.d.), p. 46. An important part of this program will be sanitary handling and storage of refuse.

#### 4.10 Operating conditions.

Group home buildings should be fully operational before they are occupied by staff and juveniles.

##### *Commentary*

All construction, repair, and renovation work should be complete and furniture, kitchen, and laundry equipment in place prior to moving staff and youth into the building. In addition to distracting attention from the program, unfinished work might be continually postponed and never completed. Planning procedures and construction supervision should be orderly enough to meet this standard and sufficient time must be set aside for construction work. The contract with the builder should provide for severe penalties for lateness, and final payment should not be made until all the work is done. See Standard 4.4 and N.C.C.D., "Maryland Group Homes," p. 181.

#### 4.11 Decoration of rooms.

Residents should be permitted to decorate their rooms.

##### *Commentary*

In order to permit residents to decorate their bedrooms, as well as some of the living and activity areas, group homes should have a

2. allowing for changing furniture layout. Furniture need not be of uniform color and type but should vary from room to room;

3. using a variety of textiles, colors, and patterns for walls, floors, furniture, drapes, shades, and finishes.

Although "physical setting is not as important as staff attitudes and programs in influencing youths' attitudes, it can improve the atmosphere staff is trying to create." U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1971), p. 76.

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### 3.5 Conformity with codes.

All detention and corrections facilities should conform to the requirements of the latest editions of the National Fire Code, *Handbook of Fire Protection*; and the Building Officials' and Code Administrators' Basic Building Code, in addition to local fire safety, health, and building codes.

## PART IV: GROUP HOMES

### 4.1 Group homes.

A group home is a community-based residential dwelling for housing juveniles, under the sponsorship of a public or private agency.

#### *Commentary*

This definition separates group homes from programs using housing on an institutional campus. They offer community living under adult care and guidance for youths who:

A. have been adjudicated delinquent but do not require a secure setting and cannot live at home;

B. have completed stays in secure settings and require a transitional environment or do not have suitable homes to go to; and

C. are in interim status and cannot live at home but do not require a secure setting (see the *Interim Status* volume, Standards 10.3 and 11.2 B.).

They generally use services in the community as opposed to developing internal programs.

Group homes may house both nondelinquents and delinquents. See Martin Gula, "Group Homes—New and Differentiated Tools in Child Welfare, Delinquency, and Mental Health," *Group Homes in Perspective* (1972); Maryland Department of Youth Services, "Guidelines for Purchase of Care" (n.d.), p. 3; John Howard Association, "Position Statement: Group Homes for Juvenile Courts and State Correctional Agencies" (1971); Martin Gula, "Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth" (1964); Oliver J. Keller and Benedict S. Alper, "Halfway Houses: Community-Centered Corrections and Treatment" (1970), pp. 86–87; State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974); State of Mississippi, Department of Public Welfare—Division of Social Services, "Group Care Foster Homes: Standards" (May 20, 1974).

#### 4.2 Capacity.

**Group homes should have a capacity of between [four and twelve] juveniles, depending on program requirements.**

#### *Commentary*

It is difficult to set a specific standard for the capacity of a group home because of the wide variety of programs available. The size should suit the program requirements. For example, there is tremendous diversity of size within the relatively small state of Maryland in which nine group homes have capacities ranging from seven to twenty-two. See National Council on Crime and Delinquency, *The Maryland Group Home Program* (1974), p. 29, table 3. The recommendation of four to twelve is endorsed by Martin Gula, "Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth" (1964), p. 35. A six to twelve capacity is suggested by Georgia Department of Human Resources, "Minimum Requirements for Group Homes" (1974), pp. iii–iv; Maryland Department of Juvenile Services, "Guidelines for Purchase of Care" (n.d.), p. 3; State of Mississippi, Department of Public Welfare Division of Social Services, "Standards for Group Homes and Foster Care" (May 20, 1974), 1.6. Seven to fifteen is suggested by Missouri Laws Enforcement Assistance Council, "Residential Care Facilities for Delinquent Youths: Guidelines and Standards for Missouri" (n.d.), p. vii and 39. Ten youths or fewer are recommended by State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (March



1974), p. 11. There appears to be some presumption in favor of very small group homes. "Group homes of an average of *five* youngsters work best" according to the John Howard Association Position Statement, "Group Homes for Juvenile Courts and State Correctional Agencies" (1971). A recommendation of a population of four to eight youths is made by Ted Palmer, "Final Report, Group Home Project: Differential Placement of Delinquent Youths in Group" (1972), pp. vi-ix. The recommendation of this standard is a reasonable compromise between these various authorities. See the *Corrections Administration* volume, Standard 7.10 C.

#### 4.3 Certification.

Group homes should be certified annually as conforming to public safety codes. In addition, they should be inspected at least twice a year by the agency\* for quality of upkeep and suitability of facility for program.

#### *Commentary*

The group home should be inspected annually by the fire marshal and health inspector for conformity to structural, health, fire, and other public safety codes. In addition, the corrections agency should also inspect at least twice per year for quality of maintenance and upkeep and suitability of facility for program. Visits should be unannounced. The annual inspection reports should be submitted in writing to the agency head\* recommending either A. certification, B. rejection, or C. conditional certification providing for completion of specified work within a maximum of sixty days. Nonfulfillment of conditional certification automatically becomes rejection. Certification shall mean the building has been inspected, evaluated, and approved for conformity to all relevant codes and suitability to the program it will house.

The certificate shall automatically expire in twelve months in order to ensure regular inspections. It should be prominently displayed in the staff office. The corrections agency shall have the right of entrance, privilege of inspection, and right of access to all children under control of the licensee. Revocation of certification must state the reasons in writing and be delivered by registered mail to the licensee, who should be given a set amount of time to comply. See State of Mississippi, Department of Public Welfare, "Group Care Foster Homes: Standards" (May 20, 1974), Section 1 A-1; Common-

\*For this Part only, refers to interim status agency or youth corrections agency.

wealth of Virginia, Department of Corrections, "Proposed Minimum Standards for Group Homes Operated, Financed and Affiliated with Department of Corrections—Division of Youth Services" (Final Draft, June, 1974), pp. 4-6; Indiana Youth Authority, "Group Homes for Youth Parolees: Standards and Guidelines" (n.d.); N.C.C.D., "Maryland Group Home Program" (1974), p. 54; State of Michigan Department of Social Services, "Child Caring Institutions and Child Placing Agencies" (n.d.), pp. 1-4; Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974), pp. 38-43.

#### 4.4 Leasing or purchase of service.

The agency should favor leasing or purchase of service over investing capital funds in acquiring and renovating an existing structure or constructing a new one.

#### *Commentary*

This standard's aim is to provide the agency with as much flexibility as possible in providing group home programs. There appears to be less flexibility in the use of the facility and a greater reluctance to stop an unsatisfactory program where a capital investment in a facility has been made. See J. Robert Weber, "A Report of the Juvenile Institutions Project" (N.C.C.D. 1969), p. 273. This is not to say that the state should not operate group homes. While the per capita cost of state operated facilities is generally higher, they have a vital role to play:

A. as demonstration projects used for experimental purposes;

B. as a continuing in-house experience in group home operation; and

C. as a placement resource for many youths who need group home treatment but cannot be placed in most privately operated units.

Experience seems to indicate that agency homes serve youths with more serious problems than those of youths found in private group homes. See N.C.C.D., "Maryland Group Home Program" (1974), pp. 50-51. Jerome Miller, "The Sins of the Press are Visited Upon the Oppressed," *Chicago Journalism Review* (October 1974), p. 14, discusses some of the difficulties involved in placing "difficult" youths.

The agency-owned facility can also be leased to a privately operated program and provides a vital element of flexibility. However, the cost of remodelling leased group homes often requires long term contracts of ten to twenty years' duration if the rental is to be kept within a reasonable limit. In general, a lease of this duration is seldom in the best interests of the agency as it may inhibit program and policy planning.

#### 4.5 Standards for evaluating facilities.

The agency should develop standards for assessing the suitability of a building for use as a group home.

##### *Commentary*

In addition to the more straightforward standards relating to conformity with codes (see Standard 3.5), the agency should establish criteria for assessing the suitability of a structure for use as a group home. These criteria include factors relating to: A. building construction; B. suitability of spaces and their relationships to proposed programs; and C. consultation with other agencies. The following criteria should be included in the agency standards:

##### A. Building construction criteria.

1. soundness of construction;
2. condition of plumbing, heating and electrical system;
3. adequacy of lighting;
4. ventilation system;
5. building insulation and heating costs;
6. rodent and termite infestation;
7. acoustic privacy; and
8. durability of materials and finishes with regard to ability to resist wear.

##### B. Suitability to program.

The physical plant should support the program objectives of the group home which may require specific building needs. It is, therefore, recommended that the particular program be determined prior to choosing a facility. The following are some program criteria that affect facility design:

1. *Characteristics of residents.* Age, maturity, and number of residents will affect sleeping arrangements. Younger residents may prefer double or triple bedrooms while older youths may want private rooms. Programs with aggressive youths may require a structure that permits more visibility and control by staff.

2. *Characteristics of program.* This can affect both space requirements and character. For example, group homes relying on individual counseling require different living area arrangements from those emphasizing extensive group meetings. If in-house classes are provided in lieu of supplemental schooling, classroom space will be different from programs in which tutorials are provided. "Family-type" interaction requires a more intimate and special environment than "boarding" programs for more independent, responsible youths.

3. *Accessibility to community resources.* The location of the

facility should facilitate community involvement. In addition to consideration of such resources as parks, athletic facilities, recreation centers, schools, libraries, and places of worship, the group home may depend on a particular program resource such as mental health clinics, volunteer student tutors, etc., which may affect location selection.

4. *Staffing pattern.* This can affect choice of a physical facility. Live-in house parents, live-in counselors, or shift workers each require different accommodations. See N.C.C.D., "Maryland Group Homes" (1974), pp. 176-78.

C. *Consultation with other agencies.*

City, county, and state agencies concerned with juvenile justice should be consulted and informed of plans to start a group home. (See Standard 4.6.)

#### 4.6 Governing body.

Private group homes should have a governing body constituted through the agency or through a private incorporated group. This governing body should include community representatives. When the agency operates a group home, the governing body should serve only an advisory purpose.

#### *Commentary*

A board of directors is usually a requirement of incorporation for private group homes. Its membership should include prominent local citizens and be a reflection of the population characteristics of the community in which it is located. By ensuring recognition and consideration of local values, the community's resistance to the project may be reduced and a better understanding of its goals secured. The board should be charged with responsibility for effective operation of the program; personnel practices; compliance with local, state, and federal laws; and a regular review of operations. In cooperation with the agency, the board should undertake liaison with community groups and citizens. See National Council on Crime and Delinquency, "Maryland Group Homes" (1974), pp. 55-56; Robert B. Coates and Alden D. Miller, "Neutralization of Community Resistance to Group Homes," in Yitzhak Bakal, ed., *Closing Correctional Institutions* (1973); "Standards and Guidelines for the Operation of Group Homes for Juveniles in Mississippi" (n.d.), p. 1.

#### 4.7 Location.

Group homes should be located in residential areas, near community resources and public transportation routes.

##### *Commentary*

Group homes need residential locations and good access to the educational and recreation facilities, libraries, shopping areas, community centers, work opportunities, and churches on which they depend for program resources. The group home must look to the community for its activities and resources. Group home location will be influenced by the age group and specific nature of the program and may require access to specific resources (see Standard 4.5, commentary B. 2. and B. 3.). They should not be placed in neighborhoods characterized by extreme poverty or heavy drug traffic. Location choice should include consideration as to whether youths will feel comfortable in the neighborhood. See D. Chapman, *The Home and Social Status* (London: 1965), pp. 2-3.

Another important consideration affecting location is the long-term future of the neighborhood. Program stability depends on the integration of the group home with the surrounding neighborhood. Unstable areas that may be demolished for construction of a highway, urban renewal project, or shopping center should be avoided, despite the lure of available cheap buildings. See National Council on Crime and Delinquency, "Maryland Group Homes," pp. 179-80; State of Alabama Department of Youth Services, "Minimum Standards for Group Homes" (1974), p. 33; Mississippi Department of Public Welfare, Division of Social Services, "Group Care Foster Homes: Standards" (May 20, 1974), p. 6; Commonwealth of Virginia, Department of Corrections, "Proposed Minimum Standards for Group Homes Operated, Financed, or Affiliated with Department of Corrections—Division of Youth Services" (June 1974, final draft), p. 11.

A serious cause of failure of group homes is a lack of community understanding and support. Staff can be overwhelmed by the problems of youth behavior—aggravated by peer hostility or ridicule at school or recreation—as well as the necessity of placating and reassuring irate citizens. The link between community and group home is probably the most crucial factor in the success of any project. See Robert B. Coates, "Working Paper on Community Based Corrections: Concept, Historical Development, Impact and Potential Dangers" (unpublished paper of Center for Criminal Justice, Harvard Law School, 1974); Robert B. Coates and Alden D. Miller, "Neutraliza-

tion of Community Resistance to Group Homes," in Yitzhak Bakal ed., *Closing Correctional Institutions* (1973), pp. 67-84; N.C.C.D., "Group Homes in Connecticut: Guides for Future Development and Operation" (1974); J. Robert Weber, "A Report of the Juvenile Institutions Project" (1966), p. 273.

#### 4.8 Physical appearance.

**Group homes should be similar in appearance and in character to residential buildings in the neighborhoods in which they are located.**

##### *Commentary*

If all of the admirable goals of the group home program are to be achieved, it is important that the building does not stand out as architecturally different from its neighbors. The building should not appear cold and institution-like, but similar to a house or apartment for a large family with teenage children. In this connection, it should be stressed that architectural preservation of old mansions—which may be purchased cheaply and renovated with the aid of grants—does not necessarily make for practical, functional, group homes. The cost of maintenance, heating, renovating, and furnishing them are often prohibitive and their architectural splendor may work against the need for an "ordinary" setting. The character of the interior, the selection of furniture, draperies, decorations, and the color schemes should reflect an intimate family atmosphere. Buildings with long, dark corridors, poor ventilation, mustiness, or dampness should be avoided. Institutional types of furniture should not be used. A conscious effort must be made to avoid reminders that it is an institution with government financing or ownership. With the exception of items required by codes (exit signs, fire extinguishers, etc.), it should avoid, in many rooms, posted rules, photographs of officials, and exterior signs. See "Maryland Group Homes," pp. 178-79; Bruno Bettelheim, *A Home for the Heart* (1974), pp. 92-95.

#### 4.9 Sound construction.

**A building under consideration for use as a group home should be sanitary and of sound construction, with modern, efficient utility systems.**

##### *Commentary*

In the National Council on Crime and Delinquency's evaluation of Maryland's group homes, it is clearly pointed out that in facilities requiring extensive renovation, "group home programming has been

sidestepped and taken a back seat to renovation" (p. 181). Prior to purchasing a building for use as a group home, architects, builders, plumbers, and electricians should inspect the building, assess its condition and the cost and extent of necessary repairs, and specify the projected life span of structure and equipment.

A building's ability to withstand the heavy wear and tear that will inevitably be imposed by teenagers will depend on the quality of its construction, fixtures, and finishes. See National Council on Crime and Delinquency, "Maryland Group Homes" (1974), pp. 180-81. Staff should not have to divert energy from residents and program to constantly tend a poorly constructed building or replace cheap fittings and fixtures. A shabby facility will inevitably have a deleterious effect on the program.

In order to ensure sanitary conditions, it is important to initiate a program of insect and rodent control. The nature and extent of the program shall be at the discretion of the agency commissioner. See Kentucky, "Standards for Child Caring and Child Placing Institutions and Agencies" (n.d.), p. 46. An important part of this program will be sanitary handling and storage of refuse.

#### 4.10 Operating conditions.

Group home buildings should be fully operational before they are occupied by staff and juveniles.

##### *Commentary*

All construction, repair, and renovation work should be complete and furniture, kitchen, and laundry equipment in place prior to moving staff and youth into the building. In addition to distracting attention from the program, unfinished work might be continually postponed and never completed. Planning procedures and construction supervision should be orderly enough to meet this standard and sufficient time must be set aside for construction work. The contract with the builder should provide for severe penalties for lateness, and final payment should not be made until all the work is done. See Standard 4.4 and N.C.C.D., "Maryland Group Homes," p. 181.

#### 4.11 Decoration of rooms.

Residents should be permitted to decorate their rooms.

##### *Commentary*

In order to permit residents to decorate their bedrooms, as well as some of the living and activity areas, group homes should have a

selection of decorative posters, drapes, blinds, chairs, floor mats, and bed covers. Care should be taken to consult the fire marshal and ensure that the materials do not violate fire safety codes. See Standards 4.5, 4.15 and 5.11; D. Chapman, *Home and Social Status* (London: 1965), pp. 2-3; C. Madge, "Planning for People," *Town Planning Review*, vol. 21, 1950, pp. 131-144. The decorative material should be temporary, to allow subsequent occupants an opportunity to decorate their environments.

#### 4.12 No permanent staff living quarters.

Group homes should not ordinarily be the sole residence of staff.

##### *Commentary*

The nature and extent of staff quarters will depend on the program and staffing patterns. Night staff or live-in counselors should have single rooms similar to those provided for residents. The group homes should not ordinarily be the sole place of residence of live-in house parents. Foster care should be provided for youths requiring a more intimate family setting. Experience suggests that group home living places severe pressures on live-in house parents, especially those with children, if the group home is their sole place of residence. These pressures often limit the effectiveness of the house parents to short periods. For special programs which require a home-like environment necessitating live-in staff, there should be provision for regular relief staffing.

#### 4.13 Staff office.

Space for staff administration work should be provided.

##### *Commentary*

Space for routine staff administrative work should be provided. It should be furnished with desks, chairs, supply closet, and telephones. The size and number of offices will depend on program requirements. Records storage should be planned in relation to this space. (See Standard 4.14.)

#### 4.14 Security of records.

A room for the secure storage of confidential records should be provided.



*Commentary*

In order to ensure the security and confidentiality of a group home's confidential records, a secure room should be provided. Both the door into the room and the file cabinets in which the records are stored should be locked. File cabinets should be of a fire-insulated type. Only authorized personnel should be allowed into this room. A windowless room is desirable but if there are operable windows, they should be secured by bars located on the inside of the room. If the agency or licensee operates more than one group home, it is preferable to locate records storage in another building. See N.C.C.D., "Maryland Group Homes" (1974), pp. 146-47, 184.

**4.15 General physical requirements.**

Group homes should provide a pleasant environment, sufficient space, and suitable equipment to meet program goals.

*Commentary*

A. General considerations. To ensure that the processes of group living take place with a minimum of disruption, group homes should have a quiet, home-like atmosphere. Each resident should feel relaxed and have a living area of his or her own. This area should be adjustable to suit individual personality; provide security for belongings; and provide settings for group discussions, private conversation, and private reading or thinking (see Standard 2.7). The sizes and arrangement of rooms should be suitable to the purposes of the program. Heating, ventilation, and natural lighting should be pleasant and comfortable. Artificial light should provide a pleasant level of general light and more intense levels for specific tasks.

B. Bedrooms. The group home should have a variety of bedroom sizes, for one, two, or three occupants. The following sizes are merely guidelines. Precise determination of sizes and number of single, double, and triple rooms will depend on program requirements and the limitations of the buildings. Single rooms should have a floor area of 100 square feet, a cubic content of 800 cubic feet, and 7 feet, 6 inches as the shortest horizontal dimension. Double rooms require approximately 160 square feet and triple rooms 240 square feet. In these two cases, 10 feet should be the shortest horizontal dimension. No bedroom should have a floor to ceiling height of less than 8 feet. Each bedroom must have a window and be provided with a drape or blind. Closets, windowless rooms, attics, and basements may not be used as bedrooms.

It is suggested that each group home have approximately 50 percent of its bedrooms single and that one bedroom be a triple. The remainder can be doubles. Those guidelines should be adjusted to suit the age groups and program. Older youths will require more single rooms, and those younger, more doubles.

Furniture for each resident should include a standard twin size bed, a chest of drawers with at least one lockable drawer for the storage of valuables, a clothes closet, a full length mirror, a writing table, and a chair.

Each room should have a tackboard and picture rail to permit youths to decorate their own rooms. Decorations should be chosen by the youths. It is important that each resident have a space that is private and not available to others. The pressures of group living in group homes may be more severe than in a home setting and the need for a private space more important. See Standards 2.7, 4.11, and Law Enforcement Assistance Administration, *Planning and Designing for Juvenile Justice*, pp. 70-71.

No resident should be required to share a bed with another or to sleep on a mattress placed on the floor. Male and female residents should have separate bedrooms. No bunkbeds may be used. These standards are consistent with State of Mississippi, "Group Care Foster Homes: Standards" (May 20, 1974); Alabama Department of Youth Services, "Minimum Standards for Group Homes" (March 1974), pp. 34-35; Commonwealth of Virginia, Department of Corrections, "Proposed Minimum Standards for Group Homes Operated, Financed and Affiliated with Department of Corrections Division of Youth Services" (final draft, June 1974); and Kentucky, "Standards for Child Caring and Child Placing Institutions and Agencies," p. 29.

C. Living area. The living area should be large enough to be used by all the residents at one time. Few guidelines are available, but 50 square feet per resident is suggested. The space should be contiguous but should not be planned as one large room. It should lend itself to a wide variety of uses—talking, reading, entertaining guests, meetings of all the residents and staff, and private conversation. In this way disputes over space use can be reduced.

The space should be furnished for relaxation in a manner similar to a livingroom in a private residence, with easy chairs, low tables, and storage closets for games and magazines.

D. Indoor activity space. An activity room distinct from the living area should be provided. The furnishings and equipment should be suited to the age and interests of residents and include a television set, parlor games, arts and crafts, and table tennis. Only limited facilities are required and this amenity should *not* duplicate facilities provided in a gymnasium or in community centers, libraries, movie

theatres, swimming pools, etc., available in the community. See Commonwealth of Virginia, "Minimum Standards for Group Homes," p. 13; and "Maryland Group Homes," p. 183.

E. Outdoor areas. Outdoor recreation should not duplicate facilities in the community. Grounds should be consistent with other dwellings in the neighborhood. Grounds should be kept attractive and clean and provided with an all-weather surface and a basketball net.

F. Dining room. The dining room should be a cheerful, family-like room with sufficient floor and table space for staff and youths to take meals together. Food should be served family style. Tables for four persons should be used because they can be combined into a variety of seating arrangements. Staff and residents will eat food prepared from the same menu. Provision should be made for occasional meals and snacks after school or before bed. See "Maryland Group Homes," p. 182 and Kentucky, "Standards for Child Caring and Child Placing Institutions and Agencies," p. 35.

G. Kitchen and food storage. Kitchen design facilities and equipment should permit sanitary preparation and storage of food. Refrigeration and freezing equipment should insure safe and sanitary food storage. The dishwasher, stove, oven, garbage, and trash disposal should conform to public health codes. It is recommended that expert advice be sought in planning kitchen and food storage areas. A locked room for food storage should be provided.

H. Bathrooms. Bathing and toilet facilities should be provided in the ratio of one toilet, washbasin, and shower per five youths. At least one tub should be provided. There should be sufficient hot water for each youth to shower or bathe once each day.

The bathrooms shall be properly heated, lit, and ventilated. Space should be provided for storage of toilet articles and bath linen for each resident. Washbasins should have mirrors. Male and female residents should have separate facilities.

Standards vary considerably from state to state. "Maryland Group Homes," p. 183, recommends one fixture per five residents; Alabama, "Minimum Standards for Group Homes," recommends one fixture per four youths (p. 34); and Kentucky, "Standards for Child Caring and Child Placing Institutions and Agencies," recommends one toilet per eight residents, one lavatory basin per six residents, and one shower or tub per ten residents (p. 30).

I. Laundry facilities. The group home should have a laundry room equipped with a heavy duty washer and dryer to handle the laundry needs of all persons living there. A room of 150 to 200 square feet is suggested.

J. Storage. The group home should have adequate storage for:

1. garden tools and outdoor equipment;
2. furniture, equipment, and decorations (200 square feet);
3. food (200 square feet); and
4. linen and supplies (150 square feet).

The areas are merely suggestions and should be developed in relation to program requirements.

For general references on physical requirements, see Mississippi Department of Public Welfare, Division of Social Services, "Group Care Foster Homes: Standards" (May 20, 1974), pp. 728; Commonwealth of Virginia, Department of Corrections, "Proposed Minimum Standards For Group Home Operated, Financed or Affiliated with the Department of Corrections Division of Youth Services" (final draft 1974), pp. 11-15; N.C.C.D., "Maryland's Group Homes," pp. 175-92; Minnesota State Statutes 260.185 subd. 1, C, 5.

## PART V: SECURE CORRECTIONS FACILITIES

### 5.1 Security.

Security in a secure corrections facility should recognize and balance the legitimate need for security and safety felt by staff and society with the residents' need for a setting that provides them with safety and a reasonable quality of life.

#### *Commentary*

Placement in a secure setting should be a strategy of last resort. (See Standard 3.3 of the *Dispositions* volume and Part III of the *Interim Status* volume.) Youths concentrated in a secure setting shall be youths considered high risks because of destructive behavior patterns. The difficulty in developing design standards for facilities for such youths lies in balancing the legitimate needs for security felt by staff, administrators, and society, with the need for settings that provide the young resident with a reasonable quality of life and a sense of safety and well being. Three crucial factors are involved in arriving at a solution:

- A. administrative regulation of the facility;
- B. building design features; and
- C. youth/staff ratio.

While all three factors are important, the careful control of their interface is critical in determining the character of the setting. The facility should be flexible enough not to have to depend on any single

element—especially building design features—and be adaptable to a wide variety of programs and situations.

Despite the influence in the 1950s and 1960s of National Council of Crime and Delinquency publications on detention, which emphasized small units, large and varied activity spaces and programs, and family atmosphere, only a few facilities have managed to observe these standards in either building design or operations. There continues to be a primary reliance on rigid timetables of activities for the entire facility, with little or no provision for individual choice. Strict zoning of the building into special activity areas separated by locked doors and the use of bars, steel doors, fixed furniture, and minimum environments, remain the norm. These standards seek to provide adequate security through other means. If provided, the following objectives should be achieved:

- A. avoidance of the imposition of the most stringent security measures at all times and on all persons;
- B. application of the principle of normalization;
- C. projection of a more positive self-image by youth;
- D. encouragement of positive relationships between youths and staff; and
- E. avoidance of buildings that assume destructive behavior patterns and encourage youths to so react.

To realize these goals the following are proposed:

1. Utilization of a higher staff-to-youth ratio. This will permit more flexibility of choice of activities, superior on-the-spot monitoring of residents' activities, avoidance of glass enclosed control and observation centers, and more intimate youth/staff relationships.

2. Provision of moveable furniture in most bedrooms and activity areas. This will permit some degree of normalization and still provide staff with the option of changing youths to a setting with fixed furniture, or of removing moveable items. (See Standard 5.11.)

3. Provision of air conditioning and utilization of high-strength glass in windows to avoid use of bars.

4. Primary reliance on strong perimeter security to permit a greater degree of freedom of movement within the building. (See Standard 5.5.) The fence should be of wire and be sixteen feet high. Its use is optional and dependent upon the degree of security required by program and purpose.

5. Sufficient flexibility to impose more rigid controls during incidents or periods of sustained unrest.

6. Provision of an emergency alarm signal device in youths' rooms for use if the youth feels in danger of assault.

7. Provision of hidden body alarms for all staff working in secure settings.

8. Instead of special metal security fixtures, use of solid core wood doors, strong door locks with a normal appearance, heavy grade veneered plywood for walls, and other materials and fixtures which promote the sense of a nonhostile environment.

9. Promotion of a relaxed atmosphere and cordial youth/staff relationship which recognizes the individuality of each resident. See U.S. Department of Justice, "Planning and Designing for Juvenile Justice" (1972), pp. 72-74; "Corrections Administration Standards"; Erving Goffman, *Asylums* (1961); Martin Wollins, "The Benevolent Asylum: Some Theoretical Observation on Institutional Care," in Donnell M. Pappenfort, Dee Morgan Kilpatrick, Robert W. Roberts, eds., *Child Caring* (1973), pp. 68-106; "Report of the Working Group on Federal Maximum Security Institutional Design," section on security, in William G. Nagel, *The New Red Barn* (1973), pp. 185-86.

### 5.2 Appearance.

The exterior appearance of a secure facility should resemble residential buildings in the surrounding area.

#### *Commentary*

The goal of requiring the exterior appearance of the facility to resemble a private home is to indicate to the youths that they will be treated with respect, allowed to retain dignity, and encouraged to form a positive self-image. The existence of high perimeter fences and the presence of other security features make no attempt to hide or disguise the nature of the facility. The appearance of the facility will vary with location, geography, and community norms. See Bruno Bettelheim, *A Home for the Heart* (1974), p. 92.

### 5.3 Capacity.

Capacity of a secure corrections facility for adjudicated delinquents should be [twenty].

#### *Commentary*

It is virtually impossible to "prove" that a corrections institution of one size or another will lead to a more favorable post-disposition outcome on the part of the youths placed there. The impact of institutional placement on delinquents is poorly researched generally and

data relating to size of institutions is almost totally lacking. To illustrate this, one large state juvenile corrections agency concerned with long-range planning for programs for delinquents attempted to identify all available information and research concerning size of institutions. The search was thorough and led to three kinds of information bases:

A. computerized information in retrieval systems, including those of education (ERIC, LANCERS), health (MEDEX), mental health and retardation, and criminal justice;

B. library searches in the fields of health, education, criminal justice, architecture, mental health, mental retardation, recreation, and the aged;

C. anecdotal experiential opinion from workers in all of the above fields.

The study covered all of the above-related fields based on the view that residential institution size is a concern in each of these areas and there is a shared need for the adaptive variability of institutions. This search found little upon which a standard for size of institutions for the care of any of these subject groups could be formulated beyond generalizations favoring "smallness" and rejecting "bigness." Furthermore, no direct cost-benefit data were located; no data spoke to size for economy or to size for opportunity versus size for effectiveness trade-off.

Hard data, then, relative to minimal size for adequate training or to support varieties of learning versus maximum size that allows an institution to maintain humanness are not available. Standards regarding optimum size of institutions must be arrived at by using other measures which support a reasonable figure rather than one established by any proven formula.

The standard of twenty adopted by this commission is obviously low and far below current practice in most of the fifty states today where institutions are commonly found that serve 200, 400 or even 800 youths. Moreover, the standard represents a figure that will not be achieved immediately. Quite possibly interim goals such as an intermediate goal of 100-bed institutions need to be set to encourage action toward eliminating the giant institutions that exist in many states today, while working toward the smaller size institutions that this commission believes is necessary if the secure institutions in which delinquents are placed are to be in accord with other standards adopted by the commission.

In arriving at this position and the standard of twenty, some of the measures used, in the absence of hard data, are those that follow:

The first measure is concerned with the purpose the institution is

to serve. Purpose will dictate the type and magnitude of services provided. The primary question then becomes one of not how large or how small an institution should be, but what services and criteria are necessary to implement the goals and policies. In the context of these standards this provides a most concrete guideline for determining size.

The commission's commitment to using generic community services, the values and purposes laid out in Part II of these standards, the *Dispositions* volume, Standards 2.1 and 3.1, and the general approach of the *Corrections Administration* volume, have important implications for both architectural and administrative policy. Of particular importance are those standards (1.1, 2.1) that speak to the purpose or goals of *normalizing institution settings*, standards concerning the institution in a community setting (2.2), diversity of programs (*Corrections Administration* 4.6 and 4.9), soft architecture (1.9), adaptive architecture (3.3), and building expectations (3.4).

In the interest of the purpose of normalization, it is desirable to provide a network of small facilities consistent with this standard within a reasonable distance of the youth's home in order to foster and maintain family relationships. In further interest of normalization, buildings are to be used whose appearance is similar to residential buildings in the surrounding areas. Such settings promote the use of community resources to the greatest extent possible. Small size permits institution environments that do not project an assumption of deviant behavior by its residents, while still offering staff a wide range of options to ensure the degree of security required. Such institutions attempting to fulfill these purposes with populations much in excess of twenty will develop negative visibility which would defeat the intent to be part of the community.

Management factors must also receive consideration in determining facility size. Here is one area of juvenile corrections that does have a research literature—living unit size. The literature is unanimously supportive of a figure ranging from eighteen to twenty-five as the size beyond which the simple logistics of moving people about defeats the intent of the program to normalize rather than regiment. For literature supporting standards of approximately twenty for living unit size, see Special Committee on Correctional Standards, President's Crime Commission, "Corrections" 212 (1967); American Correctional Association, "Manual of Correctional Standards" 588 (1966); "Standards for Services for Child Welfare Institutions" 34 (1964). For research on living unit size see D. Knight, "Impact of Living Unit Size in Youth Training Schools" (1971); C. Jesness, "The Fricot Ranch Study" (1965).

Scheduling, controlling, feeding, moving, supplying, equipping, and meeting timetables for large groups imposes depersonalization on staff



and resident alike, and negatively influences the relationship of staff to resident, resident to staff, staff to staff, and resident to resident. With all citations speaking generally to manageable size and human scale, see Citizens Committee for New York, "The New York Training School System; Findings and Recommendations" (1969); James, *Children In Trouble* (1970); Statements of Training School Directors Before Sub-Committee to Investigate Juvenile Delinquency of the Committee of the Judiciary, U.S. Senate, 92nd Congress, First Session, 118, 432 (May 1971); *Morales v. Turman*, 383 F. Supp. 53 (E.D. Tex., 1974); *Nelson v. Heyne*, 355 F. Supp. 451 (N.D. Ind. 1972); *Inmates of Boys' Training School v. Affleck*, 346 F. Supp. 1345 (1971).

The analogy to supportive data from research into living unit size cannot be carried on beyond this point since size problems in an institution are only partially offset by small living units. The depersonalization and regimentation stemming from large living units is certainly transferable to institution size, however, and large institutions regenerate the problem of size in movement about the institution and in the provision of services to the residents.

The second such measure might be termed the "informed common sense" approach. This approach relies heavily upon reason tempered by experience and rests primarily on the collective opinion of many formal organizations and individuals who have experience or informed concern regarding the issue. Much information is contained in their various standards projects carried out over the past fifteen years. The range is great and it is highly likely that some of these groups would no longer stand behind the standard for institutions' size they developed some fifteen years ago. Representative of these groups and their recommended capacity figures are the Massachusetts Division of Youth Services, which recommends a maximum of twelve for secure facilities; "The Report of the Governor's Panel on Juvenile Violence" (Albany, 1976), which recommends a maximum of twenty-five for secure facilities; Children's Bureau, HEW, "Institutions Serving Delinquent Youths" (1962), which recommends a maximum of 150; Special Committee on Correctional Standards, President's Crime Commission, "Corrections" (1967), which recommends 150; the National Conference of Superintendents of Training Schools and Reformatories, "Institution Rehabilitation of Delinquent Youth" (1962), which recommends 150; "The Manual of Correctional Standards" (1966) of the American Correctional Association, which recommends a maximum of 100; "Standards and Guides for the Detention of Children and Youth," published by the National Council on Crime and Delinquency, which recommends a maximum of 100; "Standards for Juvenile Homes, Ranches, and Camps"

(1972), published by the California Youth Authority, which recommends 100; and the Child Welfare League of America, "Standards for Services on Child Welfare Institutions" (1964), which recommends a maximum of fifty.

Many of these standards, as may be seen from the dates, were developed in the early and mid-60's when the trend away from institutions typically ranging from populations of 300 to 600 was just getting underway and when the immersion of the institution and after care program in the community was just commencing.

The third measure would be the application of humanitarian considerations. This means that prior to settling upon one maximum figure or another the standard setters would first establish minimum conditions which must exist in the institution, all other considerations aside. These considerations would be the floor below which no one is prepared to go in the guarantee of the "safe, human, caring environment" called for by the *Corrections Administration* volume, Standard 4.9, which is every juvenile's right and which will be provided without reference to costs, to outcome (the individual's future behavior), or indeed to any linkage whatsoever with the problem leading to adjudication. Examples might be that the environment must be safe, food ample, attractive, nutritious, complete medical services be available, or that the facility be located in one particular geographical location to avoid separating juveniles from family and community.

Important as such a measure is, it provides no actual guide to facility population size as such qualitative factors do not lend themselves to measure. Nevertheless, in their overall impact, they relate to "quality" and thus relate to small size.

The fourth measure is cost or cost effectiveness. Behind this measure is the assumption that public monies are limited and that the overall demand for the financial support of desirable projects far outstrips the availability of such financing. Some levels of service will be ruled out on the basis of the manner in which priorities are established and these priorities in turn will relate to the known or predicted effectiveness of the project in relation to the total dollars required to support it. The cost of staffing many small facilities may be greater than one large one, but within the context of these standards two factors must be considered. First, the Commission's recommendation that status offenders be removed from court jurisdiction will result in a significant decrease in institution population. Although the agency may have some of its budget reallocated, it is likely to be left with more money per resident than before. Second, cost effectiveness must be measured in a system-wide context. For example, if an in-

creased expenditure per youth caused by utilizing small secure facilities results in even a slight reduction in the recidivism rates, the system-wide benefits will be justified. Accurate measurement of this anticipated outcome requires assessment over an extended period of time.

The difficulties of arriving at an optimum size recommendation are obvious from the qualifications that are offered throughout this commentary. The intent of this standard is clear, however, that existing large facilities must be phased out and replaced by a network of small community-based facilities. Within the context of these standards it must be recognized that achieving such a network of small community-based facilities is a long-term goal and in the intervening period the role of traditional correctional institutions for adjudicated delinquents must be assessed. In the light of current trends, it appears that the movement toward smaller institutions will continue. Criticism of the high costs of large traditional institutions and the notoriously poor return for these expenditures as measured by recidivism rates will probably accelerate. It must be recognized, however, that achievement of the goal of small institutions on the national scene has been uneven at best, and in all but a few locations, institutions are still far too large. For the immediate future it is probably safe to assume that the training school or larger institution will continue to be part of the juvenile corrections system in some form or another. During this period, it remains a high priority policy matter to influence the size and nature of the institutions in which juveniles will be held. It is proposed, therefore, as part of this standard that the populations of existing large facilities be reduced to a maximum of 100 residents and that each living unit house no more than twenty youths. It is further recommended that these facilities be phased out by 1980 and replaced by a network of smaller community-based facilities with populations of approximately twenty residents. In this time frame, no new, large institutions should be built and existing institutions should be reduced in size to meet the minimum population of 100 recommended for this interim period. In the intervening years before final implementation of the standard of twenty, evaluation studies should be carried out concerning the size of juvenile facilities; for example, studies comparing the impact of various facilities between twenty and one hundred population on such criteria as recidivism, staff attitudes, cost impact, and cost effectiveness, and other problems not foreseen by these standards. This would work toward the development of a data base that would be as nearly value free as possible, in keeping with Standard 1.6, management model. This would serve to assist in intelligent decision making about program planning and implementation.

#### 5.4 Location.

Secure corrections facilities should be located to facilitate the use of community based services and continued contact between juvenile, family, and friends.

##### *Commentary*

A network of facilities serving cities, counties, or other designated regions should be located so as to provide good access by highway and, where available, public transit. If a state or county has more than one facility, the facilities should not be in close proximity to each other. Residential settings should be organizationally autonomous and physically separate from other such settings.

Location must also consider cultural and geographic factors and the availability of educational, volunteer, library, athletic, and other supportive services. Facilities in rural locations may experience difficulties securing a wide range of community-based services because of the distances involved. Since it is often the case that a majority of delinquents come from urban areas and that support services are more readily available in those areas, a location near an urban center will provide advantages for most of the youths. See Harold B. Bradley, Glynn B. Smith, William K. Salstrom, et al., *The Non-Prison* (1970); Academy for Contemporary Problems, "Toward a New Corrections Policy: Two Declarations of Principles" (1974), p. 11; President's Crime Commission, "The Challenge of Crime in a Free Society," (1967), p. 15; National Advisory Commission on Criminal Justice Standards and Goals, "Corrections," p. 221; *Morales v. Turman*, 383 F. Supp. 53 (E.D. Tex. 1974). Robert Coates, "A Working Paper on Community Based Corrections: Concept, Historical Development, Impact and Potential Dangers" (1974). On the importance of retaining links between youths and parents see Goldstein, Freud, and Solnit, *Beyond the Best Interests of the Child* (1974). For the importance of maintaining links with home and community see Child Welfare League of America, "Standards for Service of Child Welfare Institutions" (1963), p. 30; *Morales v. Turman*, 383 F. Supp. 53 (E.D. Tex. 1974).

#### 5.5 Internal organization.

A secure corrections facility should be planned like a large private house.

##### *Commentary*

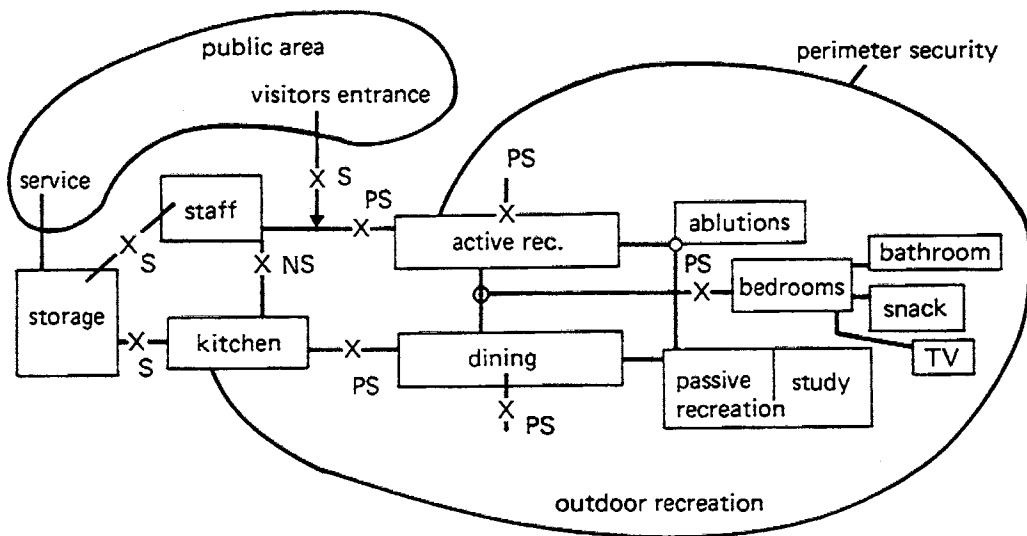
The facility should be zoned, like a large private house, into areas for food preparation, dining, passive recreation, leisure-time activities, study, sleeping, and entrance and egress.

The building should be one story, though in urban areas a two-story arrangement may be necessary. The latter is more costly to operate, as staff coverage on two floors is necessary. The organization diagram indicates the various zones of the facility. The connecting lines represent spatial links. The quality of the link is designated by the following categories:

NS = nonsecure door that provides free access at all times. In many areas it may be desirable to dispense with a door and use contiguous spaces, with a moveable partition or item of furniture as the separating element;

S = secure door that is locked at all times and can only be opened by a member of the staff;

PS = secure door that is locked part of the time, e.g., during the night, but remains unlocked at all other times.



A major criterion of this schema is to control the “gravitational drift” tendency in many institutions to utilize maximum security at all times. The perimeter fence provides the major security, which is supplemented by staff supervision. See Sherwood Norman, *The Design and Construction of Detention Homes for the Juvenile Court* (1956), pp. 13-15, 34-60, Plans F 1 and S 1.

5.6 No control center.

A secure corrections facility should not have a control center, such as those which commonly provide centralized surveillance and control in a penal institution.

*Commentary*

There should be no centralized surveillance by closed circuit television or listening systems. Space for routine staff administration

## 60 ARCHITECTURE OF FACILITIES

should be set aside in the facility for securing records and for other office functions. This space should be designed and decorated so as not to set it off from the rest of the rooms.

Central surveillance discourages normalization, good staff/youth relationships, security based on residents' sense of well being, and use of a high staff-to-youth ratio for security and operations. See National Advisory Commission on Criminal Justice Standards and Goals, "Corrections" (1973), p. 261.

### 5.7 No permanent staff living quarters.

Secure corrections facilities should not be the sole residence of staff.

#### *Commentary*

Permanent residences for staff should not be provided. The facility should be a place to work and not to live. This standard seeks to insure that staff do not become "institutionalized," but rather a perpetual source of normal attitudes, habits, and behavior.

### 5.8 Security of records.

A room for the secure storage of confidential records should be provided.

#### *Commentary*

In order to ensure the security of confidential records, a secure room should be provided. Both the door into the room and the file cabinets in which the records are stored should be locked. File cabinets should be of a fire-insulated type. Only authorized personnel should be allowed into this room. A windowless room is preferable, but if there are operable windows, they should be secured by bars located on the inside of the room.

### 5.9 Staff offices.

Space for staff administration work should be provided.

#### *Commentary*

Space for routine staff administrative work should be provided. It should be furnished with desks, chairs, a supply closet, and telephones. The size and number of offices will depend on program requirements. If record storage is in the facility, it should be planned in relation to

this space (see Standard 5.8). The relationship of staff offices to the other areas of the facility is discussed in Standard 5.5.

#### 5.10 Isolation rooms.

An isolation room, if required, should be planned in conjunction with staff offices.

##### *Commentary*

If an isolation room is required, it should not be planned and located in the bedroom section of the facility, but as part of the staff office area. A location in the staff area rather than the bedroom section should:

A. mitigate against the deleterious effects resulting from having peers see other residents in punitive and humiliating circumstances;

B. preclude the use of this room on a routine basis which would otherwise work against program goals;

C. encourage the staff to provide closer supervision of, and contact with, the youths in the isolation room;

D. prevent youths held in isolation from disrupting the daily routine of the program.

The room itself can be viewed as a minimum environment with a built-in bed and a security type toilet-washbasin fixture. Confinement in isolation should only be a last resort. Staff always has the option of confining residents to their own bedrooms and, if necessary, removing the chairs and tables. See Standard 7.11 H. of the *Corrections Administration* volume.

#### 5.11 General physical requirements.

Secure corrections facilities should provide a pleasant environment, sufficient space, and suitable equipment to meet program goals.

##### *Commentary*

A. General considerations. In order that the program goals and the processes of group living can take place with a minimum of disruption, secure settings should be attractive, pleasant places and have a quiet, homelike atmosphere. Residents should feel relaxed and have living areas of their own. This area should be adjustable to suit personality and to provide security for possessions and settings for group discussions, private conversation, and private reading or thinking (see Standards 1.5, 2.7). The sizes and placement of rooms should be suitable to the purposes of the program. See Abraham H. Maslow

and Norbett L. Mintz, "Effects of Esthetic Surroundings: Initial Short-Term Effects of Three Esthetic Conditions Upon Perceiving 'Energy' and 'Well-Being' in Faces," *Journal of Psychology*, 1965, vol. 41, pp. 247-54; M. Powell Lawton, "The Human Being and the Institutional Building," in Jon Lang, et al., eds., *Designing for People* (1974), pp. 60-71.

The recommendations for room sizes are generally more generous than those in current practice. This is a response to stress factors generated by overcrowding. This stress is more severe in a secure setting because of its rigid rules and limits on freedom of movement. The area to person ratio in most existing facilities is often less than half that found in most private homes. See Bruno Bettelheim, *A Home for the Heart* (1974), pp. 93-96.

B. Sleeping accommodations. In deciding on sleeping accommodations, there should be a preference for single rooms. Particular programs—for younger age groups, for example—may require that double and triple rooms also be provided. It is suggested that one or two double rooms be available in all settings for youths desiring companionship. The following recommended room sizes are guidelines:

1. single rooms—100 square feet with 8 feet as the minimum horizontal dimension;
2. double rooms—160 square feet minimum (80 square feet per person) with 10 feet as the minimum horizontal dimension; 180 square feet recommended;
3. triple rooms—240 square feet (80 square feet per person) with 12 feet as the minimum horizontal dimension.

A minimum floor-to-ceiling height of 8 feet 6 inches is recommended. These room sizes are larger than those prescribed in many current standards. In the confined space of a secure setting, territoriality, personalization of space, and privacy have increased importance, creating the need for generously sized spaces.

Each bedroom should have a window and a shape permitting a variety of furniture layouts.

Each bedroom should be provided with a built-in picture rail that runs around the room, and a window. The latter should not have bars, but be glazed with tempered glass or plastic. Equipment should include the following moveable items:

1. standard twin sized bed and mattress;
2. chest of drawers;
3. writing desk and chair;
4. large chair;
5. tackboards that can be suspended from the picture rail; and
6. clothes closet (a small fixture that can be part of the chest of drawers).



a secure detention facility. Staff should have every possible assistance from the building in creating an atmosphere of normalization. In a detention setting the following are of importance:

A. providing amenities to lessen the degree to which detention "repels" youth and strengthens the will to escape and revolt;

B. designing security for the average resident, not the most difficult juvenile;

C. ensuring that the community is aware of the goals of the detention center and the difficulties surrounding its operation, in order to gain its support;

D. normalizing the facility's design by using technology to make security unobtrusive wherever possible;

E. supplementing physical security by frequent surveillance;

F. providing youths with information about rules, and location of staff, telephones, and services in the building, to reduce tensions generated by uncertainty;

G. utilizing community services whenever possible;

H. providing rich program activities to reduce boredom; and

I. monitoring entrances and exits without resorting to guard stations.

An important component of any security program is the creation of an environment in which residents feel safe and relaxed, and that their well-being is a matter of serious staff concern.

### 6.3 Capacity.

Capacity of a secure detention facility should be [twelve to twenty] residents.

#### *Commentary*

The *Interim Status* volume, Standard 10.5, limits capacity of a secure detention facility to twelve residents. This standard allows a capacity of up to twenty in recognition of economic factors in the operation of a secure facility, since it appears that a population of twenty is the smallest practical economic unit. The operating cost remains more or less constant even if the population is decreased. Other commentators have suggested different ceilings on the detained population. Downey, "State Responsibility for Juvenile Detention Care" (1970), p. 7, recommends an average daily population of twelve; National Advisory Commission on Criminal Justice Standards and Goals, "Report on Corrections" (1973), p. 269, Standard 8.3 (2) and (3) proposes that the total population should not exceed thirty and that separate "living areas" within the facility should not exceed ten to twelve. At present, however, most juveniles

are held in much larger facilities. Sarri, *Under Lock and Key: Juveniles in Jails and Detention* (1974), p. 43.

#### 6.4 Location.

Location of secure detention facilities should take the following factors into account:

- A. facilitation of the maintenance of ties between residents and their community, family, and friends;
- B. accessibility to mass transit and highways to facilitate visits by family and friends;
- C. accessibility to courts to avoid excessive time spent in transit to and from the court and waiting in court;
- D. proximity to concentrations of law offices to facilitate attorney-client meetings; and
- E. use of community settings.

#### *Commentary*

The weighing of factors affecting location is difficult and consideration must be given to the competing concerns in specific situations. The desirability of youths maintaining contact with parents, friends, and community is an important aspect of normalization. This suggests a network of small facilities at sites easily accessible by mass transit and highways and that permit use of community services. Centralization or dispersal of courthouse facilities, as well as land use and conditions in areas near courthouses vary widely among jurisdictions. These factors will influence decisions regarding the location of detention facilities.

In some localities, it is an unfortunate fact that counsel are reluctant to visit the detention facility for interviews. Where this occurs, the need for residents to prepare a defense, especially if they are to be provided a speedy trial, may be a crucial factor in determining location.

Transportation between court and detention facility can be a costly factor. If frequent visits to the court are necessary, lengthy travel may be demoralizing to youths involved. A location near the court will minimize travel costs for the interim status agency and the court. It will also minimize the hardships of travel to and from court for the youths.

In order to use community services as well as volunteer and part-time professional help, the relationship of detention facilities to teaching hospitals, educational institutions, libraries, and recreation facilities must also be considered. See National Advisory Commission

on Criminal Justice Standards and Goals, "Corrections" (1973), p. 261.

In cities of less than 1 million population with a courthouse in the downtown area, a location on the perimeter of residential areas abutting the downtown area is suggested. Larger cities should provide a network of facilities to enable residents to be detained near their homes.

The location of secure detention facilities in rural areas should be near court facilities. This will entail hardships by reducing contact between parents and detained youths, but this will be offset by the accused youths' needs to have access to counsel who are most often located in proximity to the courthouse. Such a location has the added benefit of minimizing travel time between detention facility and court.

Detention facilities for youths should not be located in areas remote from the community and its support, or in a sheriff's residence or adult jail.

#### 6.5 Appearance.

The exterior appearance of the secure detention facility should resemble buildings in the surrounding area.

##### *Commentary*

The facility should resemble a typical building in the surrounding area. A residential setting should be used whenever possible. This is to indicate to youths that despite the fact of being detained, they will be treated with respect, permitted to retain their dignity, and encouraged to form a positive self-image. The facility should not project an expectation of vandalism, deviance, or abusive behavior. See Standard 3.4.

#### 6.6 Certification.

Secure detention facilities should be certified annually in order to ensure conformity to all public safety codes. Unannounced inspections should be made at least four times per year to ascertain quality of maintenance and to ensure against overcrowding. Certification should include determination of the maximum number of residents the facility may hold at any time.

##### *Commentary*

All secure detention facilities should be inspected annually to ensure compliance with all public safety codes. An inspection report

should be submitted in writing to the agency head, recommending either: A. certification; B. rejection; or C. conditional certification providing for completion of specified work within thirty days. Non-fulfillment of conditional certification would automatically become rejection. Certification should expire automatically after twelve months in order to ensure regular inspection.

The agency should also determine the proper population of each facility prior to its being certified. This determination should be based on the allocation of 720 cubic feet of space per resident in each single bedroom and 1200 cubic feet of space in each double room, assuming a nine foot ceiling height. Unannounced visits should be made quarterly to ascertain compliance and also to assess quality of maintenance. The agency should have the right of entrance, privilege of inspection, and right of access to all children if the facility is operated by a licensee.

To avoid overcrowding, the agency head should take steps to inform the judges of the family court of secure detention facility capacity and daily population. Overcrowding is a symptom of a problem whose resolution lies in either policy (increasing use of nonsecure alternatives), legislative action, or provision of additional facilities. The latter is a last resort (see Standard 2.5).

#### 6.7 Internal organization.

The internal organization of a secure detention facility should be clear and unambiguous so as to minimize uncertainty due to lack of orientation. The facility should be planned like a large house.

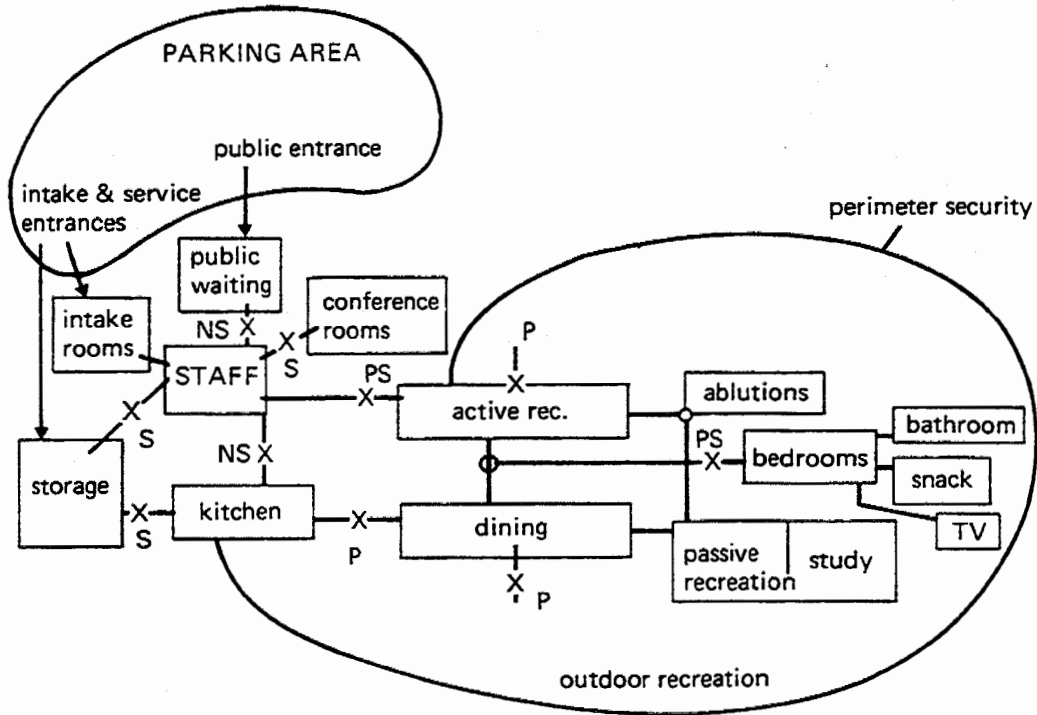
#### *Commentary*

The physical organization of a secure detention facility should be easily understandable to a new resident. A good sense of orientation within the facility and knowledge of the location of its parts can contribute to defusing tensions that accompany intake. Location of bedrooms, bathrooms, kitchen, snack areas, telephones, staff stations, leisure resources, and recreation facilities is of particular importance. Youths should also be informed of restrictions on movements and of which doors are permanently locked, locked part-time (specifying times), or always open. The detention center should not attempt to disguise its task of preventing residents from absconding.

The facility should be zoned, like a large house, into areas for food preparation, dining, passive recreation, leisure time activities, study, sleeping, public entrance, conference, and intake.

The building should be one-story, though in urban areas a two-story arrangement may be necessary. See U.S. Department of Justice,

“Planning and Designing for Juvenile Justice” (1971), pp. 82-83. The latter is more costly to operate because staff coverage on two floors is necessary. The organizational diagram indicates the various zones of the facility. The connecting lines represent spatial links. The quality of the linkage is also designated. A major criterion of this schema is to control the “gravitational drift” tendency in many institutions to utilize maximum security at all times. The perimeter fence provides the major security which is supplemented by staff supervision. See Sherwood Norman, *The Design and Construction of Detention Homes for the Juvenile Court* (1956), pp. 13-15, 34-60, Plans F 1 and S 1.



NS = non-secure door that provides free access at all times. In many areas it may be desirable to dispense with a door and use contiguous spaces, with a moveable partition or item of furniture as the separating element.

S = secure door that is locked at all times and can only be opened by a member of the staff.

PS = secure door that is locked part of the time, e.g., during the night, but remains unlocked at other times.

6.8 Entrance spaces and waiting rooms.

Entrance spaces and waiting rooms in a secure detention facility should reflect a concern for normalization, the presumption of inno-

cence, and the fact that appearance before an intake officer may not necessarily result in detention.

### *Commentary*

The detention center should have three entrances:

A. *intake entrance* operating twenty-four hours a day, used by youths and police, and by parents and attorneys who accompany the youths;

B. *service entrance* operating for short, limited duration each day to permit the delivery or pick-up of fuel, supplies, laundry, garbage, food equipment, etc.; and

C. *public entrance* used by parents, personnel, visitors, and attorneys.

The intake spaces and procedures involved are usually the youth's first contact with the detention building and personnel, and it is important that an appropriate set of expectations for the youths' behavior be projected. The door and entry porch should be similar to the domestic buildings in the surrounding area. A waiting room furnished with comfortable chairs, magazine rack, and low table should be provided for the youth and police personnel.

All administrative intake procedures should be completed in one room. This should include an explanation of the administrative rules, copies of which should be given to the youth and posted in all bedrooms. A bathroom with a tub-shower and medical examination rooms should open off the reception room. A diagrammatic map, indicating the location of the facility in the region, nearby highway and mass transit routes—including the designation of the relevant buses or trains providing access to the facility, the facility's telephone number, and other relevant information should be available here for the youth to convey to parents and friends, who may wish to visit.

Despite the small size of the typical detention unit, intake and public entrance should not be combined. Requiring arrested youths to walk into the building through a public lobby can be the source of unnecessary embarrassment. To minimize loss of personnel time, service and intake entrances should be provided with voice communications equipment, permitting the police officer or visitor to inform the staff that they desire admission to the building. The entrance should provide shelter during inclement weather.

The public entrance should face the parking area and be easily discernible from the street. It should be inviting and domestic in character. The waiting room should be furnished with comfortable chairs, a low table, and have access to a bathroom. This entrance will also be

used by staff. Visitors and staff should not be required to go through a fenced area for access to the parking or front door. Penetration into the facility from the waiting room should be through a security door that is under the control of staff.

The facility should be provided with sufficient parking for staff's and visitors' cars.

#### 6.9 No control center.

A secure detention facility should not have a control center, such as those which commonly provide centralized surveillance and control in a penal institution.

##### *Commentary*

There should be no centralized surveillance by closed circuit television or listening system. An electronic system to indicate a door being opened may be used. It can be monitored from the staff office. Space for routine staff administration should be set aside in the facility for securing records and for other office functions.

Central surveillance discourages normalization, relaxed staff-youth relationships, security based on resident's sense of well-being, and using a high ratio of staff to youth for security and operations. See National Advisory Commission on Criminal Justice Standards and Goals, "Corrections" (1973), p. 261.

#### 6.10 No permanent staff living quarters.

Secure detention facilities should not be the sole residence of staff.

##### *Commentary*

Permanent residences for staff should not be provided in secure detention facilities. The facility should be a place to work and not to live. This standard seeks to insure that staff do not become "institutionalized," but rather a perpetual source of normal attitudes, habits, and behavior.

#### 6.11 Security of records.

A room for the secure storage of confidential records should be provided.

##### *Commentary*

See Standard 5.8 as there is no major difference between a corrections and detention setting in the need for records storage.

### 6.12 Staff offices.

Space for staff administration work should be provided.

#### *Commentary*

Space for routine staff administrative work should be provided. It should be furnished with desks, chairs, a supply closet, and telephones. The size and number of offices will depend on program requirements. If record storage is in the facility, it should be planned in relation to this space. The staff offices should relate to the intake, public waiting, and activity areas. Its design and appearance should not set it off from the rest of the facility.

### 6.13 Isolation rooms.

An isolation room, if required, should be planned in conjunction with staff offices.

#### *Commentary*

If an isolation room is required, it should not be planned and located in the bedroom section of the facility, but as part of the staff office area. A location in the staff area rather than the bedroom section should:

A. mitigate against the deleterious effects resulting from having peers see other residents in punitive and humiliating circumstances;

B. preclude the use of this room on a routine basis which would otherwise work against program goals;

C. encourage the staff to provide closer supervision of and contact with the juvenile in the isolation room;

D. prevent youths held in isolation from disrupting the daily routine of the program.

The room itself can be viewed as a minimum environment with a built-in bed and a security type toilet-washbasin fixture. Confinement in isolation should only be a last resort. Staff always has the option of confining residents to their own bedrooms and, if necessary, removing the chairs and tables.

### 6.14 Interview rooms.

Secure detention facilities should have interview rooms for residents to meet privately with attorneys and family.

#### *Commentary*

Interview rooms should be provided in all detention facilities. They should have an area of 125 square feet and be furnished with



armchairs and a low table. These rooms should be located near the public entrance and staff offices, but within the security perimeter of the building. One room for every seven residents should be provided. Parents may also meet residents in their rooms or in the leisure areas, at the discretion of staff. In order to ensure privacy the room should be sound-proofed and should not be wired with listening devices.

If a "line up" facility is required in the detention center for victims and witnesses to make identifications, it should be planned in conjunction with the interview rooms. Two rooms should be provided, connected only by a viewing panel, glazed to permit vision from one side only. One of the rooms should be used by witnesses and victims and should be connected to the public waiting area. The room for accused juveniles should open into the secure area. This arrangement will avoid breaching security. Such a facility will reduce the need for transportation of youths in detention to police or court buildings for identification purposes.

#### **6.15 No vocational training or chapel.**

**No vocational training or chapel should be provided in a secure detention facility.**

##### *Commentary*

Interim detention should be for as short a period as possible. It is not compatible with the longer term requirements for meaningful vocational training. If such training is to be offered to residents, community based programs should be utilized.

Space should not be permanently set aside for use in religious services. Children desiring to participate in such services should be taken to places of worship in the community. If this is not feasible, the activity or dining area may be used in conjunction with a portable altar.

#### **6.16 General physical requirements.**

**Secure detention facilities should provide a pleasant environment with good internal orientation, sufficient space, and suitable equipment to meet program goals.**

##### *Commentary*

A. General considerations. In order that the program goals and the processes of group living can take place with a minimum of disruption, secure settings should be attractive, pleasant places and have a quiet homelike atmosphere. Residents should feel relaxed and have

living areas of their own. This area should be adjustable to suit personality and to provide security for possessions and settings for group discussions, private conversation, and private reading or thinking. The sizes and dispositions of rooms should be suitable to the purposes of the program. See Abraham H. Maslow and Norbett L. Mintz, "Effects of Esthetic Surroundings: Initial Short-Term Effects of Three Esthetic Conditions Upon Perceiving 'Energy' and 'Well-Being' in Faces," *Journal of Psychology*, 1965, vol. 41, pp. 247-54; M. Powell Lawton, "The Human Being and the Institutional Building," in Jon Lang, et al., eds., *Designing for People* (1974), pp. 60-71.

The recommendations for room size are generally more generous than those in current practice. This is a response to stress factors generated by overcrowding. These are more severe in a secure setting with its rigid rules and limits on freedom of movement. The area per person ratio in most existing facilities is often less than half that found in most private homes. See Bruno Bettelheim, *A Home for the Heart* (1974), pp. 93-96.

B. Sleeping accommodations. In deciding on sleeping accommodations, there should be a preference for single rooms. Particular programs—for younger age groups, for example—may require that double rooms be provided. It is suggested that one or two double rooms be available in all secure detention facilities for youths desiring companionship. The following recommended room sizes are guidelines:

A. single rooms—100 square feet with 8 feet as the minimum horizontal dimension;

B. double rooms—160 square feet minimum (80 square feet per person) with 10 feet as the minimum horizontal dimension; 180 square feet recommended;

C. triple rooms—240 square feet (80 square feet per person) with 12 feet as the minimum horizontal dimension.

A minimum floor-to-ceiling height of 8 feet 6 inches is recommended. These room sizes are larger than those prescribed in many current standards. In the confined space of a secure setting, territoriality, personalization of space, and privacy have increased importance, creating the need for generously sized spaces. Each bedroom should have a window and a shape permitting a variety of furniture layouts.

Each bedroom should be provided with a built-in picture rail that runs around the room, and a window. The latter should not have bars, but be glazed with tempered glass or plastic. Equipment should include the following moveable items:

1. standard twin sized bed and mattress;
2. chest of drawers;

3. writing desk and chair;
4. large chair;
5. tackboards that can be suspended from the picture rail; and
6. clothes closet (a small fixture that can be part of the chest of drawers).

Avoiding built-in furniture and providing a picture rail gives the resident the opportunity to exert some control over the character of the bedroom. It is the space in which more time will be spent than any other in the building, especially if residents are locked in at night, and it should be as comfortable as possible. See Sim van der Ryan and Murray Silverstein, "The Room, A Student's Personal Environment," in Robert Gutman, ed., *People and Buildings* (1972), pp. 370-83.

If a classification system is developed for secure detention, the bedroom design and equipment might be varied to permit the bed and closet to be built in. Other items of furniture should be moveable, allowing removal from the room whenever necessary.

C. Indoor leisure areas. The area of leisure rooms in the facility will to some extent depend on climate. In states with cold winters, 125 square feet per youth is suggested. Temperate areas should provide 100 square feet per youth. The spaces should include a gymnasium area; quiet rooms which can be used for discussions, reading, or visiting; and areas containing television, radio, ping pong, and music equipment. The activity rooms should be furnished and decorated as in a private home including rugs, pictures, lounge chairs, etc.

The space should not be planned as a single large room but as a series of separate and contiguous spaces that permit a wide variety of simultaneous uses. This should reduce conflicts among residents over use of space.

Activity areas should be designed to minimize noise disruptions to other areas. Recreational equipment such as ping pong balls, barbells, etc., require storage closets and should always be available in the appropriate areas. The ratio of recreation space to youth is two to three times higher than what is recommended in most states (California Youth Authority 30 square feet per youth; N.C.C.D. approximately 70 square feet per youth) but is fundamental to normalization, to providing active, interesting daily schedules and programs, to help build self-image, to provide some degree of privacy, and to relax tensions.

D. Dining room. A dining room should be located adjacent to the kitchen and furnished with tables, each of which can seat four persons. Such tables can be arranged to provide a variety of seating patterns. The seating capacity of the room should be able to accommodate all of the children and staff present in the facility at one sitting.

At least 15 square feet of floor space for each person should be provided.

The room should be designed so that the diners may either:

1. be served at the table with the food brought from the kitchen;
- or
2. use a self-service system.

There should be a distinct separation between kitchen and dining room to allow the latter to be used for other purposes, such as for meetings or parties, as a classroom, for homework, or for movies.

E. Kitchen and food areas. The kitchen should be located adjacent to the dining room. It should be provided with all the equipment necessary for preparing food and for keeping food at the proper serving temperature. It should provide a dish warmer; storage space for dishes, utensils, supplies, and paper products; and space for dry storage, refrigeration, and freezing of foodstuffs. The kitchen area should contain at least 150 square feet for food preparation, 200 square feet for food storage, 100 square feet for scullery, and basement refrigeration and food storage of 250 square feet. Garbage should be kept in a covered metal receptacle with a removable plastic liner.

F. Library. A room with a wide range of reading material owned by the agency or corporation or borrowed from a nearby library should be provided. Books, newspapers, and magazine storage and display shelves are needed, as well as a worktable, some easy chairs, and one carrel per seven youths. The small size of the facility will require a close liaison with the public library system for reading material.

G. Academic education spaces. The facility should have the physical capability for providing academic education. This should include classroom space, provision for the use and storage of audio-visual aides, and all other features required to permit residents to earn full credit toward advancement in the school system of their home residence. For this purpose classroom space should be provided at a rate of 30 square feet per youth and 160 square feet per teacher. The latter should have a workshop and a storage closet. The library space can be used for classwork or tutorials.

H. Exterior activity areas. Outdoor recreation can be provided at the facility as well as at nearby community resources, whenever feasible. This will depend on location, program, cooperation with community, and distance factors. In densely populated urban areas, outdoor space is at a premium. In rural and suburban areas outdoor space should be provided, including a basketball field, a volleyball court, and space for relaxation. For baseball, football, and athletics

requiring large fields, community resources should be used. If community resources are not available and sufficient outdoor space is available, it is desirable to provide an area for field sports (track, softball, touch football, basketball) and for relaxation. Approximately one acre of open space is suggested for a twenty-bed facility.

I. Storage. Centralized storage space should be provided for:

1. residents' clothing, luggage, and other effects not in continuous use. The amount of space assigned for this purpose should be 20 cubic feet per youth. Although this space should be locked, youths should be able to obtain access to their stored possessions;
2. food storage (dry, vegetable and frozen goods) 2000 cubic feet;
3. linen storage, 1600 cubic feet;
4. supplies, 1600 cubic feet;
5. recreational equipment, 1200 cubic feet; and
6. general, 2000 cubic feet.

J. Medical space. The facility may have a room set aside solely for medical purposes. There should only be equipment for the treatment of *minor* medical emergencies that can be handled by staff. Medical examinations should be conducted in this room. Youths requiring isolation for medical reasons should be confined to their own rooms, unless the situation is sufficiently severe to require the resources of a hospital.

The medical room should be equipped only for routine examination. If specialized support equipment (X-rays, dental equipment, for example) is necessary for treatment, the youth should be taken to a local hospital.

K. Bathrooms. It is suggested that each bedroom be provided with a vitreous china toilet and wash basin. Although these fixtures may be damaged more easily than metal, they are cheaper and, because they are common, more appropriate to normalization. The fixtures should be in a separate cubicle, adjacent to the bedroom, and have a curtain or door for privacy. In addition, there should be toilet facilities that open off the recreation areas.

Showers and baths should be provided at the rate of one fixture per three or four residents. Male and female residents should have separate facilities. Each fixture should be located in a separate cubicle. Sufficient hot water should be provided for each child to have a bath or shower every day. Drinking fountains should be provided in common areas.

L. Laundry facilities. In view of the brief duration of a juvenile's stay in a detention facility, it is suggested that laundry can be contracted out rather than consume staff time to supervise a laundry

room operation. However, in some settings, an available automatic washer and dryer might be convenient and not unduly burden either staff or residents handling personal laundry on an individual basis. Time, space, and sanitary needs in a particular facility should be balanced to determine whether laundry equipment should be installed.

### 6.17 Fixtures.

**Built-in fixtures such as doors, locks, and windows should be domestic in character and encourage normalization.**

#### *Commentary*

A. **Doors.** Exit doors to the facility should be of metal, with metal frames, of the heavy duty security type. All other doors, except those in bathrooms, should be of standard solid-core wood construction. Doors to toilets should be of standard metal construction. Bedroom doors may be provided with viewing panels. Bedroom doors should open into the bedroom to avoid expensive special locks required for outward opening doors.

B. **Locks.** Locks should be master-keyed so that it is not necessary for staff in the facility to be in obvious possession of a large number of keys.

1. Each bedroom door should have a simple latch lock on the inside. This may be used by the resident for privacy or protection. To permit staff to open the door, the lock on the outside of the door should be operable by a key which overrides the interior latch. Residents may also be given keys to lock their rooms. These would not open any other doors.

2. No locks should be placed on doors leading to:
  - a. recreation areas; or
  - b. general toilet facilities and bathrooms.

3. Locks should be provided in the following places:
  - a. doors to toilet stalls (these should be capable of being locked from the inside by a latch device with an exterior override keyhole for staff);
  - b. rooms with lockers for the deposit of personal effects should the residents not wish to keep them in their possession;
  - c. storage for knives and cutlery;
  - d. storage for records and other confidential material;
  - e. medication and medical equipment lockers;
  - f. evidence locker;
  - g. outside doors and gates; and
  - h. staff lockers and visitors' weapons lockers (police).

C. Windows. Each sleeping room should have a window at least one-twelfth the floor area in size. It should be fitted with a fireproof shade or curtains to control the light. The sill height and window shape should be domestic in character. To provide security against unauthorized departures from the facility without resorting to bars or screens, and in a manner which does not unnecessarily emphasize the secure nature of the residence, it is recommended that the building be air conditioned. If this is not possible, a window with opening units 1 foot wide, having a center pivot (6 inch opening on each side), can be used. This will not require bars or have the appearance of a security window.

D. Lighting. The lighting inside the facility should be decorative and conform to the style and design of a private residence. In sleeping rooms, there should be a central light fixture providing adequate general light and a more intense light for reading, writing, and craft work. There should be a light switch in the bedroom. Hallway lights and lights in other common areas may be kept at a low level of luminosity during the night.

E. Heating and ventilation. Some control of the heating and ventilation system should be provided within each sleeping room by providing operable window sashes or a ventilation panel.

F. Fire safety equipment and procedures. The advice of the local fire department should be sought to ensure optimum fire safety. The necessity or desirability of a sprinkler system, the type and placement of the extinguishers, and the need for an automatic alarm which can directly alert the fire department of smoke or excess heat in the facility, should be explored with the fire marshal even if not required by code. Every resident of the facility and all staff members should be regularly instructed in fire evacuation procedures. Fire drills should be held with sufficient frequency to insure that the instructions are understood. An adequate number of fire extinguishers should be available and staff members should be skilled in their use. There should be a sufficient number of emergency exits to allow rapid departure of all persons in the facility in the event of fire or other emergency. The emergency exits should be clearly marked.

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