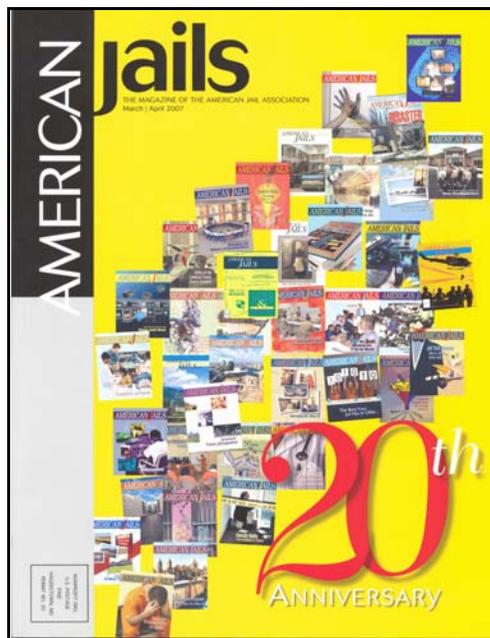




Justice Concepts Incorporated

Specializing in Criminal Justice Facility and Program Planning

*Article on how to reduce the cost of jail construction
by Allen Beck, Ph.D., Principal of JCI
in the March/April, 2007 issue of American Jails*



**An Evolutionary Step in Direct Supervision Jails:
Organizational Culture, Design, and Costs
of the Falkenburg Road Jail**
by Allen R. Beck, Ph.D.
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Introduction

Although not widely discussed, direct supervision jails vary in organizational culture, design, and construction costs. The Falkenburg Road Jail takes the concept of direct supervision to the next level of functioning. Although the Falkenburg Jail shares many common elements with other direct supervision jails, it has a number of important differences. First, it involves a positive culture of staff and inmate management that is more highly refined. Second, the assignment of inmates is not based on the traditional maximum, medium, minimum custody classification schemes found in the majority of the nation's jails. Third, its facilities are more refined architecturally to support direct supervision. Fourth, the facilities cost much less to construct.

The Falkenburg Road Jail is part of the Hillsborough County, Florida jail system. The system is operated by the Hillsborough County Sheriff's Office of which David Gee is the Sheriff. The Detention Services Commander is Colonel David Parrish. Colonel Parrish is past President of the American Jail Association (AJA), past Board Member and Treasurer of the American Correctional Association (ACA), and current member of the National Institute of Corrections (NIC) Advisory Board appointed by Attorney General Ashcroft. The Hillsborough County jail system is accredited by ACA, Florida Corrections Accreditation Commission (FCAC), and National Commission on Correctional Health Care (NCCHC).

The jail system consists of two jails (Orient Road Jail and Falkenburg Road Jail) and a work release center. In 2005, the average daily population of the jail system was 4,637. Overpopulation of the jail system has necessitated planning for expansion of the Falkenburg site.

Overview of the Falkenburg Road Confinement System

The Falkenburg Road Jail is different from other direct supervision jails in California and other states. These differences include the following:

- The basic configuration of the Falkenburg Road site is a nine to one ratio of housing units:
 - Nine units containing four 64-bed dormitories (256 beds per unit) for a total of 2,304 beds.
 - One unit (called a "confinement unit), containing 256 beds divided into separate pods similar to one-person per cell direct supervision pods which restrict the amount of out-of-cell time.
- Ninety percent (90%) of the inmates are housed in dormitories. These dormitories are different from traditional dormitories in that they have been refined in design and operation through staff input and experience over several phases of construction. The nuances of the design are important and should not be discounted without an understanding of how the designs are integrated into the system of inmate management.
- Cost of the dormitories is a fraction of the traditional direct supervision housing units in which inmates sleep in one or two-person cells.

- What makes the Falkenburg Road Jail work is the organizational culture and relationship of facility design to support inmate management. Staff culture is different than in traditional direct supervision jails. Refinement of the organizational culture involves an extensive attention to development of constructive habits, attitudes, beliefs, and expectations in managerial staff and line staff. Training is extensive, staff communication is markedly different, approaches to interacting with inmates is constructive and infused with positive expectations, staff supervision reinforces the role of the correctional officer as a behavioral manager, and policies are supportive. As a result, staff motivation is more intrinsic than extrinsic.¹ Also, staff retention is better than in most jails.
- The Falkenburg Road Jail establishes expectations for good behavior in the newly arrived inmate beginning at the point of intake into jail. Both the design of the facility and ways that inmates are treated reinforce high expectations for good behavior. Those expectations are reinforced throughout the inmate's stay in a number of ways, such as the way information about concerns important to inmates is communicated, how visitation is arranged, how the routine in the dormitory is established, and how staff immediately respond to unacceptable behavior.

Evolution of the Falkenburg Road Jail- How the Design Developed

When the Orient Road Jail opened in 1990, with a capacity of 1,711, it was the largest direct-supervision, podular jail in the country. The facility was modeled after the Contra Costa direct supervision jail. The facility complex contains both general population housing and confinement units. Each general housing unit is designed with two tiers and a rated capacity of 64 inmates. There two confinement (lock-down) units employ a single-cell, high-security podular configuration. The units have a rated a capacity of 56 inmates each.

In 1993 the first iteration of the Falkenburg Road Jail opened using modular housing units/trailers. These units were joined and the interior walls removed to create direct supervision dormitories of 64 beds each. The modular units were taken out of service in 2003 during the second addition of permanent dormitories to the Falkenburg site.

The first permanent dormitories opened at the Falkenburg site in 1998. Their design was based on the experience of operating the Orient Road Jail and the modular housing units. The design team, which included detention staff and an architect visited several jails to examine dormitories. In addition, detention deputies who worked in both the Orient Road Jail and the modular units were queried to obtain their ideas about how various design concepts and furnishings would work.

In 2003, the Falkenburg site was expanded. During the design of the new dormitories, staff were again queried so as to benefit from the lessons learned in operating the dormitories opened in 1998. Although no major design changes occurred, there were refinements. The general appearance of the site is shown in Exhibit1.

¹ Intrinsic motivation involves positive appreciation/identification with the job, whereas extrinsic motivation involves behavior that is propelled by the carrot and stick. Of the two approaches to staff performance, extrinsic motivation produces higher levels of output, work quality, and job satisfaction. (Alfie Kohn, *Punished by Rewards*. New York: Houghton Mifflin Company, 1999)

Exhibit 1. Aerial View of the Falkenburg Road Site



The Falkenburg Road site is composed of eight general population housing units, each with four 64-bed dormitories and four 64-bed, single-cell confinement units. The site also has two 50-bed infirmaries, inmate programs building, administration building, and storage areas. All custody levels of pretrial and sentenced inmates are housed at the facility.

During the evolutionary expansion of the Falkenburg Road Jail, a number of design principles emerged, including the following:

1. The two-tiered configuration layout used in the Orient Road Jail was dropped.

Experience indicated that this configuration created a sight-lines barrier that diminished the ability of detention deputies to maintain close, direct supervision.

2. A time-out room is provided in each dormitory.

The time-out room is about the size of a small cell that has a concrete bench and windowed door. The detention officer can place an inmate in time-out as a management tool for dealing with disruptive inmates for a period of up to two hours, but cannot be used for housing.

3. Confinement cells (single-cell lock-down) units are provided as management tools.

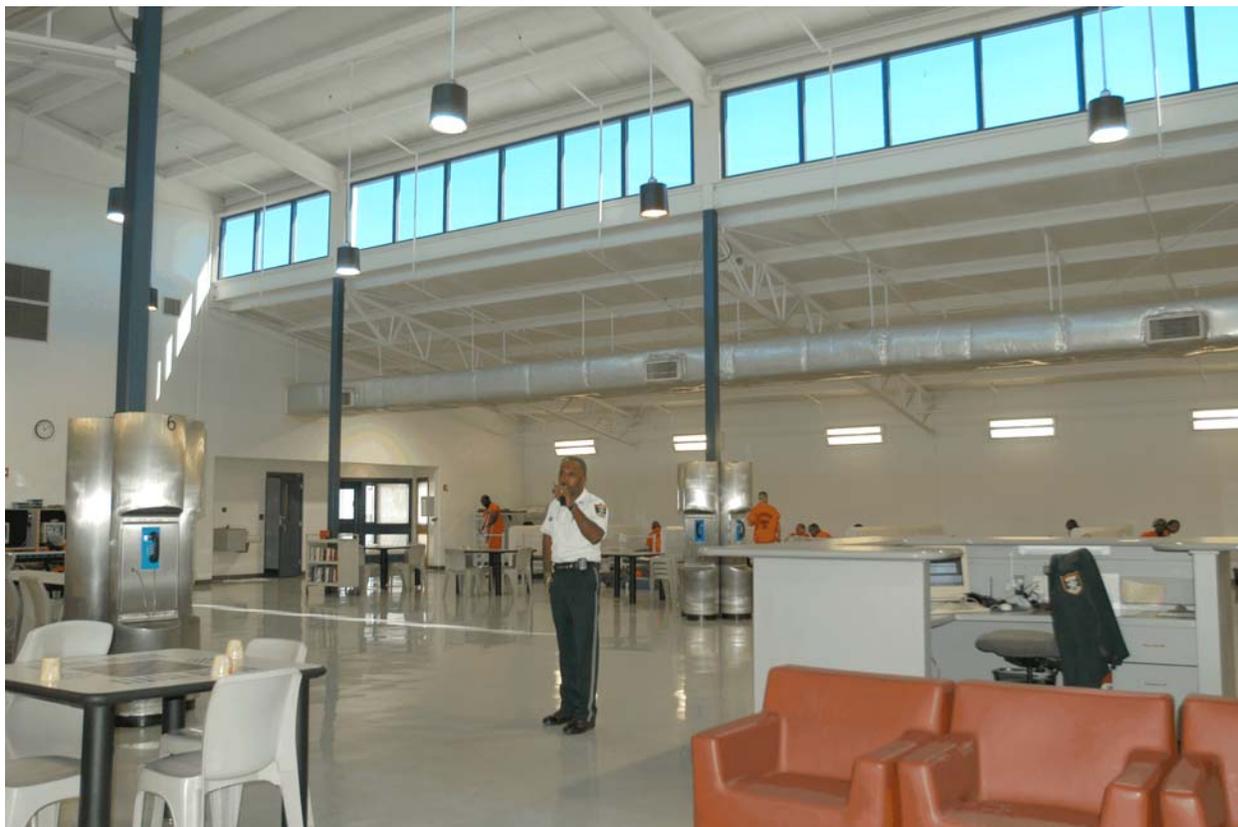
Ten percent (10%) of the bed space is designed as confinement cells. These cells house special management inmates, e.g., disciplinary confinement, administrative confinement (serious mental health issues, very serious sex offenders, etc.), and protective custody. The confinement cells are located in a central building that is conveniently accessible from the dormitories.

4. Each dormitory has three video visitation stations.

Outside visitors enter an administration building located on the jail site and are directed to a video visitation room located immediately behind the reception desk. The room is situated with microcomputer (PC) based video cameras and monitors (inexpensive off-the-shelf variety) that are contained in visitation carrels (similar to study carrels in university libraries). The video cameras are linked to cameras and monitors in the dormitories.

Exhibit 2 shows the openness of the dormitory and ease of observation within the unit.

Exhibit 2. View of a Dormitory Looking Toward the Entry Door



The two vertical metal fixtures attached to the poles are phone stations. This is part of the dayroom area in middle of the dormitory. The officer's work station, located at the right, is used intermittently during the day and evening.

Exhibit 3 shows a different view of the dormitory. The exercise area is behind and to the right of the detention officer. At the right in the photograph is the exercise area which the officer can

open at various times of the day. Access to the privileges of recreation, telephone, and television are controlled by the detention officer and used as management tools. For example, access is granted when the dormitory is clean and orderly.

Exhibit 3. View of the Dormitory Looking Towards the Exercise Area and Beds



The inmates, in orange uniforms, are sitting on their beds, which are situated around the walls. The beds are placed in clusters of four and separated from the adjoining cluster by a short wall. These walls are sufficiently tall to provide separation, but not so tall that observation is obscured.

A design element apparent in these pictures that reduces construction costs is the high ceilings which incorporate standing-seam metal roof with exposed insulation. This feature reduces noise without need for more expensive sound-deadening materials.

A Culture of Positive Management

The heart of the Falkenburg Road Jail is a culture of management that is more refined than the traditional direct supervision management regimen. Some of the unique features of this culture include the following:

- 1. Principle: The detention officer is the gatekeeper for all communication within the dormitory.**

Features: Inmates only communicate with the detention officer assigned to the dormitory. They are not invited or encouraged to communicate with the officer's immediate superiors. Jail policy and practices, also, have established an expectation that the detention officer's

supervisors are not expect to communicate with inmates unless there is a specific purpose. The communication is than made with knowledge and coordination of the detention officer.

Rationale: The underlying key to managing behavior in the dormitory is the ability to control communication between inmates and staff and the control of access to behavioral options. Close engagement of the detention officer through interaction and observation establishes the officer's position at top of the social control pyramid, rather than allowing inmates to create their own social hierarchies. Any barriers that interfere with the officer's ability to maintain close engagement, weakens his/her social control position.²

Close communication also provides greater opportunity for inmates to readily and informally communicate about issues of living in the dormitory.³ This sets up an expectation for positive communication that humanizes the dormitory environment. Such humanizing reduces interpersonal distance, and thereby, lowers the potential for hostility between inmates and detention officers.

The perception of social isolation is further reduced by the placement of a video camera in the unit, which provides continuous monitoring of the unit by staff at a remote location. The detention officer also has a hand-held radio which provides an immediate voice link to the central monitoring unit.

Although the concept may not seem important to the casual observer, the emphasis in dormitory supervision is on management, rather than stern, authoritarian control.⁴ This is more than a philosophical difference. Social research has found that authoritarian control creates social distance and raises the tendency for hostility and passive aggressive behavior to arise in normal business environments. If that can occur in normal business environments, then the effects of stern authoritarian control is likely to be magnified in the in the jail environment. This is not to say that the detention officer should relinquish authority, rather it implies that his/her role should be that of a manager who interacts, controls communication, and sees that inmates receive the options appropriate to their behavioral choices. For example, if an inmate decides to openly express anger, the detention officer can request that the inmate cool off in the time-out room or be removed to a confinement cell.

The differences between authoritarian control and inmate management are often subtle. For example, placing the officer's work desk on a raised platform, visually conveys an air of authoritarianism, whereas leaving the desk on the floor avoids that perception. Similarly, sitting or standing behind the officer's desk for long periods creates a barrier associated with authoritarian behavior.

² The use of cells in the traditional direct supervision pod reduces the ability to closely monitor inmate interaction. For example, inmates are usually sent to their cells to take head-counts. Often the practice evolves into sending them to cells for other purposes and/or of leaving them in the cells for longer than needed to take counts.

³ The detention deputies are trained not to become personally involved in the lives of the inmates and their families.

⁴ The Code of Ethics for Detention Deputies, emphasizes such aspects as maintaining "A positive demeanor when confronted with stressful situations...and supervising inmates in an evenhanded and courteous manner." (Hillsborough Sheriff's Department Field Training Program, p.5).

2. Principle: Training should establish a “positive culture” of direct supervision.

Features: In the late 1980's, prior to setting up the Orient Road and Falkenburg Road jail facilities, the National Institute of Corrections (NIC) technical assistance services provided training in direct supervision methods to detention deputies, their supervisors and higher level jail managers. Later, as part of the initial training at the Falkenburg Road facility, all supervisors (sergeants and corporals) were assigned to manage a 48-bed dormitory in the temporary modular (trailer) jail 60 days. About 100 staff were trained by cycling the them through the dormitories. After the initial training, rotation of supervisors was unnecessary because new supervisors were drawn from the pool of trained detention deputies.

Other features of the training included:

- Revision of academy training curriculum to include more intensive training on the nine (then eight) principles of direct supervision.
- Shadow training in which a new officer follows a experienced detention officer for five (5) weeks.
- Field Training Program of eight (8) weeks duration.
- Support staff and civilian employees were also familiarized in special training sessions with the concepts and practices of direct supervision.

Rationale: The training of supervisors helped them develop an appreciation for the nuances of managing inmate behavior in dormitories. An inherent teaching point is that the position of the detention officer in managing inmates is affected by how his or her supervisor supports the officer and avoids breaking the communication link between the inmate and detention officer.

In order to thoroughly establish effective habits, attitudes, and beliefs that are supportive of effective inmate management, an extended exposure to principles, positive attitudes, and practices is necessary. The duration and nature of this training is not usually found in other direct supervision jails. Such training is required to offset the conventional, “free-world” beliefs and expectations that new hires bring into the correctional environment about such aspects as behavior management, anger control, punishment, and offenders. Because habits, attitudes, beliefs and expectations are involved, the training must do more than teach concepts and mechanics of enforcing rules.

The familiarization of support staff and civilians conveys the message that direct supervision requires the support of all staff by their words and actions. In this manner the attitudes, beliefs, and expectations (i.e., the organizational culture) were oriented as a way of life in the Falkenburg Road Jail.⁵

As in most organizations that strive to develop a new culture, a few staff “self-selected themselves out” – they resigned or sought other positions in the Sheriff’s Department. This should be expected and is desirable when a jail is seeking to change its philosophy and ways of managing inmates.

3. Principle: The philosophy of operation must be integrated through all levels of the organization

Features: All levels of staff are expected to exhibit positive management practices when dealing with other staff, as well as with inmates. The philosophy of positive management is also reflected in formal and informal personnel policies for staff, as well as in guidelines and rules for inmates. Input for change is also accepted from all levels of the organization.

⁵ Training is the same at both the Orient Road Jail and Falkenburg Road Jail, only the facility design differs.

Rationale: One of the key tenets of developing a constructive organizational culture is that the behavior of top management affects performance at all organizational levels. Culture change cannot be maintained if top managers demonstrate behaviors that are contradictory to the behaviors expected of middle- and line-level staff. For example, a detention facility administrator cannot act in an authoritarian-arbitrary-coercive manner and expect lower level staff to behave differently. That is why commitment begins at the top of the organization and works its way down. Hollow messages of “do as I say, not as I do” will quickly be detected by subordinates. Commitment in the Hillsborough jail system is also demonstrated through integration of the management philosophy in the organization’s code of ethics, written policies and procedures, and training.

A Different Approach to Inmate Classification

The development of the Objective Jail Classification (OJC) system by the National Institute of Corrections represented an important step forward in the evolution of inmate management.⁶ However, the system contains several flaws that reduce its effectiveness and utility.

1. The OJC fails to take into account the jail environment.

Since violence in the committing offense is given major weight in the OJC, many jail administrators assume that the instrument predicts dangerousness in all jails. What users of the instrument fail to recognize is that situational factors within a jail may have as much or more effect on inmate behavior than items in the OJC rating scale, such as violence in the arresting offense. In a 1991 study of prison violence, the researcher found that

“there were significant situational predictors of each type of aggression. Violence toward staff was most likely to occur in areas where inmates were engaged in unstructured activities; inmates were more likely to be alone when acting aggressively toward staff. Violence directed at other inmates occurred wherever inmates were allowed to congregate...”⁷

The Falkenburg dormitories control for these situational factors. Inmates are not left in unstructured, unobserved situations that would allow social and communication distances to develop. The dormitory design reduces those distances even further by eliminating the single and multiple-bunk cells that comprise the sleeping areas in traditional indirect supervision jails.⁸

⁶ The author, Dr. Allen Beck, worked for one of the two consulting groups that developed the Objective Jail Classification model for NIC. He, also, was director of the diagnostic program for the Georgia Department of Corrections. During his tenure in that position he obtained grant funds to establish a computer-based diagnostic program that identified custody and treatment needs of prison inmates.

⁷ Steinke, P. *Using Situational Factors To Predict Prison Violence*. Journal of Offender Rehabilitation, Vol. 17, Issue 1/2, 1991, pp. 119-132.

⁸ In the traditional indirect supervision design, inmates sleep in cells, which are open during the day. Depending on the preferences of the jail administrator and architect, the cells may be designed with one to six beds. The placement of inmates in cells reduces the ability to closely monitor inmate interaction. For example, inmates are usually sent to their cells to take head-counts. Often the practice evolves into sending

2. There is a lack of uniformity in definitions of custody levels between jails.

The concepts of Maximum, Medium, and Minimum Custody are not uniformly operationalized between different jails. The treatment of a maximum custody inmate in one jail is often not the same as in another. For example, maximum custody, has been interpreted to require that maximum custody inmates be escorted by two officers and be placed in restraints when being moved within the jail perimeter. However, this interpretation has not been applied consistently across jails.

Another major difference is found in the operational definition of medium custody. The traditional design of a medium custody housing unit involves a day room with 32 to 64 multiple occupancy (2 to 6 beds) cells arranged around the back and one or more sides of the room. Some medium custody units have the officer's post within the day room (direct supervision). In other jails the officer is placed in a secure control room outside of the medium custody housing unit. In this "indirect supervision" design, the officer may be looking into several housing units which are arranged around the control room. In both situations, the same OJC classification instrument has been used to assign inmates to medium custody. However, the behavioral outcomes are often very different. In the direct supervision pod the officer more closely controls the social environment. In the indirect supervision unit, the officer serves as more of an umpire to move inmates when problems occur. The indirect supervision unit is "cheaper" to staff but it controls less of the jail environment and, thereby, creates more situational opportunities for problems to develop. Thus, it can be argued that behavior control for most inmates is not as much a function of the OJC, as it is the result of the design of the housing area and involvement of the officer.⁹

3. The OJC leads the user to anticipate high levels of predictability.

The title "Objective Jail Classification" is misleading. In practice, the instrument is assumed by many jail administrators to be predictive. However, ability to predict misconduct is very low. For example, the Tactical Action Control Team (TACT) which is designed to respond to major disturbances has never been called out in six (6) years in the Falkenburg Road Jail. If the OJC were applied to this population, many of the inmates would have been classified as maximum and medium custody inmates. As it is, about 90% of the Falkenburg jail population is housed in dormitories. (This population does not differ from the population housed in the other Hillsborough County direct supervision facility, the Orient Road Jail.)

The perception of accuracy is distorted by the vigorous and self-fulfilling manners in which the OJC is traditionally applied. During the intake process, inmates have their criminal histories examined, they are interviewed, and are assign an initial classification. Several weeks later, they are reclassified. One of the weaknesses of this two-step process is that inmates classified as maximum and medium custodies will not be given an opportunity to demonstrate that they can function in a dormitory. Only inmates who score as minimum custody in the initial classification will be placed in dormitories. Thus, the effects of overclassification are not readily detected and the jail administration assumes that the OJC operates effectively. This process of reclassification also tends to breed classification systems with multiple levels within a classification category, so that reclassification can

them to cells for other purposes and/or of leaving them in the cells for longer than needed to take counts.

⁹Old linear-design jails have housing units aligned down hallways. This configuration has been found to create dangerous environments for both inmates and officers who must occasionally enter the units. There is not much debate about the impact of linear design on inmate behavior.

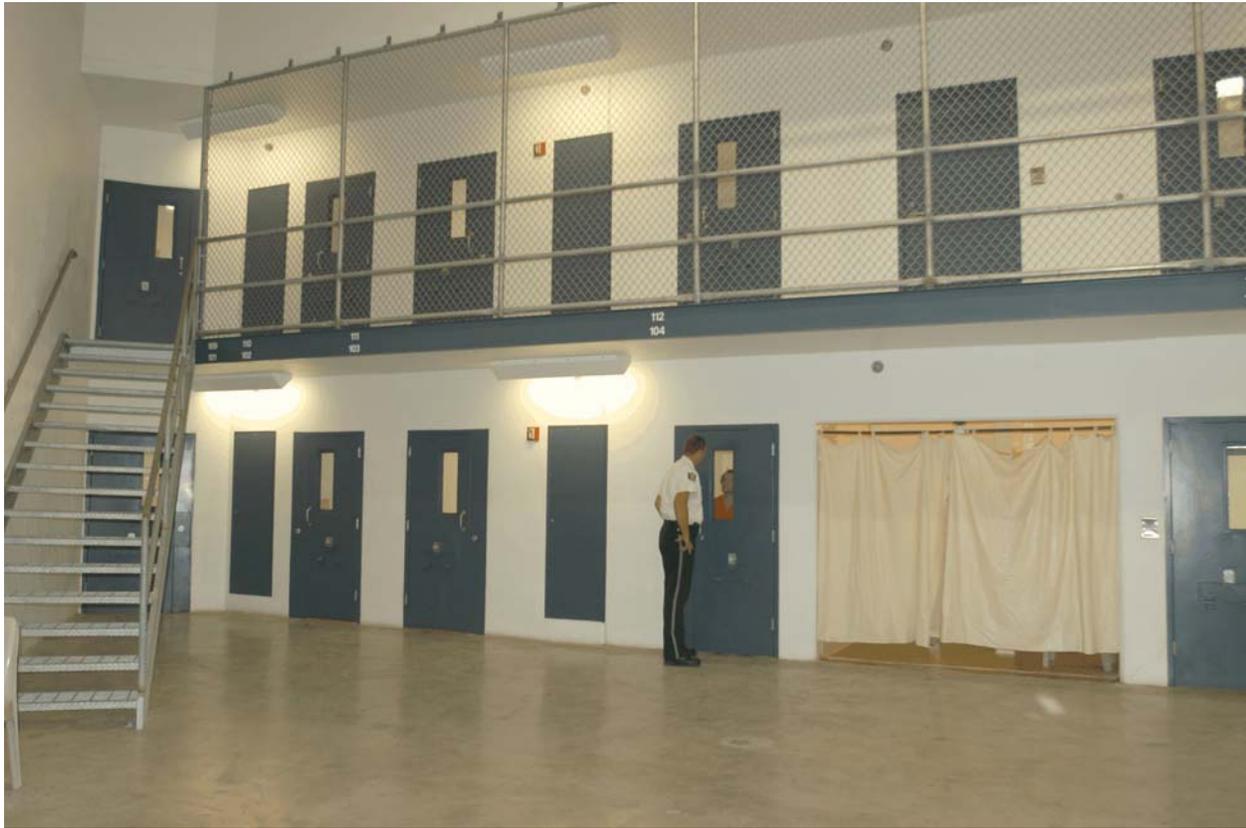
step-down/reduce an inmate within a single range. For example, a medium custody inmate may be stepped-down from high medium to low medium custody.

The ability of any instrument(s) to predict inmate behavior in different types of jail environments is “fair” at best.¹⁰ Dependence on the OJC is part of the correctional culture that reflects the axiom that “people tend to act and behave in accord with the truth as they believe it to be, not as it is in reality.” If jail administrators believe that the OJC is accurate, they will influence architects to build jails that contain a certain percentage of maximum, medium and minimum custody beds (based on study of the composition of those classifications in their existing jail populations). This rationality, then, becomes circular: “Because we have spent so much money building expensive beds, we must have been justified in doing so—The OJC indicated that we should do that.”

The Falkenburg Road Jail has two levels of custody classification: “general population” and “confinement.” These terms are purposefully used to differentiate this classification philosophy from the OJC. The general population, which composes about 90% of the inmates, are housed in dormitories. The remaining 10% are housed in traditional, single-cell maximum security housing. Exhibit 4, shows one of the confinement units in the Falkenburg Road Jail.

¹⁰ The customary rationale for using a classification instrument is “does it perform better than judgement alone?” This does not mean, “Is it highly accurate?” This rationale also fails to take into consideration, “Does the instrument predict consistently across all jail designs and with different kinds of inmate supervision (jail environments)?”

Exhibit 4. View of a Confinement Pod



Confinement inmates include those who known to be major gang members, persons who need protection from others, persons having serious psychiatric problems that are not controlled by medication, and inmates who have demonstrated serious acting-out behaviors in the dormitory. Unlike the OJC rating system, Falkenburg classification decisions do not automatically give heavy weights to current or past arrests for violent offenses; rather those decisions rely heavily on institutional behavior.

This classification system encompasses the infirmary as well. The infirmary contains dormitory-style general population beds and a few security beds.

Exhibit 5. The Falkenburg Road Jail Infirmary



The design of the infirmary provides an open room partitioned with four-foot high walls. Down the right wall of the infirmary, partially visible in this picture, are ten single-bed rooms having negative air-flow for inmates with contagious, air-borne diseases. There are also ten single-bed rooms along the left side of the unit for other classification considerations.

Facility Construction Costs

A few of the cost saving features of the Falkenburg Road Jail include the following:

1. Dormitory-style direct supervision eliminates the cost of separate cells.

Since dormitories do not include cells, the need for floor to ceiling walls, sliding or heavy metal doors, separate lavatories and toilets, are eliminated. The Falkenburg dormitories centralize toilets, lavatories, and showers. These fixtures are not detention-grade, i.e., heavy-duty stainless steel, but are standard grade, i.e., porcelain sinks and toilets. The use of “detention-grade” fixtures symbolizes an expectation that inmates will mistreat the jail. This is not the case in the Falkenburg Road Jail.

2. Low-cost, durable furniture is used in dormitories.

Traditional non-direct-supervision housing design typically requires heavy-duty detention furniture. Also, many new direct supervision jails have been designed with heavy-duty stainless steel furniture (tables and attached stools, etc.). This conveys the feeling of a hardened living area in which misbehavior is implicitly expected. The Falkenburg dormitories contain low-cost furniture, suitable for high volume use, that avoids the environmentally cold feeling of stainless steel.

3. Pre-cast construction of walls is employed.

Construction costs are reduced by using precast walls. The initial Falkenburg Road dormitories had walls that were cast on-site. However, quality control could not be uniformly maintained and some bubbling of exterior surfaces was found. Now the walls are cast off-site under more rigidly controlled conditions and trucked-in. This form of construction is also faster. The outside appearance of a dormitory is shown below.

Exhibit 6. Exterior View of a Dormitory Unit



In 2003, an expansion of the Falkenburg Road Facility was completed. This expansion included 1,536 dormitory beds, 100 medical beds, and several other structures. Table 1, on a following page, shows the various costs of expansion. The table shows only 1,024 dormitory beds, however, the County later exercised an option for an additional 512 dormitory beds. The third column of the table shows only construction costs. Since site development and other costs, such as general contracting fees, and contingency costs, are more likely to vary from county to county, the third column provides the most useful information.

This table shows that the cost per dormitory bed was \$13,080. Not shown in the table is that confinement units, which were built in an earlier expansion, are about three times the cost of dormitory beds. (Note in the table that the abbreviation, G.C., stands for General Conditions, which is a general category that covers aspects of project work not covered in design and construction costs. Examples of G.C. include permitting and construction site set-up, such as temporary power to site—also known as mobilization.)

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In order to put the costs in Table 1 into perspective, a general rule of thumb of 5% construction inflation rate per year can be applied for California.¹¹ Nationally, the rate is about 3% per year.¹² The inflation rate for a particular type of facility will be influenced according to the types of trades and materials involved in the construction.

¹¹ The Engineering News Record (ENR) indicates that the construction cost index (a measure of inflation rate) in the Los Angeles Area increased by 13.8% from December 2003 to December 2005. On an average this would amount to 6.% per year. However, the annual rate is not consistent. The increase from December 2003 to December 2004 was 8.8% and the increase from December 2004 to December 2005 was 4.6%. Only a 1% increase was detected from September 2005 to September 2006.

¹² The ENR has calculated that the construction cost index for 20 cities across the nation was 3% from September 2005 to September 2006. The cost of steel rose 13.6% during that time period.

Table 1. Falkenburg Road Jail Expansion Costs (2003 Costs)

(1) Item	(2) Sq. Ft.	(3) Contract Amount * Shows only construction cost for buildings	(4) Cost per Sq. Ft. of Construction	(5) Total Cost (with G.C., Site & Contingency)	(6) Total Cost (with G.C., Site & Contingency /Sq.Ft)
Design fees & cost		\$1,300,000			
Bonds & insurance		\$677,220			
Indemnification		\$50			
Contractors fees & cost		\$987,214			
General Conditions		\$1,325,513			
Contingency		\$2,150,000			
Site Work		\$5,016,488			
4 Dormitory Buildings (1,024 beds)	153,114	\$13,393,540 *	\$87	\$19,838,093	\$130
Medical Services Bldg (100 beds)	52,516	\$4,503,851 *	\$86	\$6,714,244	\$128
Programs Building	29,848	\$2,225,602 *	\$75	\$3,481,901	\$117
Services Building	30,531	\$1,880,315 *	\$62	\$3,165,362	\$104
Total	266,009	\$33,459,793	\$77	\$33,199,600	\$119
Dormitories cost/bed (1,024 beds)		\$13,080		\$19,373	
Medical Building cost/bed (100 beds)		\$45,039		\$67,142	
Dormitories & Medical Building cost/bed		\$58,118		\$86,516	

Conclusion

The Falkenburg Road Jail is more than a low-cost facility. It represents an evolutionary step in jail philosophy and practices. In order for the system to work, a jail must develop a positive culture of management that reflects commitment. This commitment begins at the top and is integrated through all levels. All staff, whether administrators, staff supervisors, detention deputies, support staff, or civilians are trained. The code of ethics, policies and procedures, and informal practices have been oriented to support the concepts of positive management of staff and inmates. The inmate management system also takes into account that traditional methods of inmate classification usually assign higher custody levels than required in well-managed dormitories. The design of facilities has evolved to more highly support the positive management of inmates by removing barriers to observation and interaction and providing behavioral tools. Collectively, the elements of this positive culture have supported the development of jail facilities that are much less costly, high in safety for inmates and staff, and more pleasant to work in.