

PROGRAMMING & DESIGN GUIDE FOR TRIBAL JUSTICE FACILITIES

This document was produced under cooperative agreement number 2017-C4-BX-K001, awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, and conclusions or recommendations expressed in this document are those of the contributors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

CONTRIBUTING AUTHORS:

B.J. JONES, DIRECTOR, TRIBAL JUDICIAL INSTITUTE, UND SCHOOL OF LAW

MICHELLE RIVARD PARKS, ASSOCIATE DIRECTOR, TRIBAL JUDICIAL INSTITUTE, UND SCHOOL OF LAW

PETER KRASNOW, FAIA, ARCHITECT

DANIEL RYAN, ATTORNEY

I. GETTING STARTED

Organization

The first steps in organizing a facility project are the establishment of a planning committee, appointment of a coordinator, selection of project staff, identification of authorizing authority, and finally choice of architect.

Establishing and operating successful projects begins with **three essential planning efforts**:

STEP ONE: NEEDS ASSESSMENT

- Provides systematic analysis
- Addresses gaps in what exists and what is desired
- Uses data to provide proof of deficiency and to meet projected future populations.
- Serves as a starting point for planning and implementation

STEP TWO: MASTER PLAN

- Analysis and recommendation for a facility
- Ensure tribal resources and consider potential budgetary needs.
- Criminal justice decision points
- Data and projections Legal and policy considerations
- Systems of sanctions and services

STEP THREE: Pre-Architectural Program Elements

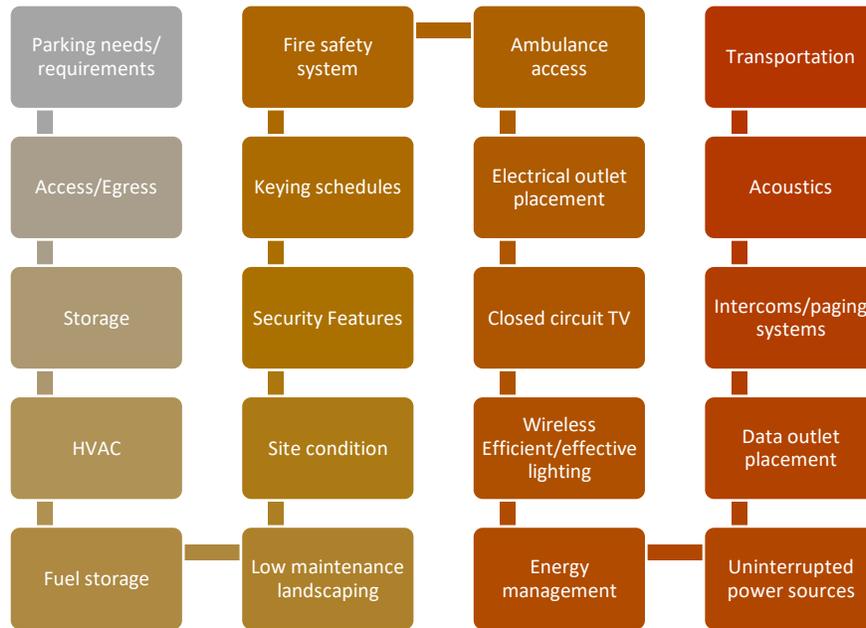
- Often no drawings are included
- Goals are outlined with the architect
- Development of building program
- Analysis of budget
- Setting preliminary schedule

In all of the above it is essential that the planning committee receive approval of the documents from the appropriate authorities before proceeding. Most often the appropriate approving authority will be the Tribal Council.

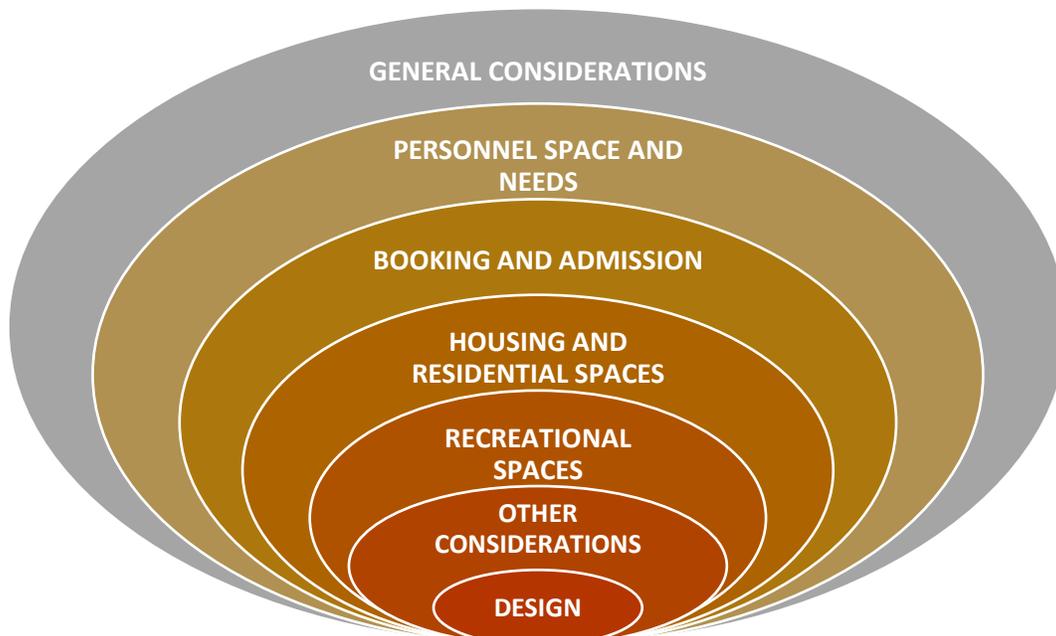
Note: It may also be helpful for planning teams to review design and construction guidelines published by the BIA <https://www.bia.gov/as-ia/ofpsm/dfmc/info>

II. PROGRAMMATIC CONSIDERATIONS TO INFORM FACILITY DESIGN

All of the facilities may have common items for planners to consider. Key Considerations Include:



The following overview of general considerations may vary depending upon whether the facility will serve as a correctional or detention facility, rehabilitation/reintegration residential facility, substance use disorder treatment or other tribal justice program facility.



A. GENERAL CONSIDERATIONS

Tribes should consider the potential population to be served by the project as well as whether the Tribe itself can contribute any resources to the project before starting the process of retaining an architect and assessing the physical needs. This may require obtaining input from all stakeholders who may play a role in the administration of the facility.

Perimeters and Vestibules

Secure, community residential facilities, and non-residential facilities all require some level of restricted access by means of perimeters and vestibules. Even in non-residential facilities, access signs are necessary to separate the public from staff as well as to keep other groups separate, e.g. Victims from perpetrators and friends. There are common elements to be considered for all. *Some of these are:*

- Location of controlled access zones
- Location and size of vestibules
- Restricted viewing from public
- CCTV Vestibules
- Remote controlled access to controlled access zones
- Monitoring and intercom equipment
- Vestibule Lighting

Mechanical Systems

These systems are varied depending upon facility size and environmental location. They support heating, ventilating, and air conditioning. Consideration should be given to how and where water, fire suppression, electrical, telephone, and data systems come into the facility. Thought should also be given to where the mechanical equipment is to be located, who is responsible for administering energy use, and if specialized equipment is needed. It is also important to consider environmental concerns such as mold and other environmental factors that may impact the project. It is suggested that return air ducts from all rooms be incorporated. Other environmental factors may include weather conditions, elevation considerations, the impacts of fluctuating temperatures on permafrost and ground stability, humidity, remoteness of the facility from service providers, as well as whether the facility will require regular maintenance and a budget to manage environmental factors.

Administrative Systems

Criminal justice facilities have a variety of administrative models often based on their type and size; however, they all share some common programming and design issues. These include:

- the functions and personnel in the facility
- communications with staff throughout the facility
- security
- access from public areas
- specialized equipment such as copiers, printer: inmate processing (fingerprints,

photos etc.) metal and contraband detection, and information technology systems.

B. PERSONNEL SPACE AND NEED CONSIDERATIONS

Staff Support

Providing for staff support including administrative and technical staff to ensure the proper administration of the building is essential to the efficient, effective, and safe operation of criminal justice facilities. Without adequate support for staff, facilities will suffer from low staff morale, high rates of turnover, and resultant operational deficiencies. Common considerations to all facilities are:

- Programming
- Number of Personnel
- Staff on site at one time
- Training Rooms
- Break Rooms/Areas
- Restrooms
- Storage/ Locker rooms
- Shower/ changing rooms
- Training types (lecture, skills, tactical training etc.)
- Training equipment

Central Control – Secure Facilities

Every Secure Facility must have a central control to ensure effective and efficient operations. Proper planning for a central control examines the security level necessary, staffing levels required, primary functions and secondary responsibilities assigned. Elements of the central control are:

- Vestibule access
- Buildings features equal to security level
- Operator workspace
- Communication systems
- Bulletproof glass
- Ease of control use
- Closed circuit television
- Enhanced lighting systems

Staff Work Station- Community Residential Facilities

Workstation design in Community Residential Facilities takes into account staffing levels, the number and functions of the workstations and their security needs. Restricted access should be ensured by use of enclosures. Frequently used controls and equipment should be easily reachable. Communication from workstation to other personnel must be provided. Cameras should be placed at doors operated from the workstation. Finally task related lighting should be installed.

Meeting Rooms

All facilities provide space for meeting rooms to accommodate interviews, staff sessions or large community gatherings. Meeting rooms should provide for appropriate furniture, privacy, visitor safety and communications.

Programs

Secure, Non-Residential and Community Residential Facilities all provide programs at different levels. However, all facilities should consider a number of similar issues when planning for programs. They include what programs are provided in-house, where the programs or services are provided in the facility, how culture may influence areas for program provision and what the storage needs are. Also, the tribe may consider the transportation to outside counseling, training or medical. Facilities should utilize appropriate furniture, promote area supervision without adding staff and provide communication items.



C. BOOKING AND ADMISSION CONSIDERATIONS

Understanding the current process of accepting inmates and clients into the facility is a critical component in ensuring that the facility meets the pending needs.

Admitting – Community Residential Facilities

Admission to Community Residential Facilities usually occurs after sentencing. Often the resident first appears at the facility directly from court. The admission process is informed by what staff are involved, where new residents enter the facility, if drug and alcohol testing is required, and need for separation of gender and age groups in the admitting area. Admitting areas should have:

- Maximized view of rooms
- Low Maintenance seating
- Workstation
- Printer
- Photo & Fingerprint area
- Storage for personal items

Booking Area – Secure Facilities

When planning for construction of secure facility is it is essential that a number of factors be considered to ensure an effective booking process some of these factors are:

- Law Enforcement Agency Use
- Admission/ Booking Hours
- Cells in area
- Drug and Alcohol Testing needs
- Number of inmates
- Gender or Age separation needs
- Number of Staff
- Waiting Area

Following analysis of the above, design issues may be addressed by the following:

- Maximized view of area
- Pre-booking area for paperwork

- Storage for active records
- Holding cells
- Secured storage for personal property
- Booking desk
- Photo & Fingerprint area
- Copier/ fax/ printer
- Medical observation rooms for withdrawal
- Dress in/ Dress out areas

D. PUBLIC SPACES

Public Lobby

Each type of facility includes a public lobby that is based upon their needs for interaction with the public. These lobby characteristics will vary among facilities based upon type and size, however they all present a number of similar programming and design issues such as:

- Screening requirements for items taken into facility
- Screening requirements for people entering facility
- Accessibility requirements
- Duress Alarms
- Lockers
- Restrooms
- Telephones
- Reception Area/Desk
- Drinking fountains
- Vending Areas/ machines

Reception Desk (Multi-use Justice Centers)

Non-residential facilities such as multi use justice centers will have a means for public reception. The primary method for achieving this is a reception desk. Design of a reception desk starts with an estimate of staffing levels and security needs. Staff efficiency is enhanced by designing controls and equipment that are easily reached. Reception staff should have communication devices, monitors, and devices to control facility access and egress where necessary.

Visiting

Secure and Community Residential Facilities will vary considerably in how and where family social and professional visits occur. Common issues will include the number of visitors permitted, type of supervision necessary, whether contact is permitted, and where the visitation will occur. The design issues that are similar for both are:

- Furniture
- Acoustics
- Accessibility
- Communication/CCTV
- Permitted activities/meals
- Staff supervision area
- Visitor safety
- Visiting room access
- Duress alarm
- Visual/auditory privacy issue



E. HOUSING AND RESIDENTIAL SPACE CONSIDERATIONS

Housing – Cell Secure Facilities

The types of cells in which inmates are housed are determined by the following factors:

- Number of cells
- Occupancy Storage needs
- Gender and age separation
- Design items to consider: Bed location
- Fixed or movable furniture
- Security-based materials
- View panels
- Security levels
- Electrical needs
- Location of workstation
- Communication from cells
- Plumbing
- Desks and seating
- Lighting types
- Food passes

Housing – Day Room Secure Facilities

The rooms are common areas in Secure Facility housing. Their design is based on:

- Type of supervision
- Type of function/ activities
- Classification levels
- Staff Workstation
- Gender or Age Separation
- Number of floors

Security can be addressed by providing for direct sightlines, creation from “out of bounds areas, and staff means to summon assistance. Showers should be individual with drying areas and 3/4 door or curtain between shower and day room. Lighting that maximizes natural light but maintains security and variable lighting levels should be utilized. Use of an officer workstation should be considered to provide audio cell monitoring, door control, paging, and telephone and television control.

Housing- Sleeping Room Community Facilities

Community residential facilities can vary significantly in the type of sleeping rooms used by residents. Types of sleeping rooms such as individual room or dormitory style, whether multiple occupancy, what items residents may keep in their sleeping rooms, and what separations will be for gender and age are all to be considered. Provisions for furniture, bedding, seating, lighting, view paneled doors, as well as the HVAC system will also need to be included

Housing- Common Areas Community Residential Facilities

Community Residential Facilities may vary significantly in the type of common areas used by residents. Who will be using it, how will it be supervised, and what activities will occur there are some of the areas that will need to be addressed. Considerations will include:

- Efficient functional layout
- Acoustics

- Appropriate furniture (both comfortable and low maintenance)
- Janitor closets
- Effective supervision
- Monitors/intercoms
- Showers and toilets
- Coordinated lighting
- Telephone needs
- Electrical service
- TV reception connections
- Plumbing system

Health Services

Secure and Community Residential Facilities provide health services at various levels depending on the size, mission and policies. For example, in some Community Residential Facilities there are no services provided because residents are expected to seek them in their community. However, where services are provided in both types of facilities there are a number of common issues:

- Services in the facility
- Requirements for medical, mental health, and dental treatment
- Specimen collection
- Medical exam area
- Sweat Lodge
- Services in community
- Medication storage
- Medical waste management
- Specialized equipment
- Medical record storage

Food Service

Both Secure and Community Residential Facilities by the nature of their functions provide food service to their inmates/residents as well as staff. A number of issues need to be assessed in the design stage of the project. They include:

- Where inmates eat
- How food deliveries are made
- Food Preparation
- Need for CCTV cameras
- Need for food carts
- Type of utensils
- Storage needs
- Need for controlled access
- Need for duress alarm
- Need for shelving

While the items identified above are essential for effective food service, the list is not exhaustive.

Laundry

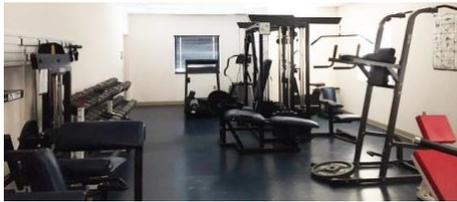
Provision of laundry service is a primary function of both Secure and Community Residential Facilities. The details of what is provided are often a function of the size of the facility. What items are laundered, where laundry activities take place, if personal clothing is worn by residents/inmates, should all be assessed. In addition, if laundry services are in the facility such items such as floor drains, non-slip floors, industrial or commercial equipment, and areas for sewing, mending and ironing should be provided.

F. RECREATIONAL SPACES CONSIDERATIONS

Indoor Recreation

Both Secure and Community Residential Facilities provide indoor recreation for inmates/residents. The pre-architectural program should address such needs as; what type of activities are provided, what type of exercise equipment will be used, and gender separation. The following issues should be provided for in the design stage:

- Materials are durable
- Maximize natural light
- Provide acoustical materials
- Materials are easy to maintain
- Use of various light levels
- Contraband control



Outdoor Recreation

Secure and Community Residential Facilities may provide for outdoor physical activities. Visiting, cultural programming and other activities may also occur in these areas. Planners should consider what programs will be provided, whether the space is multi-use and how climate affects the area. Design items may include:

- Fencing
- Seating
- Staff communication
- Night lighting
- Drinking water supply
- Security
- Sight lines
- Restroom



G. OTHER CONSIDERATIONS

Receiving Supplies

Because of the nature of their functions, issues relating to receiving and storage of supplies relate primarily to "Secure Facilities" and "Community Residential Facilities". In addition, provision should be made for trash removal by use of compactors and separate collection bins for recycling efforts. In order to have efficient procedures, the following should be assessed:

- Frequencies of deliveries Types of supplies
- Need for covered delivery area Need for ramp
- Types and size of trucks Size of deliveries
- Need for loading dock Need for vestibule

Court Specialty – Non Residential Facilities

Courts are essentially a specialized type of meeting and office environment. The number and type of court rooms to be provided, the number of people accommodated in the well of the court room, and special provisions (if any) for in-custody defendants will need to be considered. Where private conferences will be held, any separation of witnesses, victims, and defendants will need to be considered as well. Determination if any video conferencing or video court including administrative parole or probation hearings will be accommodated. Design elements will include:

- Public Seating
- Location of court security Inclusion of CCTV Location for legal representatives Exhibit storage Location of in-custody defendants Bench equipment
- Telephone, electric, and data outlets
- Duress alarm
- Furnishings, equipment for jury deliberation room
- Jury access to non-public restrooms
- Witness waiting area Restricted public access
- Actuated door bottoms for sound proofing
- Wall and ceiling insulation “channel sound proofing” methods
- Emergency exit for Judges
- Kevlar sheeting in walls for appropriate danger areas
- Positioning exterior windows high on walls in danger areas



III. CULTURAL CONSIDERATIONS

Culture is the wisdom, traditions, and transmitted values that bind people together from one generation to the next. Individuals are not just the products of cultures but also participants who can bring about change. Treatment and services for clients served that are based on sensitivity to race are known as culturally directed. Treatment without cultural consideration has been shown to have limited effectiveness.

Programs that are solely modeled on Western theories may not work for individuals whose cultures differ from Western outlooks. Many Tribal communities traditionally have seen the proper response to crime as healing which leads to the successful return of offenders to the community. Collaborations that utilize federal, Tribal, state, and local partners to design programs that integrate Western and Native American modalities are recommended. Planning for programs that are built into the process from custody through eventual re-entry into the community is essential. As part of these programs Criminal justice facility planners should consider the inclusion of Tribal cultural aspects in the project. Some of those items are:

- Geometric shapes
- Building orientation
- Representations of plants
- Appropriate symbols
- Appropriate materials
- Appropriate colors
- Historical symbols
- Cardinal directions
- Land forms
- Representations of animals
- Appropriate textures
- Natural light
- Clan representation
- Use of native plants

