

***Centralized Justice in Middletown USA : A Study of
Administrator's Experiences and Staff Member's Attitudes Who
Work Within a Contemporary Justice Center***

By

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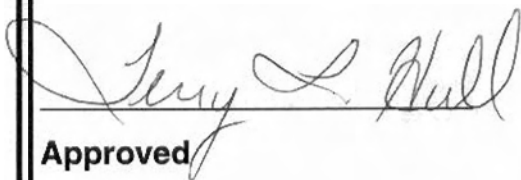
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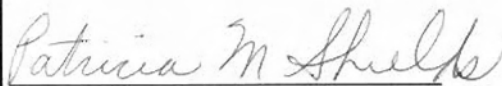

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Chapter I.

Introduction

Research Purpose

The purpose of this research project is twofold. First, the research will explore the experiences of administrators who oversee the daily operations that are conducted within the Delaware County, Indiana contemporary justice center. Secondly, the attitudes of the staff who work within a contemporary justice center will be examined. The results of the research will be evaluated to provide a better understanding about administrative experiences and staff attitudes within an operating justice center. This chapter introduces the research purpose, the methodologies, the findings, and the conclusion. It also provides a summary of the chapters included in this report.

The term justice center is a generic term utilized to describe modern facilities that house various criminal justice agencies under one roof. There are several justice centers that contain the basic elements for the administration of justice although more and more communities are constructing justice facilities that contain various related agencies.¹ Some justice centers have combined many of the local government offices into one structure.² A combined facility

¹ The basic elements of justice are the fundamental components of justice, which are the police, a jail, courts, and supporting administrative staff. For a more in depth description see Cromwell; 1975.

² There are several modern justice centers that have combined various agencies. Jails, courts, and communications are the most common combinations but there are many other combinations. Aurora, Colorado built a 295,000 square-foot municipal justice center. This justice center serves as a detention center, a courthouse, a police head quarters, a library, and includes an adjacent city hall. For more examples see Hoyt; 1995, Sachner; 1988; Dillon; 1991.

may save a community money in the long term because agencies can share essential necessities³ Reed (1978) argues that one can not help but wonder if the over proliferation of government entities is not only wasteful but unnecessary. Governments are attempting to confront these types of issues by constructing facilities that meet the needs of the community and maximize productivity.

In the 1970's and 1980's criminal justice agencies were confronted with a drastic increase in crime. The increase in criminal activity provoked criminal justice agencies to explore innovative technology that could help apprehend more criminals. New investigative reporting technology was introduced during this era. Computers were developed and utilized to organize data bases that contain criminal histories, criminal methods of operation, and finger prints. Computers and various other forms of technological advances helped the police departments capture an increasing amount of criminals. The technological advances also provided police departments with new methods of communication that allowed criminal justice agencies to easily communicate and share vital information.

In the 1980's Republicans gained control of the White House and America entered an era of "just deserts." The term "just deserts" refers to a

³ Paul Reed (1978) conducted a feasibility study of police consolidation in Nassau County, New York. He found that agencies provide duplicate services to the community that, in the long run, tend to be very expensive. In a combined facility various agencies can share community facilities. For example, individual copiers in every office can be replaced by community copy rooms and separate lunch rooms could be replaced by community lunch rooms. For more examples see Reed; 1978.

popular philosophy that believes that criminals should be punished to the fullest extent of the law, just like they deserve. Drug related crimes were also increasing at a rapid rate during this era. The Republican administration attempted to confront this problem by developing a “tuff on crime” policy that would not tolerate criminal behavior. Congress and many state legislatures developed their own policies and laws that increasingly put criminals behind bars.

These policies and laws were the foundation that sent a myriad of criminals to jail to pay for their crime. Law makers “just deserts” philosophy rapidly filled jails and prisons beyond normal capacity. At about the same time state and federal courts were confronted by inmate cases concerning violations of the Eighth Amendment of the United States Constitution. The primary issues in many of these cases was jail overcrowding and the inhumane conditions of jails.

Several court decisions placed federal mandates on jails and prisons that had permitted these conditions to exist. The federal court mandates required many state and local governments to resolve the facility problems that violated the inmates’ constitutional rights. Local and state governments were required to update their facilities to meet the federal court standards or to build a new facility to meet court standards and the community needs. Several local governments encountered problems because the cost of updating a jail facility is often as much as building a new jail facility. As a result, many local governments opted

to construct new and more efficient facilities that combined criminal justice agencies and jails. These “contemporary justice centers” are designed to house related departments and attempt to reduce the normal bureaucracy that government employees and constituents encounter.⁴ The justice center concept rapidly expanded across the country and has taken various shapes and forms.

Justice center construction is in a mini boom. These facilities are a fast growing category in which, according to F.W. Dodge, the number of projects completed each year leapt forward almost 100 percent during the four years ending in 1994 (Hoyt, 1995, p.104). Charles K. Hoyt (1995) argues that governments at every level are racing to catch up with a burgeoning backlog of criminal prosecutions and civil proceedings that are currently housed in old or inadequate facilities. The backlog of cases is just one of many issues that governments are attempting to resolve by constructing larger and more efficient facilities. There are a myriad of correctional facilities that are under federal court mandates to remodel or expand to meet the needs of the community.⁵ Federal court mandates are not negotiable. There is no justification that can extenuate a government from meeting the requirements of a federal court decision.

⁴ The justice center related departments vary from government to government. Many contemporary justice centers house a court system, a police department, a jail, and other related departments.

⁵ Delaware County, Indiana jail inmates filed a law suit for cruel and unusual punishment on February 17, 1978. The jail had several problems with the structure and had a roof that had a serious leaking problem. The 1978 law suit led to the closing of the county jail. Federal Judge Sarah Evans Barker ordered the Delaware County officials to correct the problem so that the jail could meet the needs of the community. The federal judge appointed a special master, an attorney, to oversee the project. The special master's hourly fee and expenses were charged to the county. These fees exceeded one million dollars. (Slabaugh, 1996)

As a result of these federal court mandates, many more justice centers are likely to be built. As the population increases, so does the demand for services. We are entering an era where there is an increase in demand for services. Funding for government expansion projects, which is necessary if not mandated, is often difficult to obtain. Research in this area is very important. Most of the present justice center research is descriptive and fails to explore the experiences and attitudes of individuals that are currently working in a justice center facility. This research project is intended to explore what employees of justice centers think about the facility that they help to operate. This research on justice centers also provides public administrators, architects, developers, and elected officials with an understanding of the fundamental issues that are encountered before and after a justice center is constructed. Hopefully, this research will prompt other researchers to explore the experiences of administrators and staff members.

Research Organization

This research project is organized into six chapters: an introduction, a settings chapter, the literature review, the methodologies, the findings, and a conclusion. A summary of the chapters is provided later in this chapter. The research question was organized by working hypotheses that were developed by a conceptual framework. There are three methodologies that were employed in this research to address administrator's experiences and staff's attitudes in

contemporary justice centers. The triangulation of the methodologies is what gives this applied research project strength in research and uniqueness. The three methodologies are: case study research, document analysis, and a two phase approach to survey research; personal interviews and self administered questionnaires. These methodologies will be extensively reviewed in Chapter 4.

There are three conceptual categories, positive and negative administrative experiences and an open category, that utilize working hypotheses to guide and organize the findings. Positive administrative experiences are divided into two categories, facility benefits and facility administration. Negative administrative experiences are also separated into two categories, facility disadvantages and facility administration. An open category will explore what administrators learned from their experiences working in a contemporary justice center. The primary purpose of this research is exploratory. Personal interviews were conducted with ten public administrators that worked within the Delaware County Indiana Justice Center. The interviews will be utilized to explore the experiences of administrators that oversee the daily operation of a justice center. The conceptual framework will be closely examined in chapter 3.

The secondary purpose of the research is descriptive. A self administered survey will be utilized to describe the attitudes of staff members that work within a contemporary justice center. Four descriptive categories, facility benefits, facility disadvantages, facility administration and an open

category, will be utilized to identify the attitudes of the staff members that work within a modern justice center. The descriptive research will be used to reinforce the primary research purpose. Linking the exploratory and descriptive research methods will enhance and strengthen the comprehensives and uniqueness of this report.

Location of Case Study Research

This research was conducted in Muncie, Indiana at the Delaware County Justice Center. Muncie is located approximately 60 miles north of Indianapolis, Indiana. Figure 1.1 shows the exact location of Muncie, Indiana on a map. This research project began in the summer of 1994. In August

1994 the Delaware County Court Administrator, Marna Swartz, was contacted to set-up an initial interview. Ms. Swartz granted an interview and provided a tour of the Delaware County Justice Center facility. The new Justice Center and the concept of combining several county agencies into one building was intriguing.

Most contemporary justice center literature fails to provide insight about administrator's experiences and staff members attitudes that work these facilities. The research began by contacting 13 administrators that helped oversee the day-to-day operations of the Delaware County Justice Center. Ten interviews were secured with the administrators and individuals involved in the construction and administration of the justice center. The opportunity to meet with these administrators and obtain first hand information was an exciting

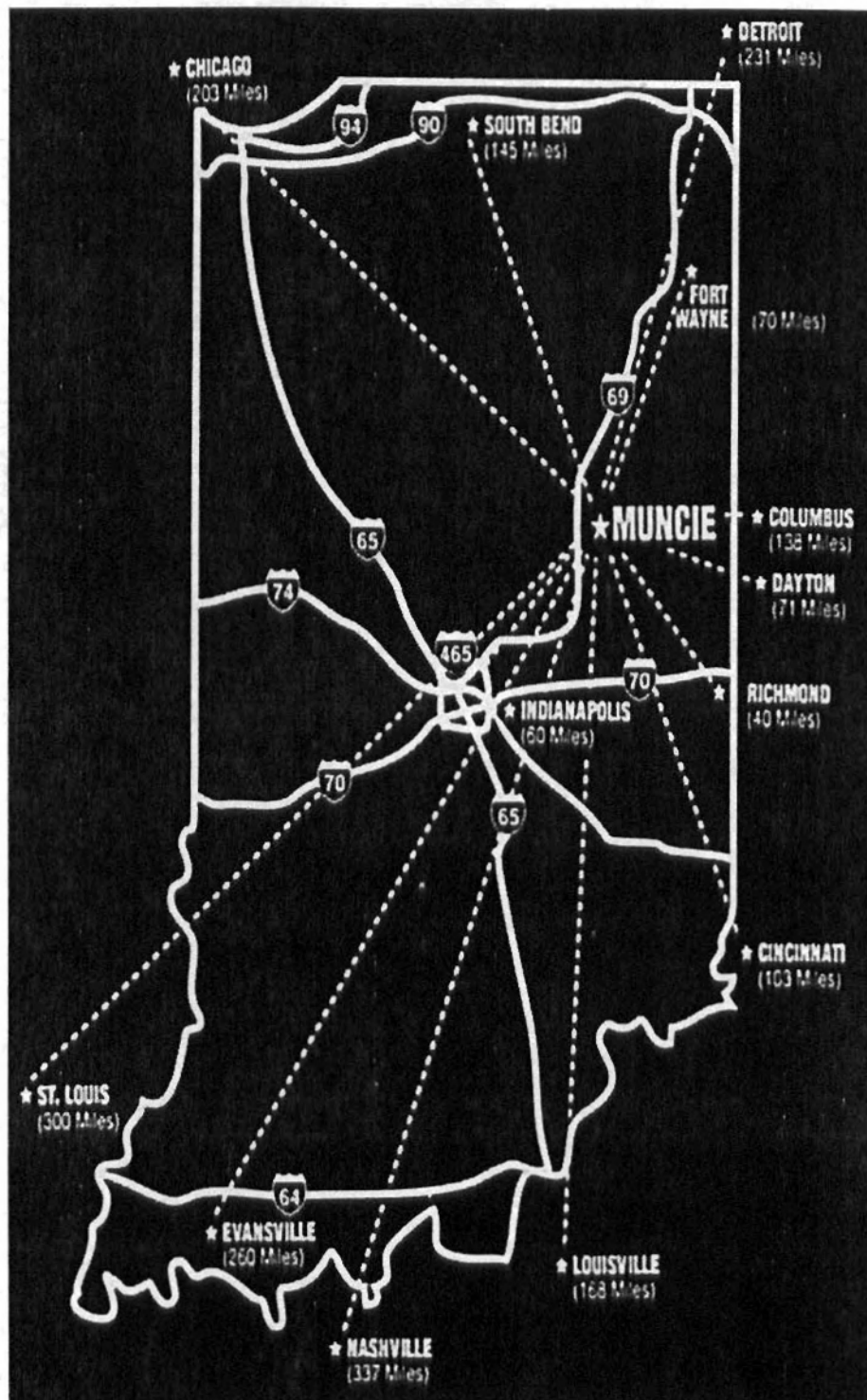


Figure 1.1: Location of Muncie, Indiana

adventure. Such access is uncommon and significantly contributed to the success of this project. The interviews and surveys were completed between January 19, 1996 and February 4, 1996. The case study research also included several tours of various departments within the facility. This allowed a personal observation of how the jail, courts, and 911 communications center function. The personal interaction and hospitality of the administrators and staff members permitted an opportunity to explore all facets of the Delaware County Justice Center. All of the administrators and various staff members expressed a genuine concern with the facility issues that they have encountered. They were also very willing to provide an insight into the positive and negative factors of building and working within a justice center. The enthusiasm of the administrators and staff member to cooperate with the study is a contributing factor that makes this research project more credible.

Overview of Other Research Methodologies

Survey research was also utilized to complete this research project. There were two different survey methodologies that were employed, personal interviews and self-administered surveys. Personal interviews were conducted with 10 public administrators to explore administrators' experiences within a contemporary justice center. One-hundred self-administered surveys were distributed to Delaware County Justice Center employees. The survey was used to determine the Delaware County Justice Center staff's attitudes about the

facility. These methodologies are discussed in Chapter 4 and the findings are revealed in Chapter 5. This research also utilized various documents to develop an understanding of and explore the Delaware County Justice Center. Local newspapers, budgets, and other documents were utilized to research the Justice Center. Documents over an 18 year period were analyzed to provide a historical and contemporary perspective.

Chapter Summaries

This applied research project is divided into six chapters: introduction, research setting, a review of the literature, methodology, findings, and a conclusion. There are several attachments. They are: the references, the administrator interview questions, and the staff attitude survey. There are also visual graphics, tables and charts provided throughout the entire applied research project.

Chapter I, the Introduction Chapter, introduces the research purpose, the organization of the study, the problems and the chapter summaries. Chapter 2 explores the historical setting, the 1978 federal court mandate, and the current research in this area. The literature concerning contemporary justice centers is discussed and analyzed in chapter 3. This chapter also introduces a conceptual framework that provides a foundation for the research. The conceptual framework utilizes several working hypotheses to organize the empirical findings. Chapter 4 analyzes the methodologies that are employed in this

research project. The methodology chapter explains and explores the three types of research, case study research, document analysis, and two different types of survey research. Each incorporated methodology is identified along with the strengths and weaknesses. Furthermore, there is a specific discussion of how each methodology benefits this project.

Chapter 5 addresses the research findings. The research findings are organized by the conceptual framework. This chapter also takes an extensive look at the administrator's personal interview results and the staff member's self-administered survey results. Chapter 6 summarizes the main elements of the research and provides a conclusion to the applied research project.

Chapter 2.

SETTING

There are very few, if any, empirical studies that focus on this aspect of contemporary justice centers. The physical, historical, legal, and current setting have a significant impact these issues. A closer look at the research setting provides insight into the issues that are the locus of this study. The setting also provides a foundation for understanding and accessing the issues of this study. The focus of this chapter is to examine the physical, historical, legal, and current setting of the Delaware County, Indiana and the Delaware County Justice Center. In addition to the setting, statements of the problems will also be examined later in this chapter.

Physical Setting

This study's field research was conducted at the Delaware County Justice Center. The Delaware County Justice Center is located in Muncie, Indiana. Muncie is located 62 miles northeast of Indianapolis, Indiana. Delaware County is a 393 square mile county with a total population of 119,659. Approximately 71,035 Delaware County residents reside within the Muncie city limits (Muncie Visitor's Bureau, p.19, 1995). Figure 2.1 displays a map of Indiana Counties and indicates exactly where Delaware County is located. The city of Muncie is

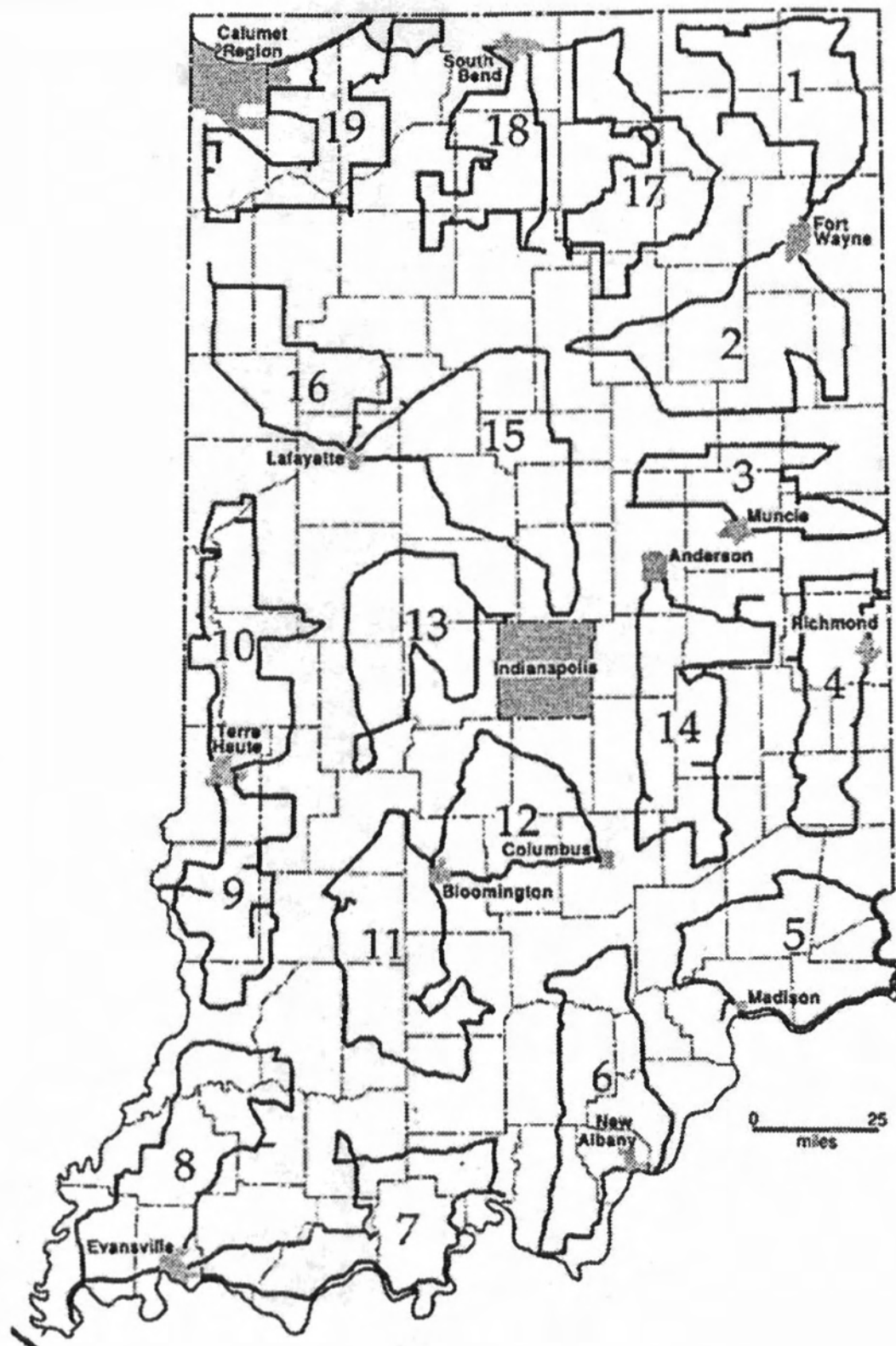


Figure 2.1: Map of Indiana Counties (Delaware County is located in area #3)

Indiana's seventh most populous city and serves as the hub of the state's east central region (Taylor, p.53 1989).

The location of the case study research was the Delaware County Justice Center. The Delaware County Justice Center is located at 100 W. Washington Street in Muncie, Indiana. This state-of the art detention facility incorporates computer technology and the latest security techniques to house violent criminals. The Justice Center houses the Delaware County Superior and Circuit Courts as well as the county jail. The design of the facility decreases the chances of escape by criminals during court appearances. The Justice Center is a self-contained prison unit, complete with inmate exercise space located on the roof of the facility. The computer system utilized in the facility is able to monitor inmates and make parts of the facility almost completely automated.

The Delaware County Justice Center was constructed in 1992 and cost the county \$19.3 million.⁶ The justice center is a 127,547 square-foot facility that houses a county jail, communication center, judicial staff offices, sheriff's office, five county courtrooms, and civil defense.⁷ Figures 2.2 through 2.9 show the floor plans and layout of the county facility.⁸

⁶ This information was obtained from Robert Taylor, the replacement project architect, during an interview. He was required to oversee all aspects of the construction after the original architect was terminated and the Delaware County Justice Center was partially constructed.

⁷ Civil defense is an emergency communication center that takes control of east central Indiana's communications if a natural or man made disaster occurs. This program was implemented during W.W.II and currently continues to operate. This program controls an independent radio source and a well water system. The program is funded by the Federal Emergency Management Agency.

⁸ The plans of the Delaware County Justice Center were provided by the project replacement architect, Robert Taylor.

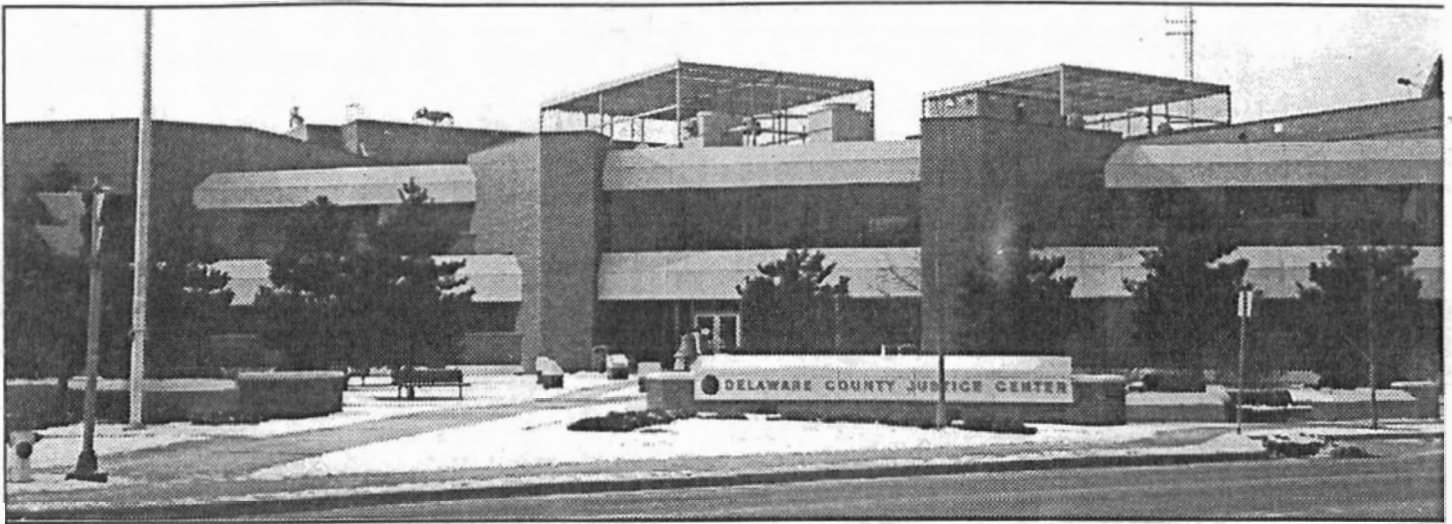


Figure 2.2: Front View of the Delaware County Justice Center in Muncie, Indiana

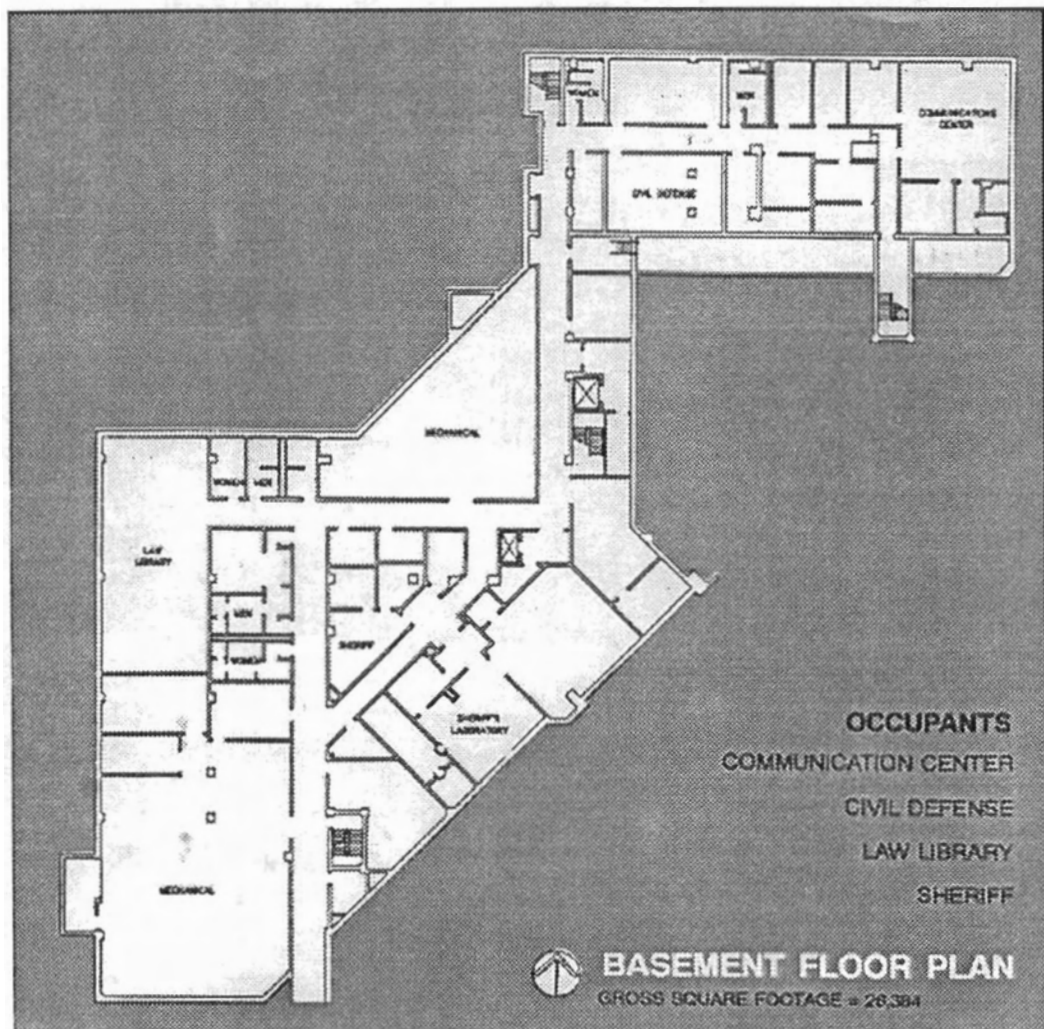


Figure 2.3: Delaware County Justice Center's Basement Floor Plan

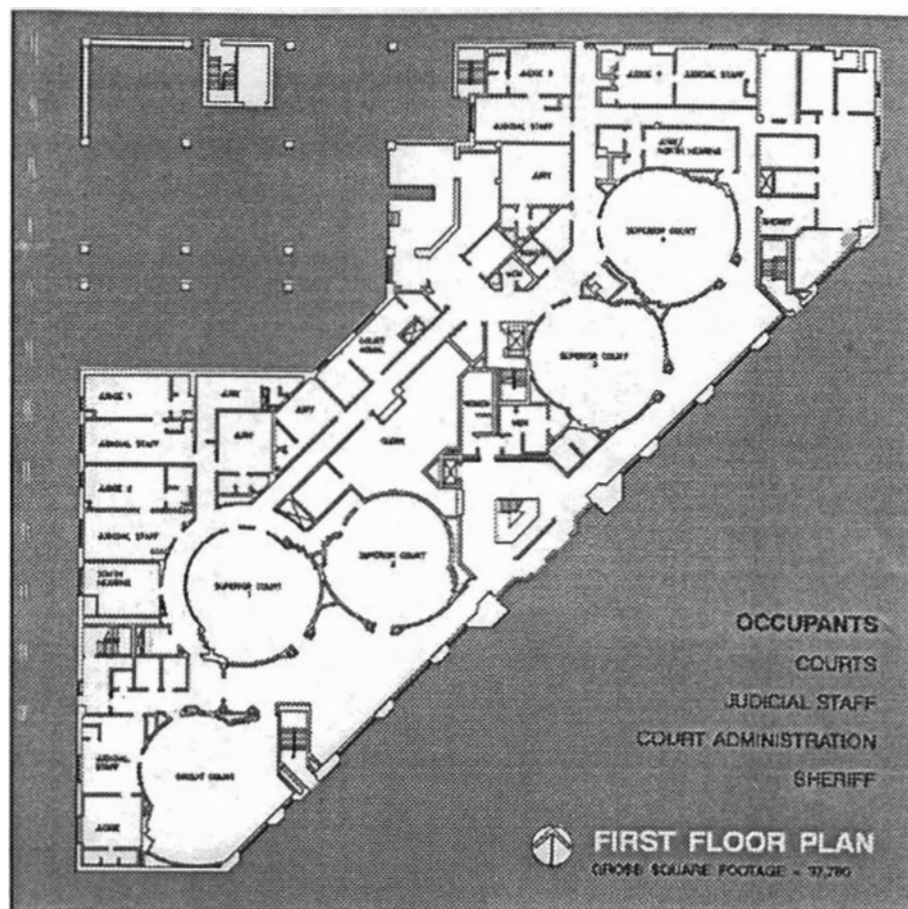


Figure 2.4: Delaware County Justice Center's First Floor Plan

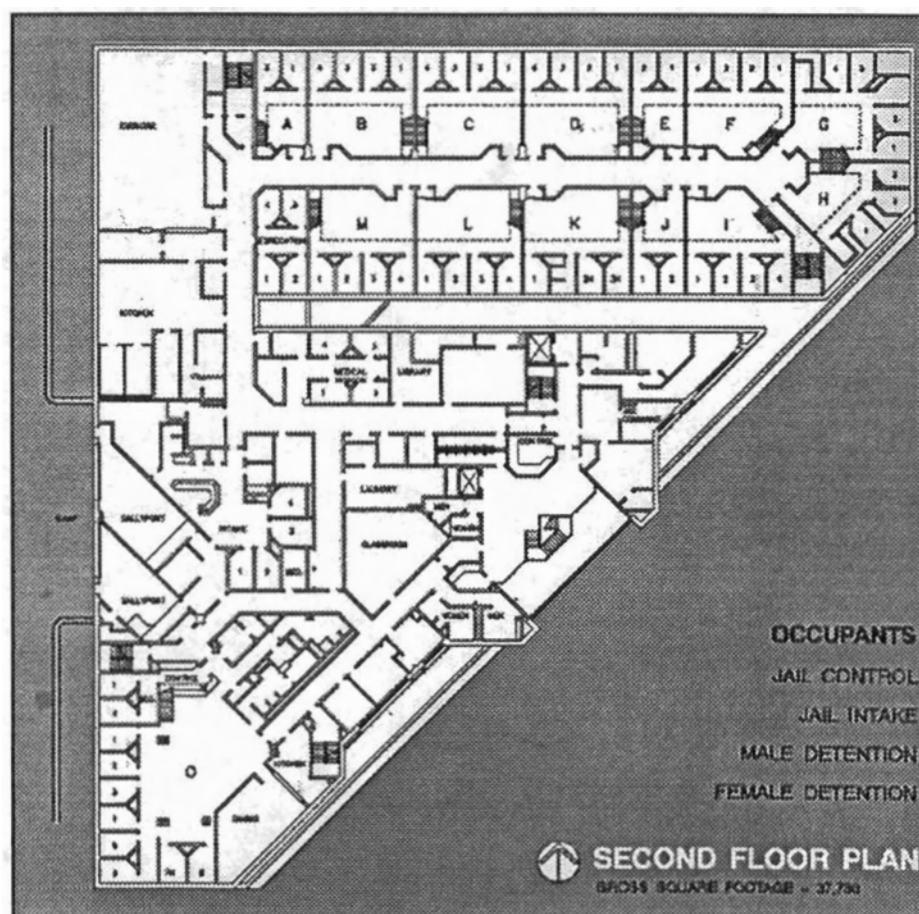


Figure 2.5: Delaware County Justice Center's Second Floor Plan

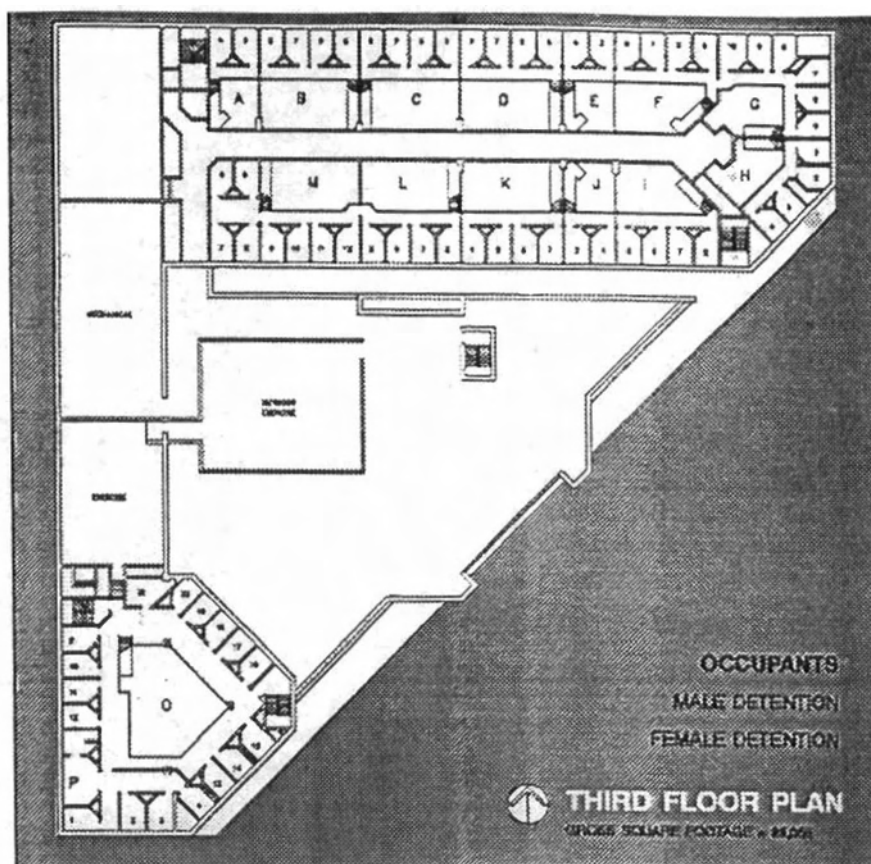


Figure 2.6: Delaware County Justice Center's Third Floor Plan

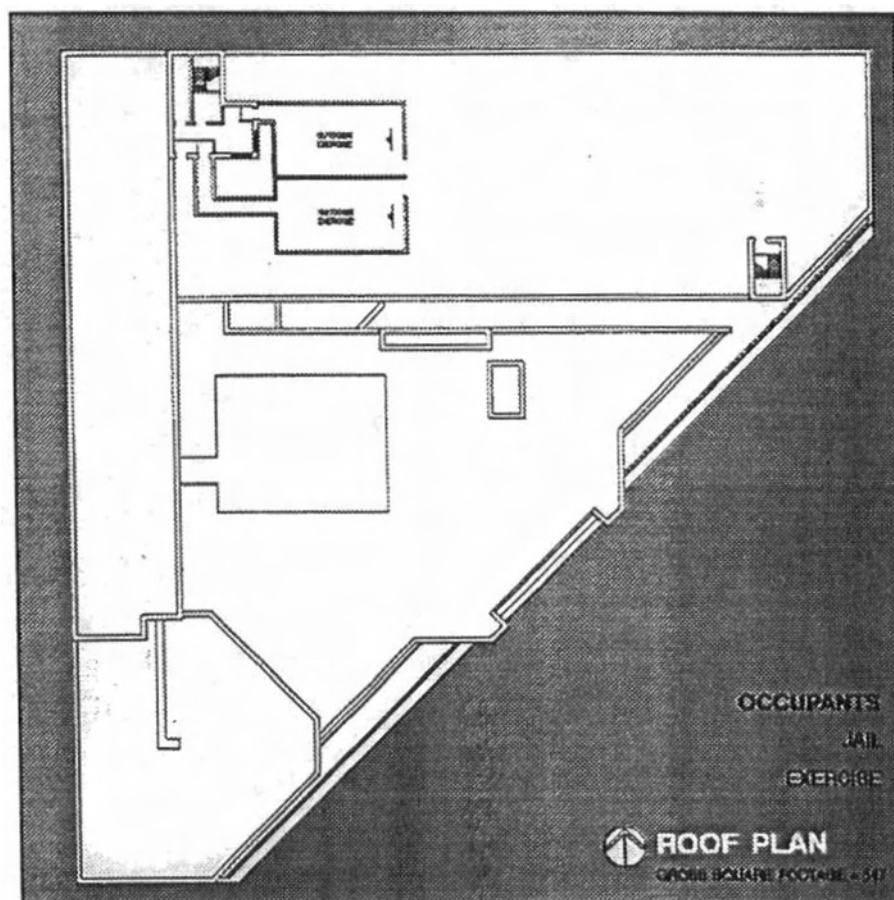


Figure 2.7: Delaware County Justice Center's Roof Plan

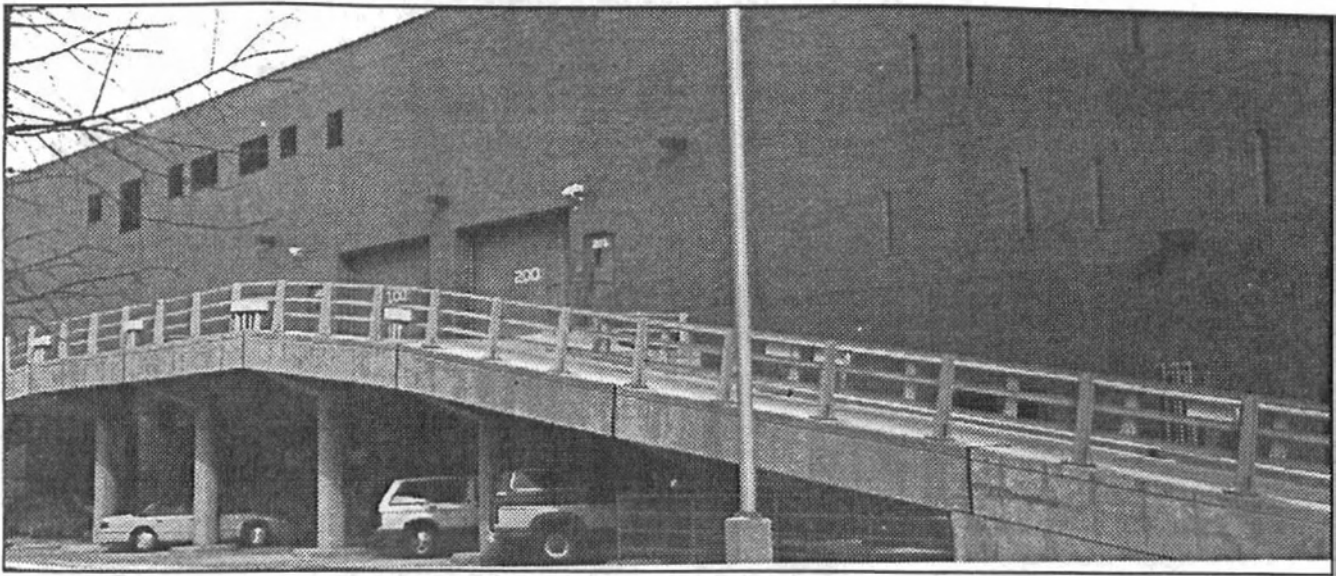


Figure 2.8: Delaware County Justice Center's Sally Port

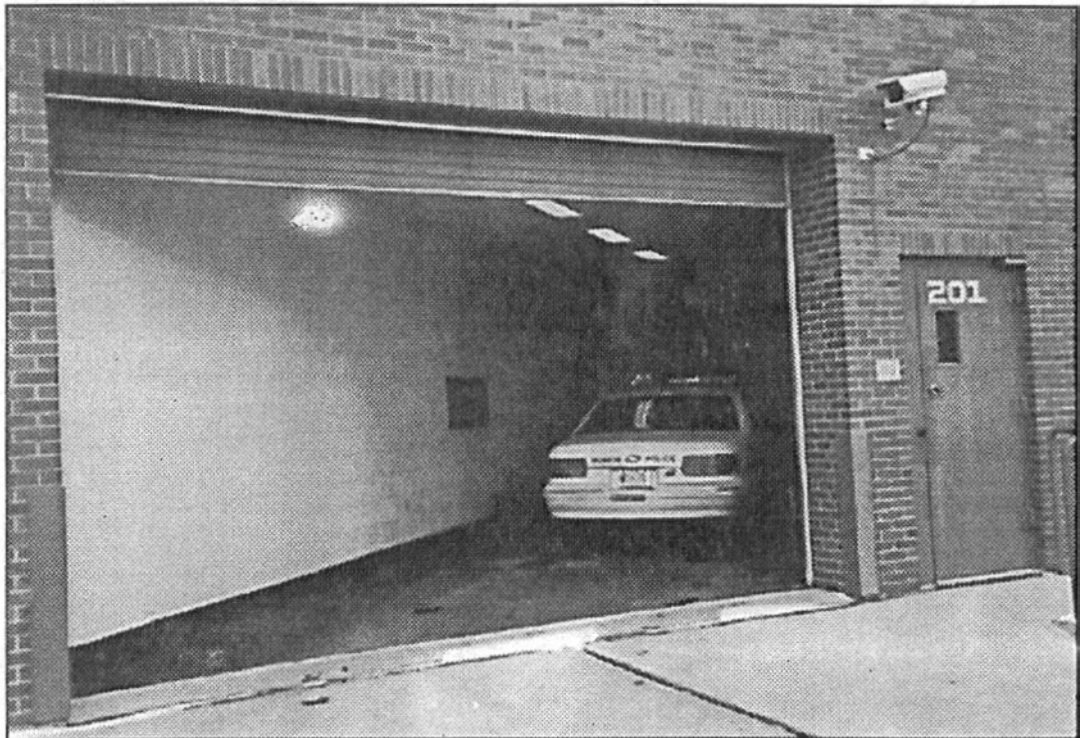


Figure 2.9: Delaware County Justice Center's Sally Port Garage

The Delaware County Justice Center was originally intended to be a public safety complex joint venture between the City of Muncie and Delaware County. The facility was supposed to house the Delaware County Sheriffs Department, Muncie City Police Department, civil defense, a jail, and emergency dispatching services. The original plan called for a public safety complex that would house the city and county police and a jail. The Delaware County government would have had a 75% interest and the City of Muncie would have had a 25% interest.⁹ The City of Muncie decided to reduce their interest to 3%. After the City of Muncie reduced their interest in the project the Delaware County Commissioners had architects and engineers redesign the facility to house other county offices. The facility would eventually house the county courts, the county police, a jail, part of the county clerks office, a 911 communication center and the civil defense department.

The design modifications caused a dispute between several county administrators that objected to the design modifications. The Delaware County Judges unanimously voted not to leave the old court house and be placed in the new justice center but their protest was overruled by the county commissioners. The Justice Center was redesigned to house five courtrooms. The next section will explore and describe the historical setting of Delaware County, Indiana.

⁹ This information was originally obtained from the project replacement architect, Robert Taylor. The local newspaper, The Muncie Star and The Muncie Press, also reported this information.

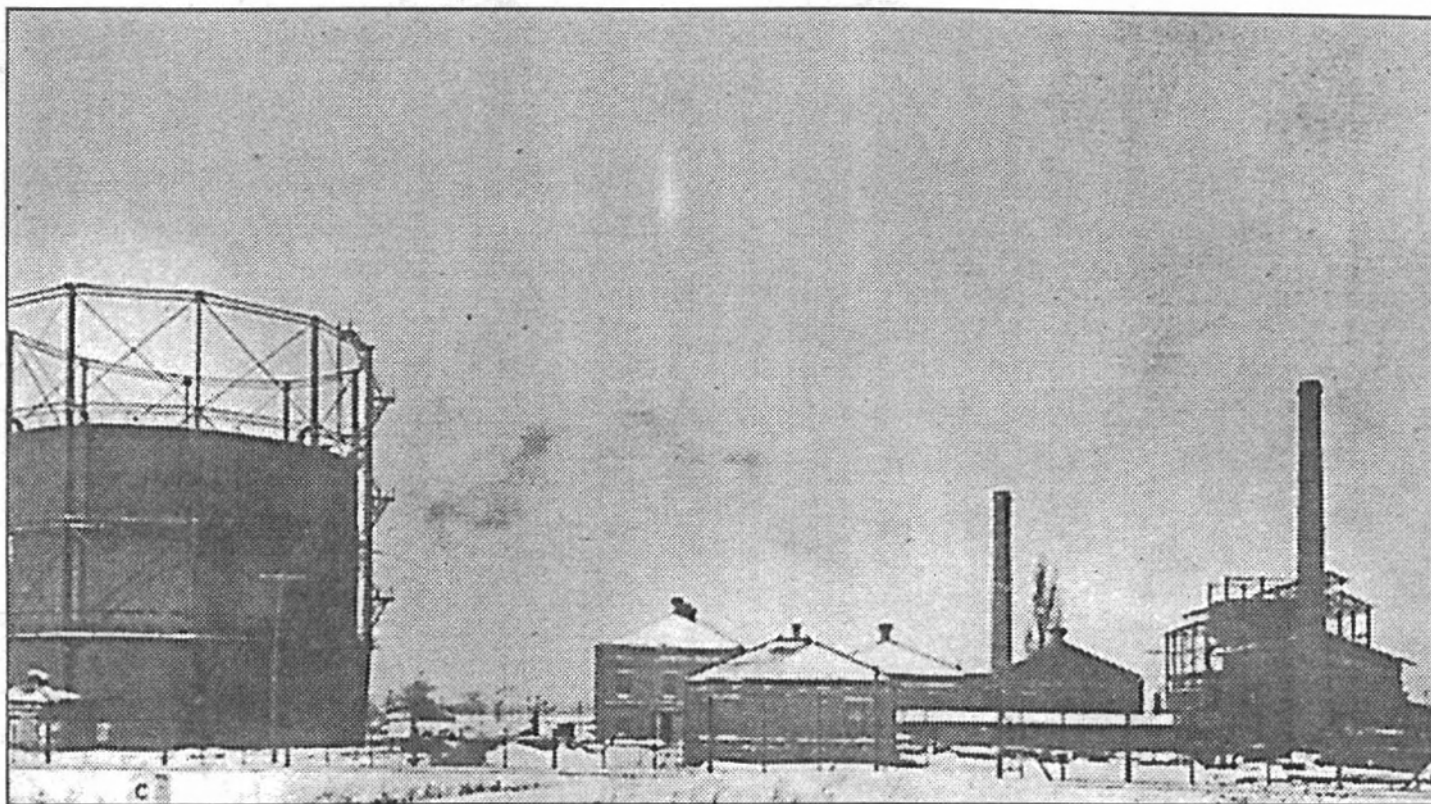
Historical Setting

In the mid-eighteenth century Muncie was home to the Munsees, a clan of the Delaware Indians (Muncie Visitors Bureau, p. 19). The Munsees established Munsee-Town along the White River and was later incorporated as Muncie. In 1865 Muncie experienced an economic boom when natural gas was discovered. Muncie was said to be the best-known natural gas town in the world (Farris, p.7 1995). Figure 2.10 displays a portrait of Muncie in the 1880's when the city was a leader in the natural-gas market. Muncie soon dominated the natural gas industry which also incited a glass and steel manufacturing industry.

Several manufacturing companies moved to Muncie during this period. The Ball Brothers Glass Manufacturing Company is by far the most renowned company that is head quarters in Muncie. The Ball Brothers Glass Manufacturing Company headquarters was moved from Buffalo, New York to Muncie in 1888. The Ball Corporation was paramount to the city's economic and cultural development. The Ball Brothers also invested in the community and donated money to build a local hospital and university.

In the 1920's sociologists Robert and Helen Merrell Lynd selected Muncie as a typical American community. In 1929 the sociologists published their study of Muncie and titled their research project *Middletown: A Study in Modern Culture*. This is where Muncie earned its title as "Middletown USA".¹⁰

¹⁰ Several Middletown studies followed the 1929 sociological study. Updated studies were conducted in 1939, 1977, and during the early 1980's a Public Broadcasting System series focused on the lives of Muncie residents.



1880's Muncie, Indiana Gas town portrait

In the late 1950's and early 1960's Muncie attracted various tool-and-die and automobile manufacturing. General Motors, Warner Gear, and several other automobile part suppliers have manufacturing plants established in Muncie. Even today, the local economy is very dependent on the automobile industry. Middletown USA is also home to Ball State University, which has approximately 19,000 students. Ball State University is a 955 acre residential campus that includes 62 buildings and a physical plant valued at nearly \$700 million (Ball State, 1995). Ball State has an annual operating budget of \$178.9 million and is the largest employer in Delaware County. The agricultural industry is also a major factor in Delaware County's economy. There are over 680 farms in Delaware County that produce various crops and raise numerous breeds of live stock.

Muncie is a business, educational, medical, and cultural center as well as a manufacturing center. Middletown USA has several distinguished residents that call Muncie home. Renowned author Emily Kimbrough, cartoonist and creator of "Tumbleweeds" Tom K. Ryan, and Jim Davis, the creator of the cartoon character Garfield, reside in Muncie, Indiana. Delaware County's diverse lifestyles create a unique community that is rich in history.

The Road to A New Jail

Local and state governments often encounter problems with old jail facilities that are rapidly deteriorating and utilize outdated designs to house

inmates. Delaware County and several other governments have been forced to make a choice between building a new jail facility or repairing their old jail facility to meet federal court standards. Many governments encounter similar circumstances that force them to make difficult decisions in an era where government funds are hard to acquire and the demand on services is increasing. In 1978, Delaware County, Indiana was confronted by a dilemma that would force them to choose between repairing an old jail facility and constructing a new jail facility. The county government officials chose to address their dilemma by constructing a contemporary justice center.

The construction of the Justice Center was incited by a 1978 lawsuit filed against Delaware County by jail inmates. The 1978 civil lawsuit was filed as a result of various problems with the jail. The previous jail facility had serious problems with a leaking roof, overcrowding, and various other issues that needed to be resolved. A federal judge claimed that these conditions violated the cruel and unusual clause of the Eighth Amendment of the United States Constitution. The county lost the law suit in federal court and was ordered to resolve the problems with the county jail house. The county commissioners voted two to one to replace the facility with a new public safety complex that would house county and city agencies.

The federal court allowed Delaware County to correct the jail issues until 1988. The federal court wanted the county to meet the federal mandates within a reasonable time frame but the county failed to take any action for ten years.

Federal Judge Sarah Evans Barker then appointed J. Lee McNeely, an attorney, as a special master to supervise all aspects of the jail construction. Mr. McNeely was compensated at a rate of \$75 per hour which was charged to Delaware County¹¹.

A series of three bonds were issued to finance the justice center. Construction of the Justice center began in 1988, unfortunately a myriad of problems were encountered. The original architect, construction crews, engineers, and various others contractors made serious blunders that cost taxpayers millions of dollars in repairs¹². These blunders were not intentional mistakes. The blunders were incited by a failure to consider the future impact of important decisions. The original project engineers, architectural firm, and various others who were hired had very little, if any, experience developing and designing criminal justice facilities. Many of the original contractors, including the architects, construction manager, and the project engineers were terminated by the county.¹³ The county then filed legal action against the individuals that were responsible for the serious blunders that occurred. Various individuals were indicted and several companies had to file bankruptcy because of their serious blunders.

One of the most expensive blunders that was discovered was in the circular courtrooms. The courtrooms are shown in figure 2.11 through 2.13.

¹¹ This information was obtained from The Muncie Star and through interviews with administrators.

¹² This information was obtained through personal interviews with individuals that were involved in the justice center project.

¹³ Ibid.

The jail is located on the third floor, directly above the courtrooms. The placement and design of the courtrooms created a noise sensitive atmosphere. Noise interference was a serious problem that was caused by jail cell doors and toilets. This predicament cost the county \$1.7 million to resolve. Resolution of the problem required all of the walls, sound systems, ceilings and fixtures to be removed after they had already been installed. Then construction crews placed plywood baffles in the ceilings to reduce the noise level.



Figure 2.11: Delaware County Superior Court 2

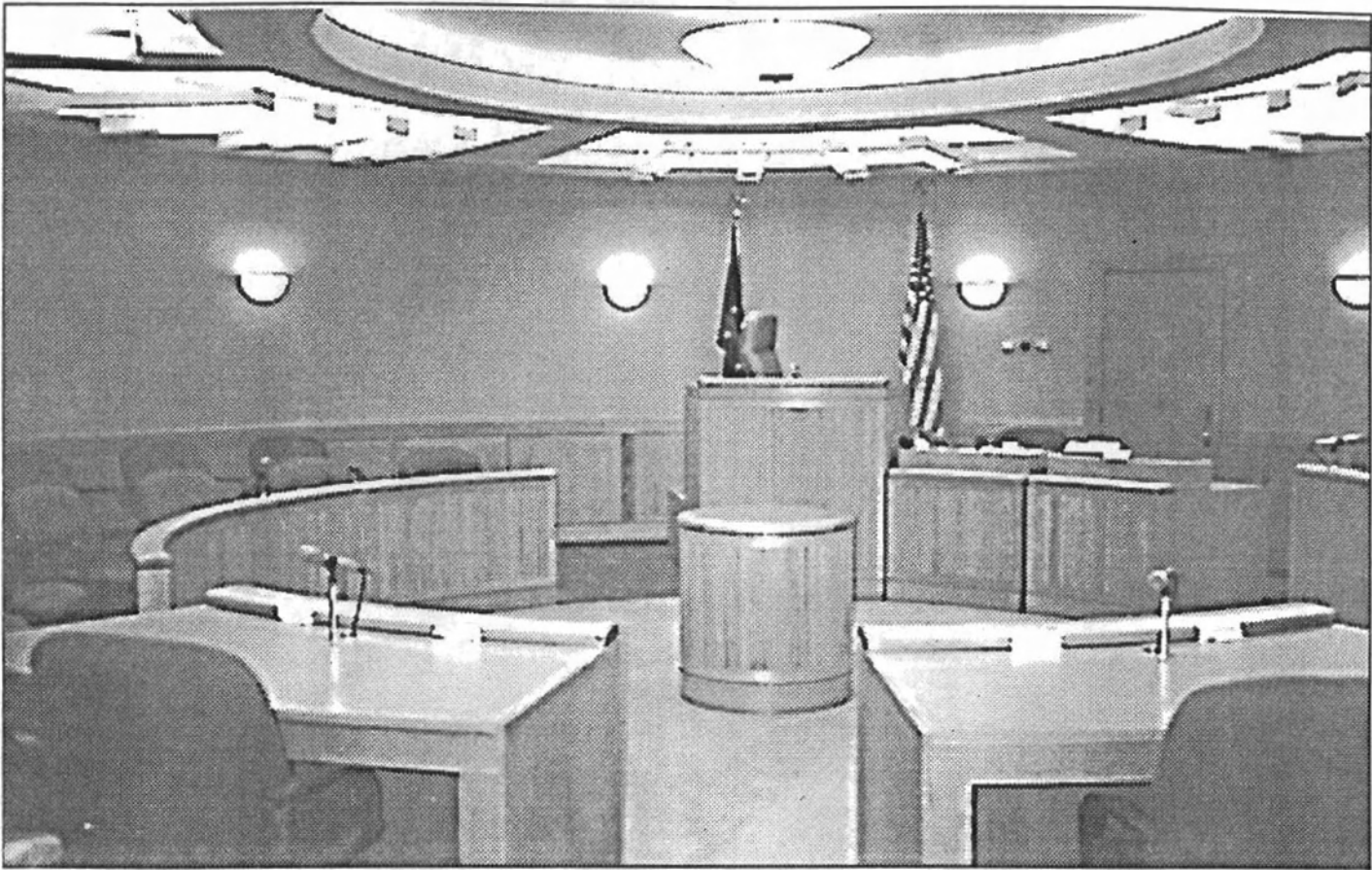


Figure 2.12: Delaware County, Indiana Superior Court



Figure 2.13: Delaware County, Indiana Superior Court

Another expensive blunder was discovered in March 1991 when the building leaned 2 1/4 inches during a wind storm. It caused 17 miles or 85,000 feet of cracks in the building and cost Delaware County hundreds of thousands of dollars to repair. There are many more blunders that were made that cost the taxpayers millions of dollars.¹⁴ Many of the companies and individuals that were involved with the development and construction were terminated, sued, or prosecuted and fined. All of these original mistakes perfectly portray the act of blundering.

In July 1989 Bob Taylor was hired as a replacement architect to finish the project. In an interview he stated that there were more than 1200 repairs that had to be made before the building could be occupied. The original construction cost of the facility was \$12.2 million plus an additional \$4.9 million in corrective work and \$2.2 million in enhancement costs. The total cost of the project was \$19.3 million and increased the county tax rate more than 34 cents.

Current Setting

On January 31, 1996 Judge Barker approved a settlement between the jail inmates attorney's and the county. The original law suit against the Delaware County Jail was filed in 1978. It took the county seventeen years and eleven months to resolve the 1978 jail law suit. The Delaware County Justice

¹⁴ Mr. Taylor informed me that the poor design caused many problems. The building's air conditioner units could only cool 20% of the building and that the original design only accounted for fire sprinklers in 50% of the facility. The structure was also built 3.2 inches off site that had to be altered. All of these mistakes had to be resolved at an extra cost to the county.

Center jail recently gained federal accreditation. Delaware County is the first county jail in Indiana to obtain this level of accreditation. The much-troubled and much-litigated Delaware County Justice Center is now in the hands of elected officials, administrators, and staff members. On January 31, 1996 the federal court allowed Delaware County to take control of the Justice Center's jail. This date marked the first time in several years that the county has had complete control of their jail. Even though the federal court allowed Delaware County to regain control of the jail facility, Judge Barker ordered the inmate's attorneys to monitor the jail for the next 36 months.

Summary

Delaware County has been faced with a multitude of problems since the jail inmates 1978 lawsuit. The county has learned an expensive lesson in planning and development. The court appointed attorney's fees cost the county more than \$1 million. A contemporary justice center is a colossal project. There are many things to consider before constructing a facility of this magnitude. Hopefully, the benefits of this justice center will soon outweigh the obstacles that the county had to endure.

Chapter III.

LITERATURE REVIEW

The purpose of this chapter is threefold. The first part of this chapter provides the reader with a brief overview of the inception and development of America's facilities for the administration of justice which are primarily courthouses and jails. The second section examines the evolution of these institutions into contemporary justice centers. Several of these innovative justice facilities accommodate the fundamental components of the criminal and civil judicial process under one roof. Justice centers are one of the most significant developments in modern correctional and judicial systems. The third purpose of this chapter is to develop a conceptual framework that utilizes working hypotheses. This section will introduce several general hypothesis that apply to contemporary justice centers.

Overall, the literature on modern justice facilities is descriptive and brief. A great deal of the literature describes the construction, engineering, or architectural aspects of the facilities.¹⁵ The literature fails to explore or examine the attitudes and experiences of administrators and staff members that work within contemporary justice centers. A study of this nature could provide various

¹⁵ See for example Alexander; 1995; Bordenaro; 1993; Dorris; 1993; Farbstein; 1986; Flanders; 1990.

local, state, and federal government officials with crucial information that could assist them in their decision to construct new criminal justice facilities.

During the past three decades jail inmates have filed and won various law suits against local, state, and federal government officials that oversee jails.¹⁶ Jail inmates filed suits against local jails to improve the jail facilities and operation. Several persistent problems were plaguing local jails.¹⁷ Many of the decisions in these law suits set mandates that required officials to expand, repair or replace existing jails to meet the needs of the community and inmates. Jail officials have the option to repair a jail to meet the standards ordered by the court, unfortunately, this option is often as expensive as constructing a new jail. This type of dilemma often prompts government officials to consider the cost of constructing a justice center.¹⁸ Convenience and economics are two factors that can motivate government officials to build a contemporary justice center. Many justice centers have combined various government agencies and departments in one building. Several modern justice centers have developed plans that utilize

¹⁶ The federal courts moved away from their traditional "hands-off" policy in the mid-1960's. This was the inception of an era that opened the doors for jail inmate to file law suits against jails. In case after case, the courts ruled that the jails violated inmates constitutional right to be free from cruel and unusual punishment. See for example *Cooper v. Pate*, 1964; *Holt v. Sarver*, 1976; *Estelle v. Gamble*, 1976; *Wolff v. McDonnell*, 1974.

¹⁷ For example, female inmates, juveniles, and mentally ill inmates had to be placed in cells that were in a separate area of the jail even though the jail was already overcrowded. Alcoholics, the misuse and overuse of detention, the physical and sanitary conditions of jail facilities, overcrowding, inmate care and treatment, and personnel shortage and training are some other conditions that incited law suits against local jails (Zupan, 1991).

¹⁸ For example, the Delaware County Indiana Sheriff, Jim Carey, was the target of an inmate law suit in 1978. The federal court ordered the Delaware County officials to correct the inhumane conditions that were present at the jail facility. The county commissioners voted to construct a modern justice facility because the expansion and repair costs would be extremely expensive.

facility space to house most of the essential elements of the criminal justice realm.

Research In Criminal Justice

The American criminal justice system is a complex mechanism that is responsible for minimizing criminal behavior and confronting deviant behavior when it occurs in our society. The criminal justice system incorporates all levels of government and is organized into three major divisions: law enforcement, courts, and corrections. Joan Petersilia (1990, p.23) argues that "the dismal investment in corrections research has seriously affected both the quantity and quality of corrections research." The Federal Government, the single largest provider of criminal justice research, has never opted to spend more than a small fraction of the national budget on research in criminal justice even though America's correctional facility inmate population is the highest in the world .

For every American citizen, the National Science Foundation Reports that Federal Funders spend about \$32 on health research, \$4 on environmental research, \$1.20 on education research, but only 13 cents on criminal justice research (Petersilia, p. 24).

Since 1980, the federal funds allotted for criminal justice research have dramatically decreased. The lack of federal investment in criminal justice research is not the only reason for the serious problems in research. Joan Peterersilia (1990, p.24) argues that the vast majority of corrections research is descriptive and lacks evaluative content. Yet, administrators typically want to know the answers to questions that require credible program evaluation, which

are rare in criminal justice. The procreation of “passive” research designs by criminal justice administrators has created tension in their relationship with criminal justice researchers.

There is a need for more aggressive research designs within the criminal justice realm. This type of design will benefit researchers, practitioners, and constituents. The paramount outcome will provide a stronger relationship between research and practitioner organizations that ultimately devise, develop, and oversee the direction of criminal justice facilities.

Facilities For The Administration Of Justice

The History of the Courthouse

A nineteenth century population movement invaded the wilderness, as the American frontier, made its way from the Appalachian Mountains to the Pacific Ocean. “The legal framework of the movement’s orderly advance proceeded the settlement of pioneers. The New England Colonies divided the land area into townships around a nuclei of population” (Kenneth, 1970, p.1). The development of counties, limited in size, permitted the most distant farm dwellers to ride to the county seat, conduct business, and return home the same day. The center of county governments was an elected set of three commissioners or judges whose functions were legislative, executive, and judicial. The elected officials powers were limited by geographical boundaries, laws, and their interest in re-election. A clerk, who recorded the proceedings, was also closely

associated with the court. A sheriff, who acted as the county police officer, jailer, and custodian of county property, was also an elected official. The sheriff acted as an officer of the court and would open circuit court session with a traditional cry. The circuit court judges traveled from county to county to hold court because several counties lacked a judge.

The protection of property rights through such practices as land surveying, tax assessments, wills, and the recordings of deeds, was an important function of the county government. Courthouses, jails, and other public structures were amid the most significant public improvements. The laws governing the courts required that each county establish a county seat and provide a structure to retain important documents and conduct circuit court sessions. Implementing a permanent county seat caused rivalries because visionaries were well aware that this was the first step toward the development of a metropolitan center.

Citizens of that era viewed courthouses as attractive temples of justice which also served as a center point for the entire community. Gordon Davis (1981, p.1) argues that towns fought hard for the right to be the county seat, and the courthouse was the monument to civic pride and perseverance, as well as a necessary building in which to conduct the county's business. The courthouses of the colonial era were usually simple rectangular structures that served as a courtroom and a public forum. Figure 3.1 displays an example of a rectangular courthouse in the colonial era. Many of the courthouses were two-story



Figure 3.1: Colonial Era Courthouse

buildings, with belfry towers and columns at the entrance. For convenience, many of the courthouses occupied all of the law enforcement agencies in the county.

There were various problems with courthouses of this era. Fires caused by arson and theft constantly threatened the important records in courthouses that lacked a fireproof vault (Kenneth, p.10). Public security was also a constant problem. "Taxpayers then, as now, were often disposed to make-do with inadequate county buildings" (Kenneth, p.11). The large distances between counties and the limited methods of transportation led to greater demands on the court systems which created a need for specialty courts. The courthouses rapidly became overcrowded and obsolete. Even courthouses that were less than fifty years old were often too small to function efficiently.

There are various functional requirements of courthouses. The primary function of any courthouse is for a judge to hold court. In the nineteenth century there was an increased need for larger courtrooms that would permit spectators to observe public trials and permit citizens a speedy trial. These are just two of several demands made on nineteenth century judicial facilities. Justice is an abstract ideal and the administration of justice is a concrete problem (Alfini, 1972, p. 4). Members of the judicial system have struggled with the administration of justice since the inception of courts. James Alfini (1990, p.4) suggests that one of the most important aspects of this issue is the facilities

within, from and through which it is administered. Adequate facilities are a minimum requirement to properly execute justice.

Design and arrangement have been governed by tradition even though current needs are different than the needs of yesterday. James Alfini profoundly illustrated this dilemma in his book titled *Selected Readings Courthouses and Courtrooms*.

Brilliant surgery has been performed on kitchen tables and upon the field of battle. An ideal learning environment placed the student on one end of a log and Mark Hopkins upon the other. Yet no surgeon today would, absent a grave emergency, operate in a substandard situation. No hospital will be approved by the American Hospital Association, nor by its state board of health unless its physical arrangement and equipment meet standards in design, construction, equipment, and operation (Alfini, p.4).

Alfini (1990, p.5) argues that the judicial system seems to be the exception to the rule. Judicial facilities are outdated to the point of ineffectiveness. Courts in the mid-1990's are overcrowded and overburdened. In fact, about 90% of the cases that enter the judicial arena are later resolved through plea-bargaining tactics and never make it to the courtroom. There has also been a continuing problem with the court facilities. Courts continually fail to plan for future demands on the judicial system. Until recently, there has been no basic change in the arrangement and design of courthouses since the inception of our nation. Architects, planners, contractors, public administrators, judges, and courtroom work groups are working together to create judicial facilities that consider a myriad of national issues that confront contemporary problems.

There are several modern day problems such as the Americans With Disabilities Act of 1991, citizens with AIDS, and economic concerns.¹⁹ All of these issues and many more will have to be considered before future generations are guaranteed fair justice that is promptly delivered to all those who seek it in the temples of justice.

There are currently 80 new courthouse projects that are underway at the federal, state, or county levels and numerous other court structures are being remodeled or expanded. In 1994, Congress approved \$925 million for General Service Administration construction projects, that is a 48% increase over the 1993 figures (Moore, 1994, p. 92). Over the next decade America is expected to spend more than \$10 billion to complete work on 114 federal courthouses (Gunts, 1993, p.89). There are billions of tax dollars that are currently being utilized to develop and update our judicial system. Planning and critical thinking are two critical elements that are utilized to develop new functional judicial facilities. Courts are not the only component of the criminal justice system that need to be updated. Many local jails have several problems that are similar to the issues that the court systems have confronted. Limited funding, the Americans with Disabilities Act of 1991, inmates with AIDS, are just a few of many problems that local jails are encounter.

¹⁹ Federal and state laws require jails and courts to segregate female, juvenile, and special case inmates from the male general population. Special case inmates are inmates that require constant medical observation. For example, mentally ill inmates and HIV positive inmates must be segregated from the general population because they require special attention and could be a threat to other inmates and themselves. The courts are effected when an inmate is transported to the courthouse to appear in court. The court must place an inmate in a temporary cell that is within the courthouse until he/she must appear before the court.

The History of the Jail

Jails have the longest history of any type of penal institution. "Throughout recorded history, many cultures and societies have used some type of building structure to detain prisoners for punishment as they awaited trial" (Wirkler, 1995, p. 86). Even the Bible refers to various methods of detention and mentions the use of prisons by the Roman Empire at the time of Christ. Europe in the 15th and 16th century favored corporal punishment. Detention was not a typical punishment but it was utilized in lieu of execution on various occasions. "The type of facility used varied with the social attitudes of the time and their subsequent effect on the beliefs about crime and punishment" (Wirkler, 1995, p. 86). Queen Elizabeth I transported convicts to the British Colonies in the 16th century to provide a labor force to help develop the colonies. Britain utilized these practices into the early 19th century. England sent as many as 160,000 prisoners to help develop Australia. When the prisoners arrived they built their own facilities.

During the 16th century William Penn, a Quaker and the founder of Pennsylvania, was one of the pioneers of mandated imprisonment. Wirkler argues that Pennsylvania's primary focus on imprisonment for a wide variety of crimes prevailed throughout the 19th century and contributed to the development of such facilities as the Walnut Street Gaol and the Auburn State Prison in New York (Wirkler, p. 87). The Walnut Street Jail was erected in 1790 in Philadelphia. It was the first true correctional institution in the United States.

Most correctional facilities of this era included adjacent farmland for growing crops to support the inmate population.

Security of correctional facilities was a major concern with local citizens. Hence, islands became a popular choice for the placement of the institutions. The most famous of all island prisons was Alcatraz. This federal prison was located on a small island in San Francisco Bay. Alcatraz became popular because very few prisoners ever escaped from the facility and survived.

The industrial age brought about changes in building materials that caused a perpetual change in the design of correctional facilities. These materials incited various improvements in the construction phase of jails. Enormous stone and masonry plants formed that allowed the government cheaper and easier access to strong and dependable building materials. Steel and cast iron plants also contributed to the development of jails. Industrial age developments spurred jail projects to include cast iron and steel walls, doors, floors, and bars. Some of the most innovative developments of this era were the steel open front cells and stacking cells in multiple levels which increased visibility from guard catwalks. All of these design modification created a more humane environment. Mechanical technology improvements allowed jails to operate the opening and closing of doors from a single location. In the late 1800's flushing toilets were invented which incited the development of plumbing in individual cells in the 1900's. These changes allowed jail guards to improve

supervision management techniques and therefore maintain better control of the inmates.

The role of the labor movement also contributed to the advancement of jails during the industrial revolution. The National Congress for Rehabilitation and Reform presented administrators of correctional facilities with a combination of distinct views . Prisoner work activities were considered to be a threat to the general employment pool. This theory provoked a movement in the late 19th and early 20th centuries that restricted prison labor because the private sector could not compete with an industry that had access to a free labor pool. The labor movement and the Great Depression instigated the Hawes-Cooper Act of 1929. This act restricted the movement of prison materials across state lines which limited the market for the goods produced by prisoners.

The function of corrections gradually developed into the 1960's. This is the point where America's view of corrections was drastically altered by President Johnson's "New Society". President Johnson's administration focused on prisoner rehabilitation and alternatives to incarceration instead of punishment. All new jails that were built needed to consider these requirements. Jails were built with libraries and continuing education classrooms so inmates could have a place to enhance their education. Minimum security prisons and state work release programs were developed by various state legislatures throughout America.

The New Generation Movement

A jail reform movement developed between 1973 and 1983. Linda Zupan has termed this era as the “new generation approach” to corrections. During this movement 1000 new jail facilities were constructed (Zupan, 1991, p. 4).

Literature of this period stated that these facilities were “state of the art” and “on the cutting edge.” Some jails utilized modern podular designs but most facilities constructed were a linear/intermittent surveillance style jail design that dates back to the eighteenth century. Intermittent surveillance refers to a specific style of inmate management and linear refers to the architectural design of the jail facility. A linear architectural style jail is displayed in figure 3.2.

Linear facilities are usually described as rectangular in shape with single or multiple occupancy cells aligned along corridors. The corridors are positioned in acute angles that create a hub and spoke effect. Continuous staff supervision of inmate activities in a traditional linear jail is very difficult, if not impossible. This type of jail design usually incites extended periods where inmates are left unsupervised by staff members. “The underlying assumption of the linear/intermittent surveillance design is that heavy metal doors, bars, and various security devices prevent inmate escapes and assaults on staff, and that indestructible furnishings and fixtures prevent serious inmate vandalism” (Zupan, 1991, p.5).

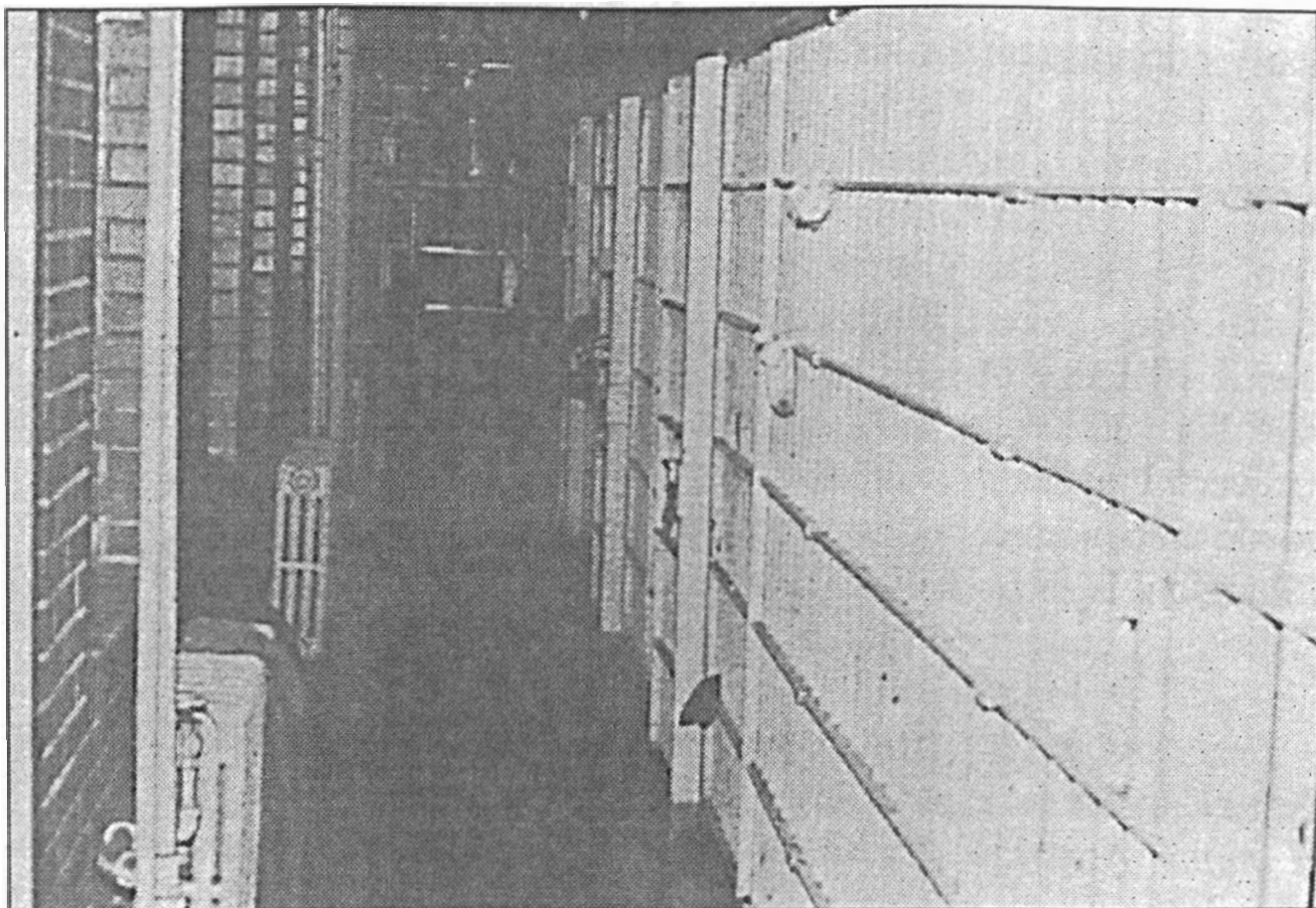


Figure 3.2: Linear Jail Facility

Various studies have shown that the physical structure of a facility has a limited effect on controlling inmate behavior. The physical structure of a jail can not prevent all custodial suicide attempts, rapes, assaults, or homicides between inmates in the same cell. The linear/intermittent jail design can not prevent the various types of negative behavior and activities that make incarceration an unforgettable experience for inmates. In fact these types of structures actually contribute to disorder by providing inmates with too many opportunities to engage in devious activities without fear of detection.

“In contrast to traditional linear/intermittent surveillance jail designs, the podular/direct supervision style of architecture and inmate management is designed to reduce opportunities for aberrant inmate behavior while simultaneously reducing the need for inmates to engage in such activities” (Zupan, 1991, p.5). Figure 3.3 shows a pod/direct supervision jail design.

According to Zupan (1991, p. 5) the fundamental principle of the new generation (jail) philosophy is based on an assumption that inmates engage in destructive and violent behavior in order to control a physical environment and an organizational operation that fails to meet their needs. Advocates of the new generation philosophy believe that appropriate architecture and inmate management practices can provide for the critical needs of the inmates. This will ultimately reduce negative inmate behavior.

Direct supervision jails divide inmates into small groups of 15 to 45 members. This separation allows the inmates to be easily controlled. Groups of



Between 36 and 40 cells ring each 1,200-square-foot dayroom (above). While an officer is stationed at a desk in the dayroom (left in photo above), he is supplemented by an officer in a control booth (below) who oversees two sets of housing units.

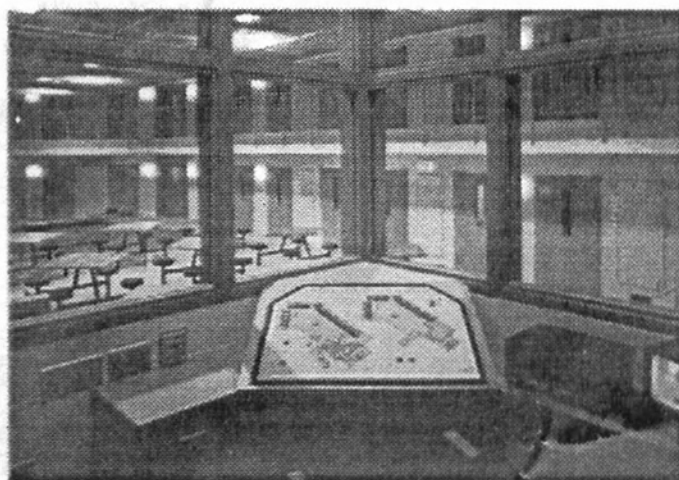


Figure 3.3: Direct Supervision Jail Facility

inmates are housed in living areas that are called pods. The pods allow correctional staff members the ability to constantly supervise and interact with inmates. Direct supervision jail facilities reduce the tension of the standard prison atmosphere because the doors are open to other cells, the cells lack metal bars.

Signs of jail graffiti and intentional destruction of property are almost absent because corrections officers have a constant view of all inmates and cells within a pod. Linda Zupan (1991, p. 6) argues that in comparison to the traditional architecture of correctional facilities, pod/direct supervision style of architecture and inmate management has been successful in reducing vandalism, violence, and significantly reduces staffing problems. Direct supervision jails usually utilize one corrections officer per group of inmates within a pod area. Pods usually contain 40 to 70 cells around a community day room. The officers move around the room and observe the inmates behavior at all times. This type of environment is less threatening to the inmates and the officers. Zupan explored this new generation approach and found that there was a significant cost savings as compared to traditional jails.

Construction savings are accrued because ordinary institutional materials can replace the expensive security and anti-vandalism items. These savings, combined with the savings in operational expenditures could have a positive impact on the annual budget. A new wave of jails have utilized the direct supervision architecture and inmate management systems (Zupan, 1991, p.5).

Jails are the point of entry to the criminal justice system (Irwin, 1985, p.1). This is where a violators get their first look at the correctional system. Approximately 9.7 million people pass through the nation's 3,353 local jail facilities every year (Zupan, 1991, p.2). That is an average of 426,000 inmates held in county and city jails each day (Dorris, 1993, p.102). For many years local jails, usually owned and operated by counties, have been the misfits of the justice system. State and federal jails have consistently progressed in design and funding and local jails have lagged far behind because of a serious deficiency in funding and a lack of innovation. Virginia Dorris (1993, p.103) maintains that a variety of economic and social pressures have started to alter the face of jail designs which has incited the creation of a third generation jail. The third generation jail architecture is so unique and unprecedented that some architects believe that these designs defy comparison to their predecessors (Dorris, 1993, p. 103).

The modern pod/direct supervision jail architecture and inmate management techniques have created a good foundation for twenty-first century jail developments. The direct supervision jail architecture provides both inmates and guards with a safer and more stable environment . In a direct supervision jail a corrections officer interacts with the inmates in an open day room. This allows an officer to quickly react to problems before a situation gets out of hand. Several new direct supervision jails, signs of graffiti and intentional damage by inmates is almost completely absent (Wener, 1993, p.96). Many professionals

and academicians favor direct supervision jails but Linda Zupan points out a significant factor. Zupan (1991, p.6) argues that numerous municipalities are investing millions of tax dollars into direct supervision jails structures but there is a serious lack of qualitative research that determines whether or not direct supervision jails yield less violence.

According to architects that design judicial facilities, direct supervision, facilities are the best means to reduce staff needed to operate the facility. Dorris (1993, p. 104) argues that the commonly accepted rule of thumb is that only 10 percent of the total costs go toward initial capital and construction, and 90 percent is spent on operational costs. Virginia Dorris (1993, p.104) also maintains that 70 percent of the 90 percent is spent on a salary budget. Figure 3.4 through 3.8 displays the direct supervision section of the Delaware County Jail.

Another innovative tool that is being utilized is post-occupancy evaluations (POE) to determine the positive and negative impact of the new structures. POE's have been utilized to create research that has supported innovation in the new correctional facilities through three full cycles of "design - build - evaluate - improve design (Wener, 1995, p.79)." New jail facilities are also saving money by utilizing mockups to pinpoint jail design flaws before it is too late to fix them (Zens, 1992, p.112). Jeffrey Zens reported that Milwaukee County used mockups to design their jail in 1993. The administration created a jail team that visited more than thirty jail facilities around the country. The team

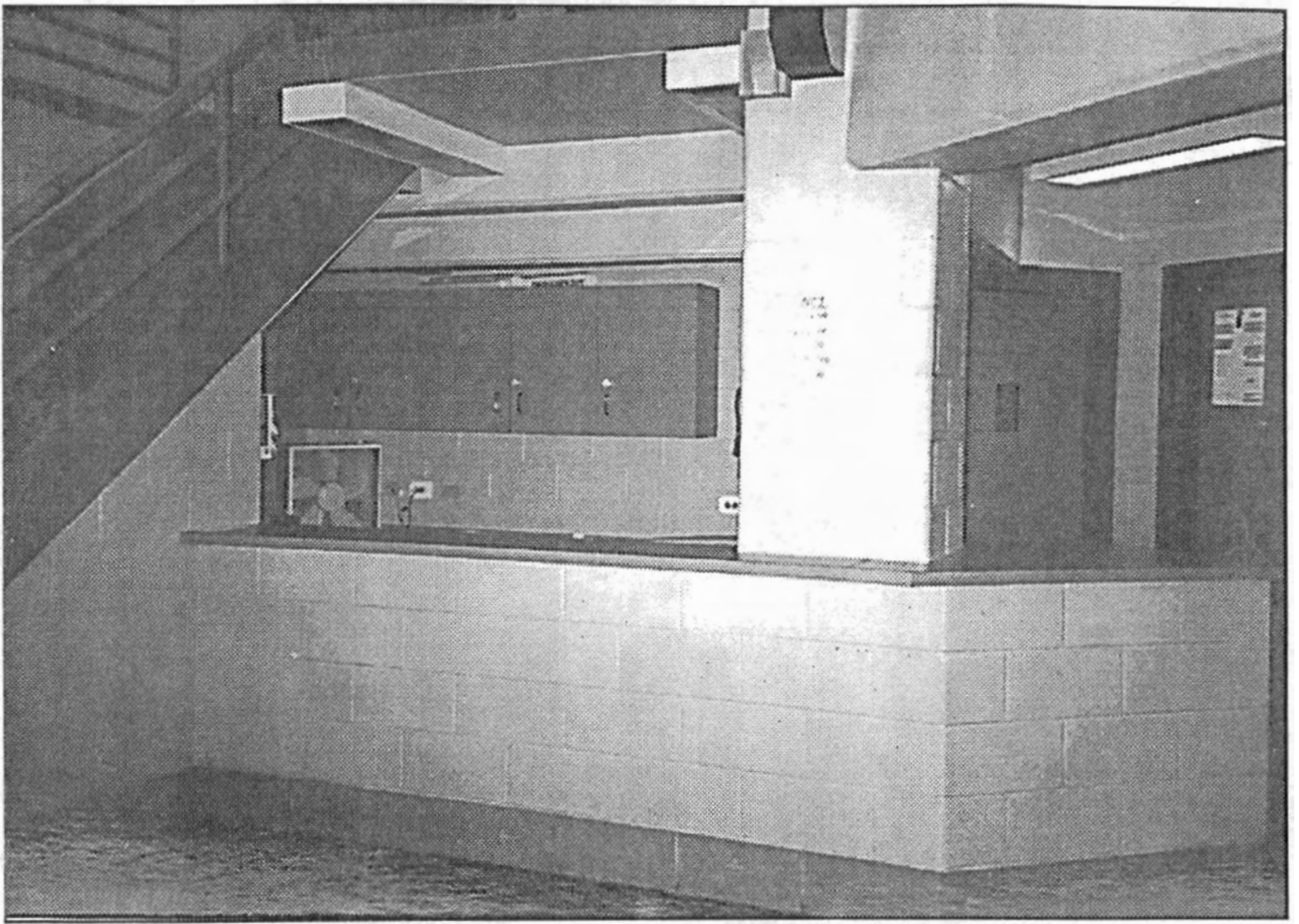


Figure 3.4: Direct supervision area of the Delaware County Jail Facility

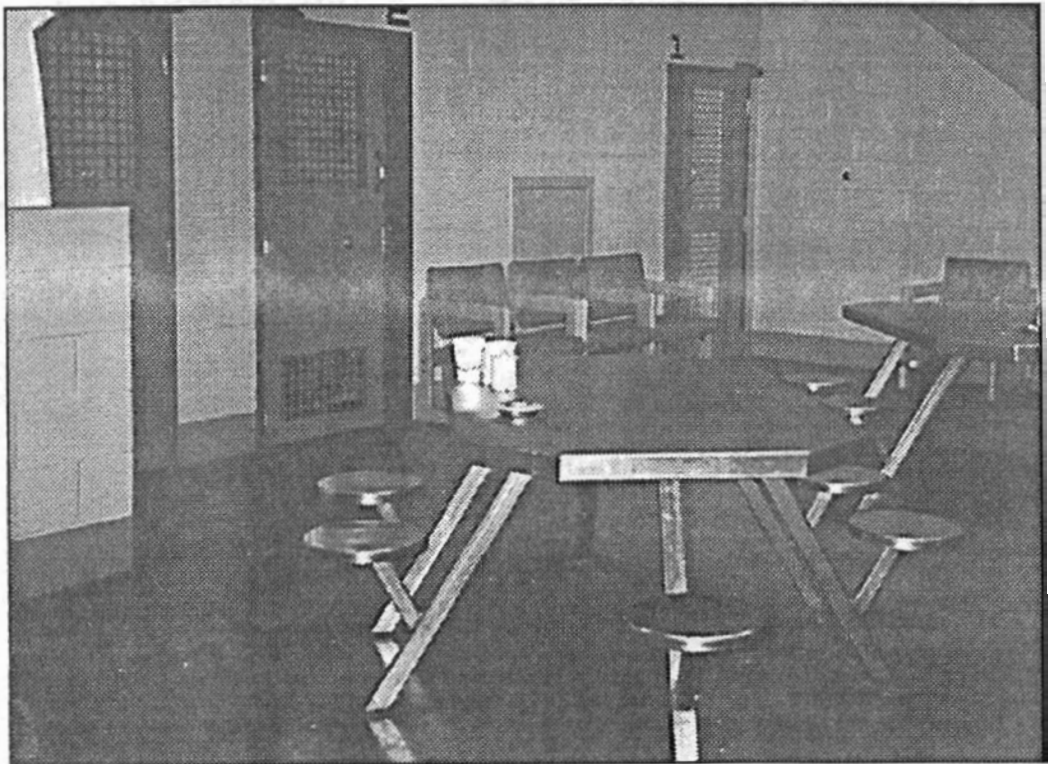


Figure 3.5: Delaware County inmate cell block day room area



Figure: 3.6: "M" Block area of the Delaware County Jail Facility

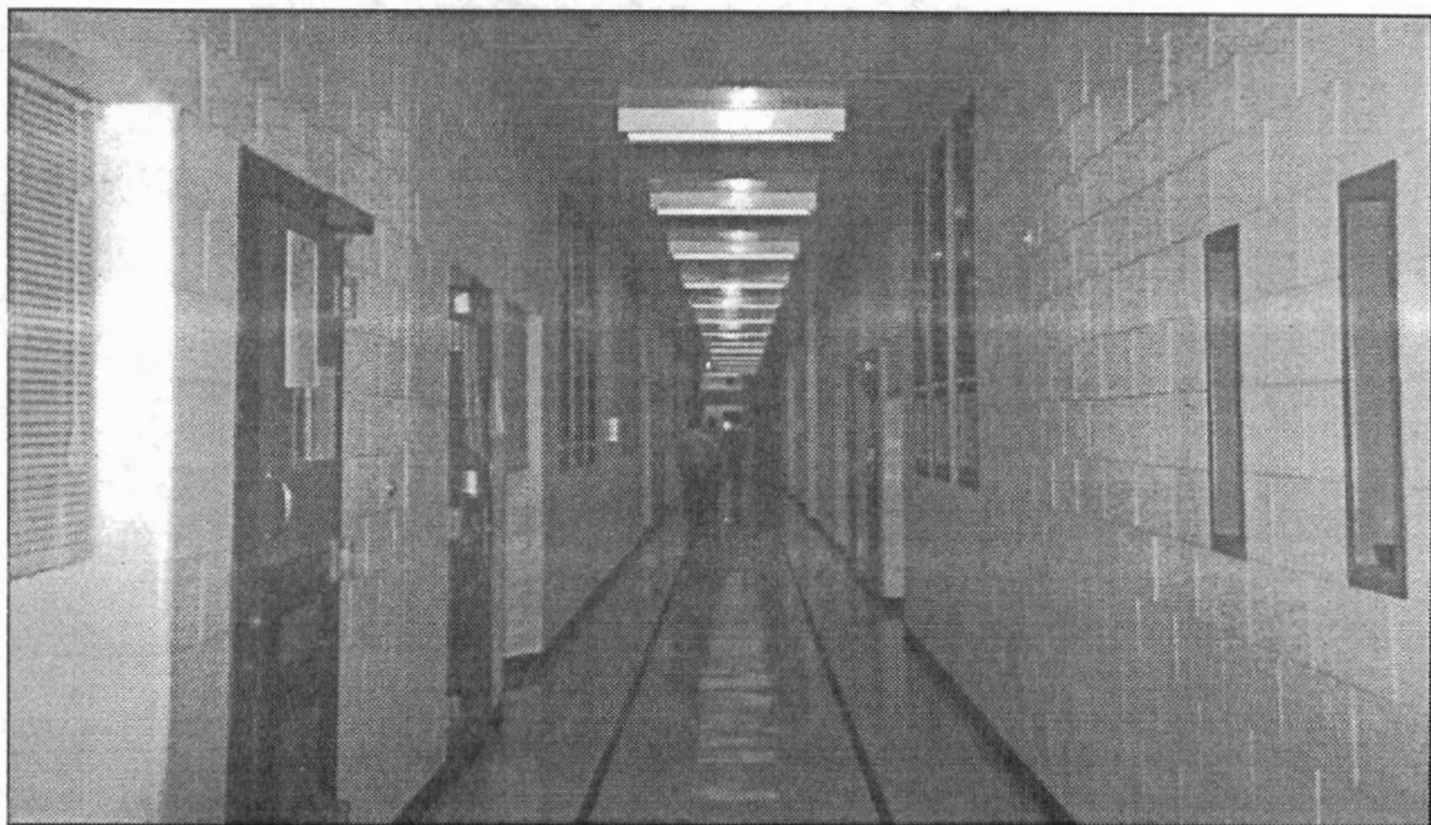


Figure 3.7: Jail cell corridor of the Delaware County Jail Facility

was comprised of architects, contractors, administrators, and various employees that deal with the day-to-day operation of the jail. The team pinpointed 15 areas which were suitable for mockups. The mockups led to a savings of \$2.2 million (Zens, 1992, p.112).

There are a myriad of issues to consider when constructing a new jail facility. Administrators can utilize several new generation techniques to incorporate construction teams to evaluate all aspects of the plans which could result in saving the taxpayers money. There are several architectural designs to evaluate in terms of what is the most cost effective method for a community. Many governments develop innovative ideas for their situation by creating a team of staff members that visit various operating jail facilities. This technique can create a pool of ideas to choose from and permits input throughout the bureaucratic hierarchy. It also produces innovative views for the developer and architect to work with. Many of the new generation techniques allow communities and staff members to work together so they can decrease the chances of making serious blunders that are expensive if not impossible to reverse.

Contemporary Justice Centers

The tremendous demand for criminal justice services and increasing caseloads in tandem with recent budget cutbacks have encouraged administrators, architects, and local officials to develop an innovative approach

to justice; a one stop justice depot. Justice centers emerged during the mid-1980s and have become the trend in the development of contemporary justice facilities. Justice centers vary from city to city. Justice facilities are usually generated by joint ventures between various departments, agencies, or levels of government.

The term justice center represents a concept where the local, state, or federal governments attempt to offer various criminal justice services under one roof. Figure 3.8 displays a contemporary justice center. One of the most common mergers is the consolidation of courtrooms, jails, and police departments into one building. This concept allows the individual agencies to divide the operation costs and avoid duplicating services. According to its advocates, if a justice center is properly designed it can increase personal safety, decrease visibility of prisoners through the use of sally ports, and transport prisoners to courtrooms by utilizing special elevators that are exclusively utilized by the jail and courtroom staff members. In ultra-contemporary facilities, the prisoner can utilize a media courtroom that eliminates the need to appear in person. The prisoner is able to testify in a secure cell in another area of the building. This practice allows young victims and witnesses to be free from the imitation of a defendant.

There are also juvenile justice centers that combine juvenile courts and detention centers. For example, Miami, Florida constructed a 12 acre, 40,000 square foot justice center that includes municipal utilities, county and traffic

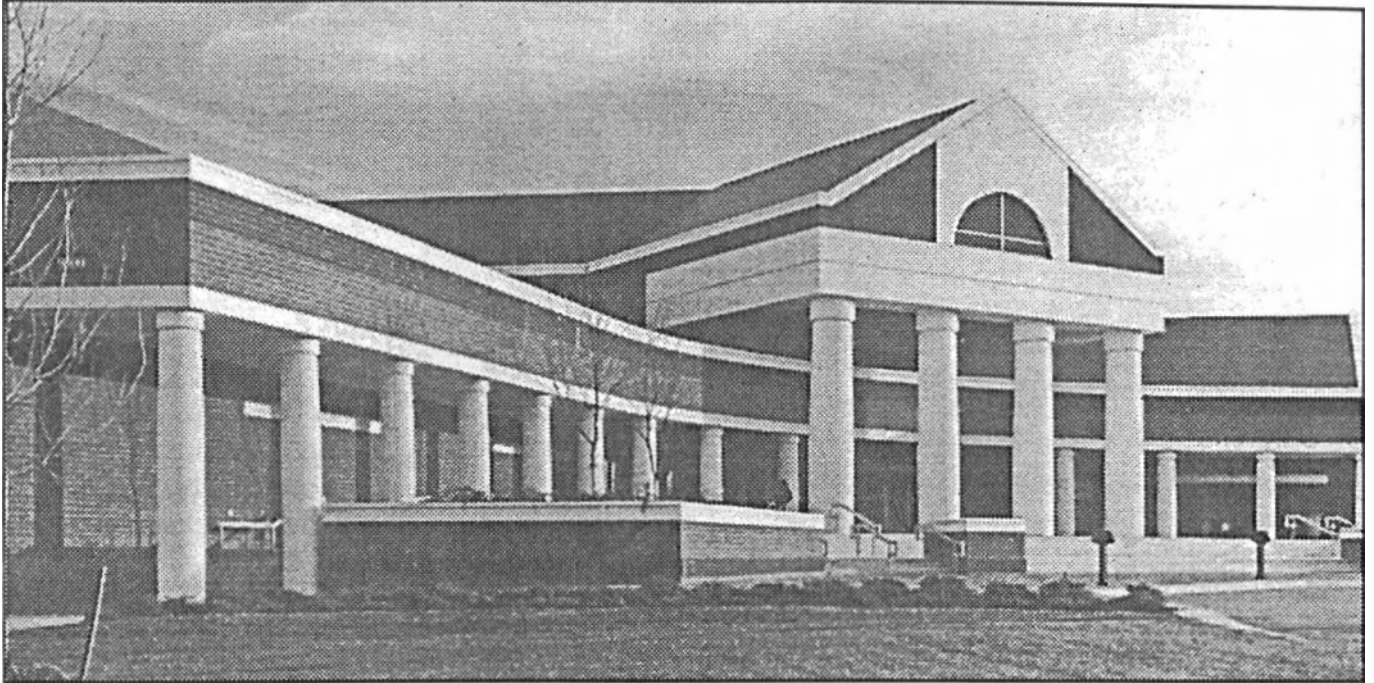


Figure 3.8: Contemporary Justice Center

courtrooms, a jail, and even installed a drive-through window for the people who want to pay their traffic ticket without the typical wait (Sachner, 1988, p.123).

There are various considerations that a community must ponder before they build an expensive justice facility.

Inmate's growing medical needs have provoked the development of sophisticated medical facilities for the sick, elderly, and disabled inmates. In addition the new construction must comply with state and federal guidelines as well as the Americans with Disabilities Act of 1991. This law obligates builders to consider disabled staff members that require special accommodations. The ADA is a law, not a code. Handicap employees, visitors, and inmates must have access to the lobby, staff rooms, visitation areas, intake/release sections, and at least 3% of the inmate housing must be designed to accommodate a handicap inmate (Thompson, 1995, 123). If a new facility does not comply with these standards the federal courts could mandate an expensive remodel to comply with the law.

There are a myriad of justice centers and more are under construction. The federal government has allotted billions of dollars in funds to construct justice facilities that will alleviate the overcrowding problem that jails and prisons face. Many local and state governments are under federal mandates that require them to resolve problems that exist in their criminal justice system. The construction of contemporary justice centers can help resolve local and state inadequacies in their facilities and update standards that are mandated by the

courts. The concept of contemporary justice centers merit more research to explore the developments and problems of the administration of these facilities. The next section will introduce a conceptual framework to explore contemporary justice centers. The conceptual framework will be utilized to conduct a study on administrator's experiences and staff attitudes.

Conceptual Framework

In this section, the conceptual framework is used to organize the empirical research of the study. Given the exploratory nature of the study, working hypotheses and descriptive categories will be utilized to organize the research. This study examines the experiences of those involved in operating a contemporary justice center because this information is absent from the current literature pool. The empirical results of the research will be introduced and explored in chapter 5.

A. Administrator's Experiences

POSITIVE EXPERIENCES

This section employs working hypotheses that pertain to the positive experiences of administrators and staff members that operate a contemporary justice center. Reed (1978, p. 34) argues that constituent services tend to be duplicated in traditional separate government facilities. Zupan (1991, p.56) suggest that consolidating criminal justice agencies into a

contemporary justice center could reduce the duplication of services by various agencies. This study will explore these elements by using empirical research.

The positive experience category is divided into two parts, facility benefits and facility administrative issues. The facility benefits category uses four working hypotheses to explore the reduction in bureaucracy, an increase in productivity, an improvement in inmate behavior, and an increase in personal safety. The facility administrative issues category utilizes three working hypotheses to explore job stress, job satisfaction, and administrative costs. These working hypotheses will be utilized to identify various attributes of contemporary justice centers.

1. Facility Benefits

Working Hypothesis 1a:

Administrators will experience a reduction in the bureaucratic procedures practiced by agencies that are located in the same center because of an increase in personal contact with staff members of other agencies.

Working Hypothesis 1b:

Administrators will experience an increase in productivity/ time efficiency because interactive related agencies are located in the same structure.

Working Hypothesis 1c:

Jail administrators will experience an improvement in inmate behavior because of the direct supervision design.

Working Hypothesis 1d:

Administrators and staff will experience an increased feeling of personal safety because of the tight security measures.

2. Facility Administrative Issues

Working Hypothesis 2a:

Administrators will experience a decline in staff complaints of job stress and their own personal job stress because of the locality of related agencies and the innovative design.

Working Hypothesis 2b:

Administrators will experience an increase of personal and staff job satisfaction.

Working Hypothesis 2c:

Administrators will experience a decrease in administrative costs because of the design of the structure.

NEGATIVE EXPERIENCES

Working hypotheses are employed in this section to explore the negative factors of contemporary justice centers. This section is organized into two categories, facility disadvantages and facility administrative issues. The facility disadvantages category explores administrators feelings about the media attention and client complaints about the facility security practices.

There are several negative experiences that would be expected when a government entity changes their practices and routines that have been utilized for many years. People are naturally resistant to change when they have become familiar with the local customs and practices. Many employees and constituents tend to be skeptical when the government announces that it is going to utilize modern technology to save taxpayers money. This study will explore these aspects contemporary justice centers.

3. Facility Disadvantages

Working Hypothesis 3a:

Administrators will experience a feeling of being under close scrutiny because of the media attention to the innovative facility and the expensive cost to taxpayers.

Working Hypothesis 3b:

Administrators will experience more client complaints because of the facility's security measures.

4. Facility Administrative Issues

Working Hypothesis 4a:

Administrators will experience difficulty with staff because of a resistance to conform to new practices.

WHAT ADMINISTRATORS LEARNED FROM THEIR EXPERIENCES

This section will explore what administrators learned from their experiences. One would expect administrators to encounter various benefits and problems with a new facility. This section utilizes two working hypotheses to identify the administrator's insights that they learned from their experiences and administrator's suggestions to improve contemporary justice centers. The results of the study pertaining to this section will be revealed in chapter 5.

5. Administrators Learned Experiences

Working Hypothesis 5a:

Administrators will identify insights that they learned from their experiences working in a contemporary justice center.

Working Hypothesis 5b:

Administrators will have suggestions to improve contemporary justice centers

Working Hypothesis 5c:

Administrators will have suggestions that will identify important issues that governments encounter when constructing contemporary justice centers.

Conclusion

The United States is experiencing a crisis because it has so many obsolete courthouses and jails that are overcrowded and dysfunctional (Gruzen, 1992, p. 74). Like many facilities, jails and courthouses are faced with inadequate funding, political and public apathy, misuse of the facilities, mismanagement, and increasing inmate populations. Governments are operating in an era that requires them to stretch the taxpayer's dollar. Everyday this task becomes more difficult for administrators.

When jails are referred to one should never forget the recent litigation that has incited the emerging trends to solve problems within American jail facilities. The orders from the courts that forbid overcrowding have led to the development of innovative justice centers that combine necessary services and share expenses. In 1970 an Arkansas federal court judge, Chief Judge Henley, captured the special relationship between the Constitution and correction. In *Holt v. Sarver* Judge Henley profoundly stated " if the state is going to run a penitentiary system, it must have a system that is countenanced by the Constitution of the United States of America" (Collins, 1195, p.114). In *Wolff v.*

McDonnell , a 1974 Supreme Court case, the Justices wrote that there is no iron curtain between the Constitution and the criminal justice system. Federal courts have continuously forced these rules on institutions and administrators who are responsible for inmates.

Chapter 4. **METHODOLOGY**

Introduction

The primary focus of this study is to explore contemporary justice center administrator's experiences and justice center staff members attitudes. This chapter discusses the methodology techniques used to address and the research questions and the empirical evidence utilized to test the working hypotheses.

This chapter will provide an overview of the methods employed.

The research question examined in this study is unique and case study research in this area is unprecedented. Since this issue is unprecedented, the research questions were addressed using three different research techniques: case study research, survey research, and document analysis in the form of a literature review. This technique is called triangulation. This chapter identifies and explains triangulation: the three research methodologies and their relationship to the research purpose.

The research methods examined are case study research, survey research, and document analysis. Each methodology is defined and thoroughly examined. This chapter also explains how each methodology was incorporated into the study. The strengths and weaknesses of each method will be examined to determine the research benefit from employing the selected methodologies.

This information is displayed in figure 4.1 and the hypotheses sources of evidence is shown in figure 4.2.

RESEARCH METHODOLOGIES

Methodology	Unit of Analysis	Sampling Frame	Strengths	Weaknesses
Structured Interviews	Delaware County Justice Center	10 Public Administrators	<ul style="list-style-type: none"> • Direct access to public administrator • More Valid • Natural • Setting 	<ul style="list-style-type: none"> • Small sample • Time consuming • Expensive • Qualitative • Less reliable
Document Analysis	Books, articles, journals, newspapers, pamphlets, government documents	See references	<ul style="list-style-type: none"> • Cross validation • Inexpensive • Easily accessible 	<ul style="list-style-type: none"> • Limited to previously researched materials
Survey research	Justice center staff members in various departments	65 justice center staff members	<ul style="list-style-type: none"> • Inexpensive • Efficient • Good method to measure attitudes of large population 	<ul style="list-style-type: none"> • Small sample • Forced choice

Figure 4.1: Research Methodologies

WORKING HYPOTHESES SOURCES OF EVIDENCE

Working Hypotheses	Source of Evidence
	AQ= Administrators questions SQ= Survey Questions
WH1a: Bureaucratic reduction	<ul style="list-style-type: none"> • AQ: 5,6,7 • SQ: 1,3
WH1b: Productivity Increase	<ul style="list-style-type: none"> • AD: 8 • SQ: 2,4
WH1c: Improvement in inmate behavior	<ul style="list-style-type: none"> • AD: 9 • SQ: 5
WH1d: Increase in personal safety	<ul style="list-style-type: none"> • AD: 10 • SQ: 6
WH2a: Decline in job stress	<ul style="list-style-type: none"> • AD: 11, 12 • SQ: 7
WH2b: Increase in job satisfaction	<ul style="list-style-type: none"> • AD: 13 • SQ: 8
WH2c: Decrease in administrative cost.	<ul style="list-style-type: none"> • AD: 14 • SQ: 9,10
WH3a: Feeling of being under close scrutiny	<ul style="list-style-type: none"> • AD: 15 • SQ: 11,12,13
WH3b: Increase in client complaints	<ul style="list-style-type: none"> • AD: 16 • SQ: 14
WH4a: Difficulty with staff conforming	<ul style="list-style-type: none"> • AD: 17 • SQ: 15
WH5a: Identify insights	<ul style="list-style-type: none"> • AD: 18, 19, 20,21 • SQ: 15,16,17,18,19,20
WH5b: Suggest improvements	<ul style="list-style-type: none"> • AD: 22,23,24,25,26 • SQ: Open-ended Questions

Figure 4.2: Working hypotheses sources of evidence

CASE STUDY RESEARCH

Case study research is an important mode of observation incorporated for this research project. Babbie, (1989:288) contends that case study research is a social science research method that is utilized to directly observe a social phenomena in a natural setting. The natural setting of this case study is a contemporary justice center located in Muncie, Indiana. Visiting this natural setting made it possible to explore the experiences of administrators.²⁰ The interviews permitted a comparison of the literature and interprets the results of the study with a more educated perspective. The personal observation and interviews with public administrators that operate a contemporary justice center is the only way to test the working hypotheses.

The research question was addressed by employing field research in a single case study format. Yin (1993, p.13) argues that

case studies are the preferred format when the “how” and “why” are being posed, when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real-life context. Such “explanatory” case studies can also be complimented by two other types - “exploratory” and “descriptive” case studies.

Yin (1993, p.14) continues to state that case studies allow an investigation into such real life events as organizational and management processes and is the

²⁰ For example; Delaware County Judge, Richard Daily, explained the problems with the courtroom layout. Judge Daily personally demonstrated how the round courtroom design echoed when an individual confronted the jury from the middle of the room. There is no other research technique that would have allowed a researcher to personally observe a dilemma of this type.

preferred method when one needs to know “how” or “why” an organization functions or fails to function. Robert Yin (1993, p.20) contends that case study research has a unique ability to examine a full variety of evidence, such as documents, interviews, and personal observations.

A case study is an “empirical inquiry that investigates a contemporary phenomena within a real life context; when the boundaries between phenomena and context are not clearly evident; and in which multiple sources of evidence are used (Yin, 1993, p. 23).” The framework of this study closely emulates Yin’s systematic view of case study research. This study explores a contemporary phenomenon of a “real life” situation and how the operation functions.

Various forms of evidence, structured interviews, document analysis, were utilized to address the research question. This process is called triangulation. Yin (1993, p.93) contends that when triangulation methods are employed it lessens the chances of bias and manipulation. The practice of utilizing three unique research techniques, strengthens the validity of this study and contributes to its uniqueness. The three methodologies are used to compliment each other and they also act as a support mechanism when one methodology has deficiencies. The research methodologies can render similar and distinct results. By utilizing three methods of observation, a more thorough investigation of administrator’s experiences and staff’s attitudes is possible.

How the Case Study Location was Discovered

The location of the field research was discovered in the summer of 1994 during a trip to Muncie, Indiana. A meeting was arranged with Mama Swartz, the Delaware County court administrator. She has been employed by the Delaware County Court System for more than thirty years. She educated the researcher on the subject of court administration and proceeded to conduct a tour of the newly constructed justice center. The concept was intriguing because the Delaware County Justice Center seemed to serve the community as a one stop justice depot.²¹

In the fall of 1995 a research proposal was submitted and accepted by Southwest Texas State University's faculty. This research project is an unprecedented study that explores administrator's experiences and describes staff's attitudes within a contemporary justice center. There were no studies identified in the document analysis phase of this research that had confronted the employees that worked in these modern justice facilities.

In January 1996, the researcher traveled to Muncie, Indiana to conduct research on the Delaware County Justice Center. For further clarification see figure 4.3. Two weeks was spent in Muncie to conduct ten personal interviews with administrators that were involved with implementation or operation of the

²¹ For example, if the sheriff arrests an individual for drunk driving he/she would be locked up in the county jail for the night. In the morning the sheriff can walk the inmate over to the courts to see a magistrate without leaving the facility or exposing the inmate to the public.

ITINERARY FOR DELAWARE COUNTY, INDIANA RESEARCH

DATE	ACTIVITY	TIME	PERSON	TITLE
January 19	Leave Austin	8:00 A.M.		
January 22	Interview	11:00 A.M.	Robert Donati	County Commissioner
		01:30 P.M.	Robert Taylor	Project Architect
January 23	Interview	02:00 P.M.	Robert Hartley	County Commissioner
January 25	Interview	08:30 A.M. 10:00 A.M.	Barbara Hines Gary DeWees	County Judge Facility Maintenance Administrator
January 26	Interview	10:00 A.M.	Richard W. Pickett	Sheriff's Department Captain
		02:00 P.M.	Mama Swartz	Court Administrator
January 29	Interview	11:00 A.M.	Ron Bonaham	County Commissioner
January 30	Interview	10:00 A.M.	Richard Daily	County Judge
February 1	Interview	09:00 A.M.	Steve Aul	County Sheriff
February 4	Return to Austin	08:00 A.M.		

Figure 4.3 :Itinerary for Delaware County, Indiana Research Project

Delaware County Justice Center. The case study portion of this research project was a complete success. It provided more than 13 hours of personal structured interview material and provided the researcher with a personal observation of the research setting. The researcher was allowed to observe the operation of jail, the courts, the judicial staff, and the 911 communications center. Case study research is a unique research technique that allowed the researcher to experience every aspect of the research setting.

Strengths of Case Study Research

There are many strengths of case study research. Intrastate travel to collect data is a commitment to strong research. The case study allows a researcher to comprehensively observe the research setting and subjects. Babbie (1989:262) argues that case study research may be the best method to measure behavior that is not visible in an artificial survey. The case study research techniques provided a direct observation of the actions of the administrators and a personal exploration of the research setting. Visiting a natural setting allows a researcher to observe how the actual participants interact in the research setting.

Weaknesses of Case Study Research

There several potential weaknesses to conducting case study research. The primary weakness is the cost of obtaining the research. It is expensive to fly

across the nation to visit a research site. The cost of transportation is not the only expense that was incurred. Food, car rental, and computing facilities were a significant expense. Another weakness to case study research is the lack of quantable information. This weakness virtually eliminates the precise descriptive statements about a large population. Reliability is another issue to be confronted. If another researcher conducted a similar study it is possible that they would obtain a different result. This is another reason that triangulation was employed. Triangulation helps avoid these types of problems because multiple sources of evidence are provided. A standard set of questions and working hypotheses should also increase the reliability of the study. Even though some deficiencies exist, the triangulation of research techniques utilized in this study outweighs the negative aspects of case study research.

Case Study Research Benefits For This Study

Case study research significantly strengthens this applied research project. The chance to meet with the justice center administrators is a rare opportunity. It is not often that a student researcher is able to gain interviews from elected officials that take an hour or more. The case study technique provides this project with a sense of depth and thoroughness that can not be obtained through any other research technique.

Babbie (1992, p.306) argues that the main strength of case study research is the depth of understanding that the technique permits. Flexibility is

another advantage of case studies. The researcher has the ability to modify the research design at any point. A third strength of case study research is its ability to withstand accusations of being superficial (Babbie, p. 306).

Structured Interviews

The structured interviews were provided an extraordinary amount of information that could not have been obtained any other way. This study utilized 10 personal interviews with Delaware County Justice Center administrators and individuals that were involved with the implementation of the facility. The information collected is invaluable and could not have been collected without the "Hoosier hospitality" of the administrators. These interviews are the core of this research project because they provided a myriad of responses and innovative ideas.

The population of the interviews, 10 justice center administrators, held various positions and possessed diverse backgrounds. There were two county judges, a county sheriff, a county sheriff captain, a facility maintenance director, a project architect, a court administrator, and three county commissioners. Some of these individuals possessed an excess of 35 years of experience in their field. The structured interview population provides a strong insight into the operation of a contemporary justice center.

Structured Interview Benefits

Structured interviews with public administrators benefited this project in many ways. Fowler (1993, p. 70) argues that personal interview procedures are probably the most effective way of enlisting cooperation from most populations. He continues to state that structured interviews allow an interviewer to probe for adequate answers and guide the interviewee in a positive direction (Fowler, 70). Structured interviews also allows an interviewer to personally observe the study's environment and focus on visual cues. Interviews also collect a large amount of data in a short amount of time. Structured interviews were very beneficial to the results of this study.

Disadvantages of Structured Interviews

Although structured interviews are an effective and reliable method to collect data they do have a few disadvantages. The primary disadvantage is the cost factor. Personal interviews usually involve travel expenses which can be overwhelming. Floyd J. Fowler (1993, p.70) states that personal interviews are often more time consuming than telephone surveys and some samples may be more accessible by some other mode.

Structured interviews may have a few disadvantages but the advantages far outweigh the disadvantages. The 10 structured inters with justice center public administrators amassed information that no other data collection method could have possibly gathered. The interviews also allowed the researcher to

take a hands on approach and experience the first-hand reaction of every interviewee.

Document Analysis Research

The document analysis research conducted for this study was compiled from critiquing budgets, books, newspaper articles, government publications, and reports. The primary purpose of the document analysis is to gain an understanding of the historical, legal, and current setting. The document analysis also identifies the major issues that justice centers encounter. The primary documents obtained provided a strong foundation for the research.

Strengths of Document Analysis

Research cross-validation is one strength of document analysis. Once the primary references are detected they can easily be found in various documents. The cross-validation confirms that scholars were referring to the same sources to conduct their reviews. Cost is another benefit of document analysis. Most documents are available at local libraries or are public information with unlimited access. Document analysis provides the research with a strong foundation to build a strong case.

Weaknesses of Document Analysis

There are several negative aspects of using document analysis. One weakness is that the researcher is bound to recorded communication. A second weakness is that documents can be biased or misleading. Although documents can be comprehensive in some aspects and provide a good understanding of relevant issues they often fail to explore various aspects of that could contribute to a study.

Document Analysis Benefits for this Research

The document analysis provided this study with a sense of history about the implementation and operation of the Delaware County Justice Center. Analysis of various documents provided a through review of the issues that gave rise to the construction of the justice center. The reviewed documents were also more accessible and less expensive than other forms of research. The document analysis phase was beneficial to the overall success of this project. It provided an outline as a benchmark and unveiled the path that led to the construction of Middletown USA's contemporary justice center.

Survey Research

Survey research was integrated as a mode of observation to study justice center staff's attitudes. This phase of the research completes the triangulation of research methods. In order to better understand justice center facility staff's

attitudes, a questionnaire was developed and distributed to various departments in the Delaware County Justice Center. The questionnaire utilized three open-ended questions and 20 Likert-scale questions. The questionnaire was developed to correspond with the research major issues and the conceptual framework that was developed in Chapter III. Appendix B displays a sample survey. The questionnaire was designed to be easily read and easily completed. The survey takes about 5 minutes for a staff member to complete.

The survey population was staff members that worked in the Delaware County Justice Center facility. This included correction officers, county police officers, court administrative staff, 911 communication center staff, part of the county clerks office staff, and the maintenance staff. One hundred self-administered surveys were distributed and 67 were returned. Two of the surveys could not be used because the individuals did not correctly complete the survey. The response rate was very high and several of the staff members completed an open-ended section at the end of the survey. Many staff members provided innovative suggestions that could contribute the construction of future justice center projects.

Strengths And Weakness Of Survey Research

Survey research has several strengths. Babbie (1989:254) argues that surveys are good vehicles for measuring attitudes and orientation in a large population. This research depended on the survey to describe the justice center

staff's attitudes about their work environment. The survey technique provided the necessary information which was obtained more efficiently at a lower cost.

Survey research techniques also have weaknesses. Surveys do not provide open categories that allow respondents to express their opinion. The questions are a forced choice which is similar to round pegs fitting into square holes (Babbie, p. 254, 1989). Survey questions are limited in their scope. If the questions are too difficult or long, the respondents become confused and refuse to complete the survey.

Benefits Of Survey Research

Survey research techniques benefits this study in several ways. The survey solicited various opinions about staff's attitudes that otherwise could not have been collected. The survey was inexpensive and less time consuming than other techniques utilized by this study. Significant information was compiled from the results of the survey. Information obtained from the surveys provide a better understanding about justice center employees. Staff attitude surveys produced more data than any other methodology utilized by the study.

Difficulty Of Research

All of the methodologies utilized by this study have contribute to the reliability of the results. There were several difficulties that were encountered during this study. The legal setting and the negative press that the justice center

facility received contributed to a cynical perspective by various administrators and staff members. The strong sense of cynicism was also detected in the citizens of Delaware County. Most members of the community that were confronted openly admitted that their only source of information about the Delaware County Justice Center was derived from the local media.

Administrator and staff cooperation was also a obstacle. There were many staff members that refused to complete a survey because it was too much trouble or they were too busy. Several of the surveys that were collected was not completed but had the word "no" written all over the survey. Most of the administrators were cooperative but the 911 communications director was very rude and declined when asked for an interview. He also refused to have the 911 communications staff members complete the survey until the county commissioners office was contacted. A supervisor in the county clerks office also failed to have the staff members complete the survey. She informed me that the staff members did not have the time to complete the survey even though the surveys were distributed to them one month in advance.

Uncooperative individuals were the only negative aspect of the study. Most of the administrators were cooperative and even altered their schedule to participate. Judge Daily, Court administrator, Marna Swartz, maintenance administrator, Gary Deweese, architect and developer, Bob Taylor, Judge Hines, Sheriff Steve Aul, Captain Pickett are just a few of the individuals that were open and helpful. Betty Shelton Cole, former senior judge for 15 years, completed a

survey on her own time because she wanted to contribute to the study. A majority of the Delaware County Justice Center employees were hospitable and are the reason that this study was successful.

Chapter V.

FINDINGS

Introduction

This chapter reveals the results of the structured administrator interviews and the staff surveys that were conducted at the Delaware County Justice Center. The interview questions focused on the experiences and observations of the justice center administrators. The structured interviews were conducted with ten administrators that are involved with the operation or were involved with implementation of the Delaware County Justice Center. The interviewee pool was diverse and included members with years of experience in various realms of the Justice Center's administration.²² The pool included three county commissioners, two county judges, a court administrator, the county sheriff, a captain in the sheriffs department, the maintenance director, and an architect that was appointed to take over the justice center project.

Surveys were distributed to more than 100 staff members of various departments in the Delaware County Justice Center. There were 67 surveys returned and 2 were not able to be used because they were not properly completed. Therefore, 65 self-administered surveys were used. The surveys

²² The level of experience varied. In the judicial field; Judge Daily has 19 years experience as a county judge, Judge Barbara Hines has several years experience in the legal field before she was appointed as a county judge, and Marna Swartz has been a court administrator for 17 years and has been employed by the county courts system for 35 years. Sheriff Steve Aul and Captain Richard Pickett both have 21 years of law enforcement experience. All of the County Commissioners, the project architect, and the facility maintenance director have several years of experience in their career field.

Survey Respondents

DEPARTMENT	RESPONSES	TOTAL STAFF
County Jail	40	56 Corrections Officers
911 Communications	6 (2 unable to be used)	32 Staff Members
Superior Court 2	4	4 Staff Members
Superior Court 3	4	4 Staff Members
Superior Court 4	4	4 Staff Members
Circuit Court	2	
Court Administrator	1	1 Staff Member
Clerks Office	1	
Maintenance	3	3 Staff Members
Total	67	67

Figure 5.1: Department Survey Response Rates

were distributed to nine departments in the justice center. Figure 5.1 displays the response rate from each of the nine departments.

There were 46 of the 67 staff respondents that completed the 3 open-ended questions at the end of the survey. The responses to the open-ended questions will be presented in Appendix D of this project.

A. Interview and survey results

This section will reveal the results of the structured interviews and the self administered surveys. The result will be organized by the working hypotheses and displayed in a table. The tables will reveal the empirical results of each question and will be followed by a brief summary. Several questions were utilized to test the same working hypotheses. This duplication provides reliability to the study.

I. POSITIVE EXPERIENCES

A. Facility Benefits

Working Hypothesis 1a: Bureaucratic streamlining evidence is mixed.

Administrators will experience a reduction in the bureaucratic procedures practiced by agencies that are located in the same center because of an increase in personal contact with staff members of other agencies.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
Administrators	5	50	.55
	6	50	.55
	7	50	.55
Staff Members	1	27.7	-(.38)
	3	32.2	-(40)

In the following sections hypotheses dealing with the positive experiences associated with the justice center are tested. The first hypotheses examines possible bureaucratic streamlining associated with the new design. The results were mixed in their assessment of bureaucratic benefits.

The administrative responses to these questions were split by department. The staff members attitudes also differed from the administrators responses.

The administrators that worked within the sheriff's department, maintenance department, and two county commissioners agreed that the design allowed them and their staff members to interact with various departments and by pass the standard bureaucratic red tape. If they need to contact a member of another department they could walk over to their office and casually discuss the issue because they see the other administrators on a daily basis and know them by name. One interviewee stated that it was "easier to discuss important issues because we have the ability to conduct group meetings and avoid playing phone tag."

The judicial administrators and one county commissioner disagreed because they believed that the old county facility had everything that they needed.²³ The disagreeing members all believed that all judicial departments should be in the same building. One administrator claimed that he/she felt like a

²³ The old county building had offices and space for the courts, a court administrator, a partial sheriffs office, a county clerks office, the public defenders office, probation offices, the support division, the juvenile division, and the prosecutors office. The Justice Center contains the courts, except the juvenile division and support division, the 911 communications department, the jail and sheriffs office, part of the clerks office , and civil defense. The administrators of the courts are housed in the Justice Center but still have to supervise the juvenile and support division of the courts. The clerks office is also divided into two offices. One administrator stated that they frequently have to retrieve records from the old building which requires a significant amount of time.

prisoner in the justice center because he/she was segregated from the other judicial offices.²⁴ The judicial members clearly disagreed with working hypothesis 1a.

The staff survey results clearly fail to support with this working hypotheses. More than 50% of the respondents disagreed with question 1 and 47.7 % of the respondents disagreed with question 3. The administrator responses and staff members responses are distinctly different. There are a myriad of reasons why these results are mixed.

Working Hypothesis 1b: Productivity increase

Administrators will experience a change in productivity/ time efficiency because interactive related agencies are located in the same structure.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
Administrators	8	10	1
Staff members	2	33.8	-(.15)
	4	67.7	.58

The responses were unanimous by the administrators and a strong majority by the staff respondents. All of the administrators experienced a decrease in productivity because of the facility design. For example, the design of the Justice Center's jail required hiring 18 more corrections officers because the design utilized obsolete technology. Correctional officers are required to

²⁴ The Justice Centers' judicial offices are located in a secure area away from other offices and a security card is required to enter the office area. It is difficult to obtain access to this area and even more difficult to find your way around the judicial office area.

constantly walk the halls to monitor the individual day rooms. The courts also encountered a decrease in productivity because several offices that contain important documents are housed in the old county building across the street.

The sheriffs department administrators did mention that there was at least one area that increased productivity. The old jail was separate from the courts and required corrections officers to transport inmates to court appearances. The advantage of the Justice Center's design is that the corrections officers can walk inmates to court appearances without leaving the facility. All of the administrators agreed that a properly designed facility would have probably increased departmental productivity. The responses to the staff members open-ended questions also confronted this issue. A vast majority of the survey and responses stated that the structure negatively affected their productivity. The evidence clearly supports the hypotheses but the administrators identified that the change in productivity is a negative change.

Working Hypothesis 1c: Inmate behavior

Jail administrators will experience an improvement in inmate behavior because of the jail design.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
Administrators	9	0	1
Staff members	5	24.5	.06

This working hypotheses explores the effects of the direct supervision portion of the county jail. There is only one section, O block, that is direct

supervision. There were only five interviewees and 40 survey respondents that could comment on this question. All of the qualified administrators stated that the jail design was a problem. The survey respondents that had an opinion were almost evenly split. The interviewees agreed that the unusual design of the jail makes it hard to supervise inmates. One interviewee stated that “the county had to hire more corrections officers because of problems with custodial suicide attempts. They also stated that the morale of the corrections officers decreased until they obtained special training. One respondent stated that the “design of the jail requires a 1:4 inmate/correction officer ratio but if a POD design would have been utilized the jail could have cut staff because the ratio could have been reduced to 1:50.” The responses to this question failed to support the hypotheses.

Working Hypothesis 1d: Personal safety

Administrators and staff will experience an increased feeling of personal safety because of the tight security measures.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
Administrators	10	.30	.30
Staff members	6	58.4	.25

Working hypotheses 1d seeks to explore the administrators and staff members feeling of personal security. Three administrators agreed with this question, 6 disagreed, and one did not comment. The six dissenting administrators believed that a design flaw prevented the facility from being able

to be completely secure. One administrator mentioned that he/she believed that jails should not be a focal point of a community and should be located in rural areas because if the jail needed to be quickly evacuated it would be impossible to control the inmate population. Several administrators stated that staff members frequently made jokes about design of the facility. The jokes revolved around the concept of an inmate escaping and never being able to find their way out of the building because the Justice Center was designed like a maze.

The staff survey responses contradicted the administrators opinions. The results of the surveys show that staff members agree with the working hypotheses. The difference could be caused by the differences between the administrators job and the staff members job. The administrators are often exposed to the public and the staff members are often confined to a office that is difficult to find. The staff surveys support the hypotheses while the administrators responses fail to support the hypotheses.

B. Positive Facility Administrative Issues

The working hypotheses in this section confront positive facility administrative issues. There are three working hypotheses that examine this realm of the justice center. Job stress, job satisfaction, and administrative cost will be examined. This section provides the reader with an insight pertaining to several areas of the justice center.

Working Hypothesis 2a: Job stress

Administrators will experience a decline in staff complaints of job stress and their own personal job stress because of the locality of related agencies and the innovative design.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
	11	20	.2
	12	50	.5
	7	13.8	-(.74)

This working hypotheses examines job stress in the justice center. Job stress is an important factor and can have a negative effect on productivity. All administrators that commented on these questions stated that the design of the Justice Center increased complaints about job stress and increased their own stress level. The staff surveys coincided with the administrators results. The general consensus of administrators and staff members was that the poor design of the facility made administrators and staff members job more difficult. The jail administrators confronted this problem by retaining a jail psychologist and sending staff members to advanced training sessions. These actions apparently decreased the complaints about stress. All commenting administrators stated that a properly designed facility would have probably reduced job stress levels. The evidence fails to support the hypotheses.

Working Hypothesis 2b: Job satisfaction

Administrators will experience an increase of personal and staff job satisfaction.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
	13	0	1
	8	20	-(39)

This section determines if the design of the Justice Center effected the pattern of job satisfaction. Seven administrators and 42 staff members commented about job satisfaction. The results of the survey supported all seven administrator responses. The administrators agreed that the design of the facility caused a decrease in job satisfaction in both administrators and staff members. The administrators stated that the new Justice Center was a beautiful facility but the architects failed to design a user-friendly facility. The empirical evidence collected fails to support the hypotheses.

Working Hypothesis 2c: Administrative costs

Administrators will experience a decrease in administrative costs because of the design of the structure.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
14		0	1
9		92.3	1.23
10		12.3	-(.28)

This hypotheses was addressed in two ways. The first question inquired about the Delaware County Justice Center and the second question asked administrators and staff members if they agreed that county facilities needed to be consolidated. Nine interviewees responded to this question. All nine administrators stated that their administrative and operational costs had increased because the design of the Justice Center. Several administrators stated that personnel, time, repair and replacement costs drastically increased

Several administrators believed that the old facility had very little security and that people are naturally resistant to conform to new practices that are inconvenient. A comment was also made about the people who complain the most. An administrator stated that “ mostly salesmen and vendors complain because it is difficult to gain access to administrators but they comply because they realize that a justice facility requires tight security practices.

B. Negative Facility Administrative Issues

Negative administrative issues are confined to staff resistance to conform to the new practices of the justice center. The empirical evidence will identify the problem issues in this area. These issues can be utilized as a tool for learning about and exploring the personnel training aspects the justice center,

Working Hypothesis 4a: Staff Resistance

Administrators will experience difficulty with staff because of a resistance to conform to new practices.

RESPONDENT	QUESTION	% Agree or Strongly Agree	Mean
17		10	.10
15		73.9	.85

The empirical evidence fails to support the hypothesis. Eight of the administrators disagreed, one agreed, and one did not comment. The staff survey responses agreed that the staff members would conform without a problem. Most of the staff members that responded, 73.9, disagreed with this

hypotheses. The individuals that disagreed clearly stated that staff members welcomed change and training.

III. WHAT ADMINISTRATORS LEARNED FROM THEIR EXPERIENCES

This section explores what administrators and staff members learned from operating a contemporary justice center. These experiences provide a in-depth look at the positive and negative factors of the justice center. The administrators responses also confront the resolution of the problems with the justice center. Figure 5.2 and 5.3 display several of the problems that were identified by administrators and staff members.

and staff members. All of the administrators unanimously agreed that the Justice Center was not a good investment because the county could have built a larger facility for less money. Some of the interviewees believed that the Justice Center would prove to be a good investment in the long-run but initially it was a disaster. The most common comment was that only a jail was needed and the county officials lost focus of the big picture. Another common comment was that the architect and designer failed to consult the users of the facility about what they need. Several other administrators believe that architects with previous correctional facility experience should have been used to design and construct the facility.

Most administrators believe that most problems with the Justice Center could have been avoided. One administrator stated that a needs assessment should have been utilized to develop the facility.

Problems Identified	Problem Identified By:
* Lack of working space	All Departments
* No parking facilities	All Departments
* Increased personnel requirements to supervise jail	Jail administrators and staff
* No central computer unit	All Departments
* A/C unit too loud in communications room	Communications Staff
* No A/C unit for jail computer room	Jail Administrators
* A/C unit located in closet makes too much noise	Court Administrators
* 12 man Jury room too small	Court Administrators
* Court temporary holding cell not designed to accommodate females / juveniles /males at same time	Court Administrators
* Circular design of courtroom echoes	Court administrators and staff
* Defendant box too close to jury box	Court Administrators and staff
* Judges office too large and staff quarters too small	Court Administrators
* Common fixtures impossible to replace	Maintenance Administrators and Staff
* Design of courtroom inconvenient	Court Administrators and Staff
* Civil defense and communications in same facility but supposed to be located in a separate building	Communications Staff
* Design difficult to assimilate	All Departments
* Courtrooms don't comply with ADA	Court Administrators
* Lack of separate delivery door	Jail/Court administrators
* Sally port too steep	Jail Staff
* Sally port garage is at difficult angle	Jail Staff

Figure 5.2: Problems with Justice Center Facility

PROBLEMS IDENTIFIED BY ADMINISTRATORS

- **DESIGN PROBLEMS**
- **Wasted space caused by poor design: square building site, triangle structure, round courtrooms waste thousands of cubic feet of space.**
- **No access for deliveries**
- **Easy to get lost in facility**
- **Bad jail design to hard to supervise inmates**
- **Inadequate air conditioning for electronics**
- **Jury too close to judge bench and can hear side bar conferences**
- **COURTROOM DESIGN PROBLEMS**
- **Round courtroom has bad acoustics**
- **Defendant's table too close to jury**
- **Judges quarters too large and staff quarters too small**
- **Courtroom below jail causes noise problems**
- **Maintenance fixtures too difficult to access**
- **Replacement fixtures too expensive and difficult to obtain**
- **Judicial offices not open to public**
- **Voices carry in round courtroom**

Figure 5.3: Administrator insights

Working Hypothesis 5b: Suggestions to improve justice centers

Administrators will have suggestions to improve contemporary justice centers

The administrators commented about various unique experiences that could contribute to the construction of justice centers. Some of the comments are listed in table 5.4.

The administrators unanimously agreed that the poor design of the justice center hindered their duties. The interviewees stated that the unusual design made normal tasks more difficult and time consuming. Administrators identified several problems with the justice center. The most common problem was the facility's design. Most of the administrators stated that this problem could have been avoided if the original developers would have conducted a needs assessment and consulted the facility users. The administrators also stated that consolidation of government facilities was a good idea if a government plans ahead. They also stated that they believed combined facilities were the wave of the future because consolidation would save tax payers money. Many of the administrators also believed that sharing facilities expenses and avoiding duplication of services would be a good way to save money.

None of the administrators were consulted by the original architects. One administrator stated that they were intentionally kept out of the communication circle. All of the administrators stated that they believed that facility users

CONTRIBUTING EXPERIENCES

- **PRE-CONSTRUCTION SUGGESTIONS**
- **Avoid politics and stay focused on county needs**
- **Hire impartial construction manager**
- **Hire correctional facility experts**
- **Use less expensive fixtures**
- **Account for repairs and create easy access to fixtures**
- **Utilize communication network between users and developers of facility**
- **Research all areas**
- **Hire correctional consultants**
- **Build functional facility and avoid fancy image**

Figure 5.4: Suggested Improvements

should always be consulted when constructing new facilities. They believed that this would identify problems that would normally be overlooked by architects.

The administrators have revealed several insights and suggestions to improve justice centers. If a government needs to build a jail facility the public officials involved should take the time to explore justice center facilities that are currently operating and listen closely to what the administrators and staff members have to say. Elected officials and public administrators should always remember exactly is paying the bill for the construction of a new facility and

investigate all aspects before getting the government or local residents involved in a project that is irreversible and with such lasting consequences. President Lyndon B. Johnson once stated "The American people want leadership which believes in them, not leadership which berates them." Elected officials should always keep this quote in mind before they refuse to listen to the advice of administrators, constituents, and staff members that have to eventually pay for their blunders.

Chapter VI.

CONCLUSION

In the late 1990's, justice centers are rapidly being constructed around the nation as a result of a deteriorating infrastructure and increase in demands of the criminal justice system. This study has identified many problems that administrators have encountered while working within a contemporary justice center. The administrator's experiences and comments were strongly supported by staffs surveys.

Justice centers are an expensive investment for any government and construction costs can rapidly increase as a result of poor planning and when political egos take precedence over the needs of the community. Local government leaders and community activists need to supervise the tax payers investments and assure that tax money is properly spent. There is no room for politics when a community is under time constraints to construct a justice center. Local officials often make quick decisions to avoid constituent pressures without considering the long term results of their decisions. Frequently local officials vacate their position long before the end results are presented to the public. This is the type of dilemma that Delaware County encountered .

Two former county commissioners controlled the fate of 120,000 tax payers for the next 25 years but failed to consider the end results. The decision to construct a new justice center was quickly decided and the elected officials failed to conduct a needs assessments for the county's future. Community

leaders should realize that a simple needs analysis can help to avoid constructing a catastrophe project. Many individuals lost their jobs as a result of rushing into this justice center project before considering the actual needs of the community.

This research project identified a myriad of issues to deliberate before a community decides to spend millions of tax dollars on a new justice facility. Justice facility consolidation is a good idea when planning is involved but if elected officials fail to plan ahead things can quickly backfire. Much more research is needed in the area of facility consolidation and justice center construction. Delaware County Justice Center administrators and staff members have experienced various problems of working in a newly constructed justice center. These individuals are the best resource to utilize to answer the big question.....how not to build a contemporary justice center!

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INTERVIEW QUESTIONS WITH WORKING HYPOTHESES

ADMINISTRATOR 'S EXPERIENCES INTERVIEW QUESTIONS

POSITIVE EXPERIENCES

1. What is your name , title, and job description?
2. How long have you held this position?
3. What is your background; education, experience?
4. How long have you worked within the justice center?

A. Facility Benefits

H1a: Administrators will experience a reduction in the bureaucratic procedures practiced by agencies that are located in the same center because of an increase in personal contact with staff members of other agencies

5. Has the design of the facility allowed you more personal contact with other departments? Please explain.
6. If so, did the personal contact reduce the normal bureaucracy in any way?
7. Does the facility allow your department to have a better relationship with other departments? If so, how?

H1b: Administrators will experience an increase in productivity/ time efficiency because interactive related agencies are located in the same structure

8. Has the justice center facility design effected the productivity in your department? If so, how?

H1c: Jail administrators will experience an improvement in inmate behavior because of the jail's design.

9. Has the design of the Justice Center's jail had an impact on inmate behavior? Please explain.

H1d: Administrators and staff will experience an increased feeling of personal safety because of the tight security measures

10. Has the Justice Center's design effected you or your staff's feeling of personal security or safety. Please explain.

B. FACILITY ADMINISTRATIVE BENEFITS

H2a: Administrators will experience a decline in staff complaints of job stress and their own personal job stress because of the locality of related agencies and the innovative design

11. Have you experienced an increase or decline in staff complaints about job stress? Please explain.

12. Do you feel that the Justice Center's design effects the stress level of your job? Please explain.

13. Has the design of the Justice Center effected the pattern of job satisfaction in your department? Has the design effected your job satisfaction?

14. Has the design of the Justice Center effected the administrative costs in your department? Please explain?

NEGATIVE EXPERIENCES

15. Have you or your department experienced a feeling of being under close scrutiny because of the attention that the innovative design has enticed? Please explain.

16. Have you or your department experienced more client/inmate/visitor complaints because of the facility's security practices? Please explain.

17. Have you or your department experienced difficulty with staff resistance to conform to new practices?

LEARNED EXPERIENCES

18. Have you been confronted with any unique experiences that the design of the facility caused.? Please explain.
19. Do you believe that the justice center was a good investment for the county? Please explain.
20. Do you have any experiences that could contribute to the construction of similar facilities? Please explain.
21. Do you feel that the design of the justice center assists you in your duties?
22. Are you aware of any problems with the facility design? How could this problem have been avoided?
23. Do you believe that the design of local, state, and federal government facilities should include all relevant agencies?
24. Do you believe that these structures will save taxpayers money?
25. Were you ever confronted by the designers or asked for suggestions that would help make your department more productive? If so, please explain.
26. Do you believe that the designers of the Justice Center should have asked for design suggestions from the administrators & staff members that oversee the daily tasks that are required? If so how do you think this would have helped the design?

Appendix B

SAMPLE SURVEY

CENTRALIZED JUSTICE: A STUDY OF ADMINISTRATIVE EXPERIENCES AND STAFF ATTITUDES IN A CONTEMPORARY JUSTICE FACILITY

This questionnaire has been designed to obtain specific information about employee's attitudes in relation to the design of the facility they work within. The researcher assures you that your identity can not be traced and that your answers are confidential. Thank you for your help and cooperation.

Please circle the appropriate response: SD= Strongly Disagree D=Disagree

NO=No Opinion A=Agree SA=Strongly Agree

1. The Justice Center's design has increased my personal interaction between departments.
SA A NO D SD
2. The Justice Center has increased my productivity.
SA A NO D SD
3. Having several agencies/departments in the Justice Center has reduced typical bureaucratic red tape.
SA A NO D SD
4. Having several agencies in one building saves time for staff that are required to interact with various agencies.
SA A NO D SD
5. The direct supervision jail design has improved inmate behavior.
SA A NO D SD
6. The Justice Center provides a safe working environment for the staff.
SA A NO D SD

7. The design of the Justice Center helps reduce job stress.
SA A NO D SD
8. The design of the Justice Center increases job satisfaction.
SA A NO D SD
9. It is a good idea to have several county offices in one building.
SA A NO D SD
10. The design of the Justice Center has decreased administrative costs.
SA A NO D SD
11. The Justice Center's staff members are under constant pressure to meet department goals because of the attention drawn by the innovative design and unique concept.
SA A NO D SD
12. I am under constant pressure to meet goals because of the Justice Center's expensive cost to the taxpayers for the facility.
SA A NO D SD
13. The Justice Center receives unwarranted attention from the media.
SA A NO D SD
14. The Justice Center's staff receives more client/ visitor/inmate complaints because of the security design of the facility.
SA A NO D SD
15. I am willing to conform to the new practices that are utilized in the Justice Center.
SA A NO D SD
16. The design of the Justice Center facility makes my job easier.
SA A NO D SD
17. The Justice Center was a good investment for the county.
SA A NO D SD
18. The Justice Center's innovative design should be utilized when constructing other government offices
SA A NO D SD
19. The design of the Justice Center makes my job easier.
SA A NO D SD

20. Construction of the justice center was a good idea.

SA

A

NO

D

SD

Please answer the following questions:

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

3. Could the Justice Center's design have been improved? If so how?

Appendix C

DATABASE OF SURVEY RESULTS

Staff Survey Results

Population: 65 justice center staff member respondents

FACILITY BENEFITS

B. Attitudes- Descriptive Categories

1. The justice center facility has increased personal interaction between departments.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	5	13	15	16	16	65
PERCENT OF TOTAL	7.7	20	23	24.6	24.6	100

2. The justice center facility has increased job productivity.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	7	15	22	12	9	65
PERCENT OF TOTAL	10.8	23	33.8	18.5	13.8	100

3. Having several administrative offices in the justice center has reduced normal bureaucratic red tape.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	2	19	13	13	18	65
PERCENT OF TOTAL	3	29.2	20	20	27.7	100

4. Having several agencies in one facility save time for staff that interact with various agencies.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	10	34	12	2	7	65
PERCENT OF TOTAL	15.4	52.3	18.5	3	10.8	100

5. The direct supervision jail design has improved inmate behavior.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	2	14	35	12	2	65
PERCENT OF TOTAL	3	21.5	53.8	18.5	3	100

6. The justice facility provides a safe working environment for the staff.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	3	35	8	13	6	65
PERCENT OF TOTAL	4.6	53.8	12.3	20	9.2	100

POSITIVE FACILITY ADMINISTRATIVE ISSUES

7. The design of the facility reduces job stress.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	1	8	18	18	20	65
PERCENT OF TOTAL	1.5	12.3	27.7	27.7	30.7	100

8. The design of the justice center increases job satisfaction.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	3	10	23	17	12	65
PERCENT OF TOTAL	4.6	15.4	35.4	26.2	18.5	100

9. It is a good idea to have several county offices in one building.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	25	35	2	1	2	65
PERCENT OF TOTAL	38.5	53.8	3	1.5	3	100

10. The design of the justice center has decreased administrative costs.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	3	5	38	9	10	65
PERCENT OF TOTAL	4.6	7.7	58.5	13.8	15.4	100

FACILITY DISADVANTAGES

11. The staff members are under more pressure to meet goals because of the attention drawn by the innovative design and unique concept.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	4	16	28	13	4	65
PERCENT OF TOTAL	6.2	24.6	43	20	6.2	100

12. The justice center staff members are under pressure to meet goals because of the expensive cost to taxpayers for the facility.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	6	16	25	15	3	65
PERCENT OF TOTAL	9.2	24.6	38.5	23	4.6	100

13. The justice center receives unwarranted attention from the media.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	12	16	13	13	10	65
PERCENT OF TOTAL	18.5	24.6	20	20	15.4	100

14. The justice center staff receives more client/ visitor/inmate complaints because of the security design of the facility.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	1	7	28	23	6	65
PERCENT OF TOTAL	1.5	10.7	43	35.3	9.2	100

NEGATIVE FACILITY ADMINISTRATIVE ISSUES

15. The justice center staff members are happy to conform to the new practices that are utilized in the new facility.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	10	38	14	3	0	65
PERCENT OF TOTAL	15.4	58.5	21.5	4.6	0	100

16. The design of the justice center facility makes my job easier.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	3	16	16	14	16	65
PERCENT OF TOTAL	4.6	24.6	24.6	21.5	24.6	100

17. The justice was a good investment for the county.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	4	3	15	17	26	65
PERCENT OF TOTAL	6.2	4.6	23	26.2	40	100

18. The justice center concept should be utilized when constructing other government offices

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	2	4	15	12	32	65
PERCENT OF TOTAL	3	6.2	23	18.5	49.2	100

19. The design of the justice center assists administrators and supervisors in their job duties.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	2	13	18	16	16	65
PERCENT OF TOTAL	3	20	27.7	24.7	24.7	100

20. The construction of the justice center was a good idea.

RESPONSE	SA	A	NO	D	SD	TOTAL
NUMBER OF RESPONSE	3	16	13	12	21	65
PERCENT OF TOTAL	5	24.6	20	18.5	32.3	100

APPENDIX D

OPEN-ENDED SURVEY RESPONSES

N/A= Not Applicable

N/O= No Opinion

JUDICIAL DEPARTMENT RESPONSES

RESPONDENT 1.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/A

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Only a jail was needed.

3. Could the Justice Center's design have been improved? If so how?

RESPONDENT 2.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

All court related offices should be housed in one building. Defendants and employees are forced to travel between the old county building and the justice center on a regular basis.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, planning of justice center was done sloppily which resulted in a huge increase in cost and time.

3. Could the Justice Center's design have been improved? If so how?

Large enough to house all necessary departments. Better security to obtain access to the courts offices.

RESPONDENT 3.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Because of cost overruns.

3. Could the Justice Center's design have been improved? If so how?

RESPONDENT 4.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult because judicial offices and jury room do not have direct access to the courtroom. The round courtroom is poorly designed and causes various problems.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, to many cost overruns and the furniture and furnishings are too expensive. Several expensive furnishings are non functional.

3. Could the Justice Center's design have been improved? If so how?

Yes, input from building users. Court administrators and staff members were not consulted. A deliberate choice by those in charge.

RESPONDENT 5.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

It makes my job more difficult because other government offices are not in the same facility.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, too expensive and bad design.

3. Could the Justice Center's design have been improved? If so how?

Yes, the justice center should have been a square building with the possibility for expansion. This facility is land locked.

RESPONDENT 6.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the old building was supposed to have been constructed in such a way that a 4th floor could be added. Also, the open area under the east wing could have been closed in and utilized. All we needed to build was a jail.

3. Could the Justice Center's design have been improved? If so how?

Use the Justice Center the way it was originally intended to be used before the city administration was allowed to renege on its' contract to combine communications facilities with the county.

RESPONDENT 7.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

N/O

3. Could the Justice Center's design have been improved? If so how?

Persons working in the court system should have been asked about the design of the courtrooms, etc.

RESPONDENT 8.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

N/O

3. Could the Justice Center's design have been improved? If so how?

I think that each office that is being put in the Justice Center should have had input on the design of their office.

RESPONDENT 9.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

I have a window that I enjoy. I also enjoy the private area and a clean rest room.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

I believe the county should have a jail. Then also courts in another building as this was designed in the beginning.

3. Could the Justice Center's design have been improved? If so how?

Too much money spent on changes, law suits, and attorney fees.

JAIL STAFF MEMBER RESPONSES

RESPONDENT 10.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the justice center could have been built a bigger jail for less money.

3. Could the Justice Center's design have been improved? If so how?

Yes, normal square or rectangular shape would give more space in offices and storage.

RESPONDENT 11.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Could have been.

3. Could the Justice Center's design have been improved? If so how?

Yes, need to adjust climate control in squad room, cold in the winter, hot in the summer. Could have put a weight room and an indoor shooting range in the facility.

RESPONDENT 12.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult due to poor utilization of space.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

It would have been if the judges expenditures would have been curtailed and the design would have been simpler.

3. Could the Justice Center's design have been improved? If so how?

Yes, the design could have made better utilization of allotted space.

RESPONDENT 13.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult, the departments are split up all over the building. You have to walk a block to get out to cars in emergency time is important. The jail is just as bad. The total design is bad and it would take too much paper to explain all of the problems and who is going to change anything. We will just have to live with it.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes and no. The current design, no. The current design isn't good for the courts, jail, sheriffs department, radio, maybe EOC is good. I cant say about them.

3. Could the Justice Center's design have been improved? If so how?

At what point are you asking in the construction. Yes, the earlier the better. Your question how could it have been improved, can't be answered without a point of reference. Redesigned, remodeled, what? Just bad design.

RESPONDENT 14.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Both. Nothing that was designed is used for intended purpose.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

The concept of the original plan that should have been used was an excellent investment for the county. But once corrupt politics entered the picture and people who did not want to see the lawsuit end was placed in positions of authority, the entire idea should have been thrown in the trash can. The politicians should have been impeached and we should have started all over again. So far, the last 17 years , I would have to say that this was not a good investment. As a matter of fact, it is still costing taxpayers of this county money to correct the mistakes that should have been corrected along time ago.

3. Could the Justice Center's design have been improved? If so how?

Yes, the jail control room should be in a more secure location with totally blocked out windows. The courtyard should have been eliminated and the facility should have been expanded to create more cells and police offices. The courtyard is wasted space. They shouldn't have ever placed sprinklers heads in closets where electric panels are located. The intake area should have been built twice the size. The dead space between cell blocks I through M should be closed out.

RESPONDENT 15.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, this county needed a larger jail. I believe it was a huge waste of money.

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 16.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult. The jail and courts were not properly designed. The electronics are outdated.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, too many changes made prior to and during construction. Original plan changed too much.

3. Could the Justice Center's design have been improved? If so how?

Yes, should have started over when city pulled out of the project. We should have built a jail and other offices instead of modifying the original plans.

RESPONDENT 17.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier because the courts are located in the same building.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, but if the justice center was designed and constructed in an efficient manner it would have been a good investment.

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 18.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult. We lost the heart of our department.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

We only needed a jail and this one is too small to meet future demands of the community.

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 19.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult...it's difficult, because of its' design to have a more constant monitoring of inmates. A pod design would have provided us with a more comprehensive monitoring of inmates. It would have also reduced the personnel required to monitor the inmates.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No... it has been burdensome to the tax payers because of poor planning and improper management. I think that a needs analysis should have been conducted prior to the construction of the Justice Center.

3. Could the Justice Center's design have been improved? If so how?

Yes... pool design facilities are now being built which enables more supervision of inmates by using less staff. I do like having courts in the same building, this was a great idea.

RESPONDENT 20.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

It's easier for inmates to be transported to court . However, having control of out of view corridors is a problem in emergency situations.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes, the old jail was out dated didn't have adequate room to accommodate the county's' needs.

3. Could the Justice Center's design have been improved? If so how?

Yes. The architect could have used a design that would allow better supervision of inmates from the control area.

RESPONDENT 21.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

As a correctional officer it makes it harder due to the fact when emergencies arise. When emergencies arise we have people down stairs and we are concerned with their safety and the possibility of them being used as a hostage to get other inmates out. I feel we could have used the basement of the justice center to house more inmates since that was what the original law suit was all about and not the judicial system, that shouldn't be in the building at all.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, I feel we needed a new jail to accommodate the county and a more updated facility but we didn't need a facility with leather seats, cherry wood tables or marble gavels. This place will fall down before it is paid for. The only ones hurt because of the politics involved are the tax payers. The only ones that benefited were the politicians.

3. Could the Justice Center's design have been improved? If so how?

Yes, let those who design correctional facilities build them and keep politics out.

RESPONDENT 22.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

No, if the inmates weren't spoiled and couldn't get away with a lot of things they do it would be better. I feel like they should let the corrections have more authority because we are the people who run the jail. Sometimes it seems that the inmates have more control than we do.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Maybe, it could have been if it hadn't cost the taxpayers so much money.

3. Could the Justice Center's design have been improved? If so how?

Maybe it should have been in a circular design with the control room in the center.

RESPONDENT 23.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult, you constantly have to run across the building. There is no parking for employees of the facility. We have to constantly improvise because things don't work.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the county wasted too much money and the courtyard was a bad idea.

3. Could the Justice Center's design have been improved? If so how?

Yes, they should have constructed a square facility with a parking garage for that would allow the county to make money. The facility should have been built large enough for future demands of the county.

RESPONDENT 24.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Both. Things are better in some ways and worse in others. The big thing that is different is the inconsistency in the shifts. Some shifts let inmates get away with things that they shouldn't. I believe that the jail rules should be enforced and that every inmate should know the rules and the punishment if they break the rules.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes, it was about time to update the facility to accommodate more inmates. Trouble in our community is on the rise and we need a place to put that trouble.

3. Could the Justice Center's design have been improved? If so how?

Yes, I think it would have been better to have different floor levels with a center control on each floor and a main control for the entire jail. The intake area should have been made a lot larger with larger holding cells and more segregation cells.

RESPONDENT 25.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier. In theory this place is state of the art, and if it was constructed correctly and funded properly this theory would have been a reality. The implementation of electronic doors, computers, alarms, etc. Has made my job easier.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

I believe that the county needed this facility but the funding of the justice center could have been more thought out. Property taxes should have been increased by 1-2% a year and the facility would have been paid for. As far as the justice center being a good investment, some individuals were well paid but it was not the tax payers.

3. Could the Justice Center's design have been improved? If so how?

Yes, they could have hired an architect that has designed jails before. Thousands of dollars could have been saved by putting the control room where you could physically see all blocks. This would have eliminated 20 cameras. Also staff parking would be outstanding. This is a major source of stress for everyone who doesn't have reserved parking place but devotes their life to the county and believe it or not there are several of us that do just that. If were not working at the jail we are on the road at training. I would like to be able to come to work and not have to worry about getting a parking ticket from a county officer or getting towed.

RESPONDENT 26.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult. The design of rooms are too far apart.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the courtrooms should have been left out to create more inmate housing.

3. Could the Justice Center's design have been improved? If so how?

The original plans would have been adequate.

RESPONDENT 27.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier, all dealings with inmates is on one floor. I really like the cameras because they allow us to be able to keep an eye on our colleagues to see if they need help. More cameras should be installed, especially in the segregation and medical areas.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes, from what I heard, the old facility was obsolete.

3. Could the Justice Center's design have been improved? If so how?

No, this is the only correctional facility I've ever been in.

RESPONDENT 28.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult because of the design.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

A new larger facility was needed. Could have been done cheaper.

3. Could the Justice Center's design have been improved? If so how?

Build like a real jail.

RESPONDENT 29.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

The design of the justice center makes everyone's job more difficult. The allocation of space was not thought through before being assigned, and no thought was given to future needs of the different areas and divisions. An example is the storage of the jail and department records. There is no area set aside for that purpose and nowhere to expand.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the county would have been better served if we had built just a jail that includes office space for the police. The entire operation could have been simplified by doing that. It would have been more efficient and the space could have been better planned.

3. Could the Justice Center's design have been improved? If so how?

Absolutely! By having a square courtrooms instead of round rooms would have eliminated dead space. There are hundreds of square cubic feet of wasted space throughout the entire building. More planning should have been done and it should have

RESPONDENT 30.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

I think that its easier because most of our activity as far as the court, jail, and sheriffs office is in one building.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes, if money was used the right way and not everyone was on the take.

3. Could the Justice Center's design have been improved? If so how?

Yes, the squad room is too far from the jail. The security of the courts and other areas are not secure enough.

RESPONDENT 31.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier. I think having the jail and court in the same building is convenient.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No. The cost was too much and there are not enough cells. A county this size needs cells to accommodate at least 300 inmates.

3. Could the Justice Center's design have been improved? If so how?

Yes. The control room at a more secure place and more segregation cells.

RESPONDENT 32.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult because no parking and poor design that is not functional for a police department.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No. Jail only.

3. Could the Justice Center's design have been improved? If so how?

Yes. The jail should have been designed to be more functional for the criminal justice system not for the law suit.

RESPONDENT 33.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

It didn't effect my job.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes and no. It was a great idea. Its' a great facility but the construction of I block could have been done by more experienced individuals.

3. Could the Justice Center's design have been improved? If so how?

Yes. Double bunk, employee parking, and the floor of the jail could have been constructed in a way that would sound proof the courts. The courts can hear the basketballs bounce and the weights drop on the floor.

RESPONDENT 34.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult. The concept was good but the design of the jail facility leaves a lot to be desired. If I had to build a facility, I would ensure that the people doing the design and construction had some experience in that area. This would avoid playing political Ping-Pong with tax payers money and lives. The design is a joke.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, I've been to various other facilities that were built quicker, better, and cost much less because they had experience, guidance, and professionalism on their side. They were smart enough to avoid politics and got the job done right on time without cost overruns. What made us so far off?

3. Could the Justice Center's design have been improved? If so how?

Yes, yes, yes. By starting over! I know that may sound unrealistic, but as I stated before the jail design is so far out on its concept. For its function, a child of 10 could have designed it. It has cell blocks and that all that is functional. The rest of the design is a correctional "how not to build a jail."

RESPONDENT 35.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

The control room should have been in the center of all the blocks, with all the controls in it. Also, the warrant file should be moved downstairs.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

I'm sure it will be after I'm gone (dead). It will take that long to make this place profitable.

3. Could the Justice Center's design have been improved? If so how?

Yes, they could have utilized a center control room and more segregation cells. They also could have more sally port space.

RESPONDENT 36.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult because it is so spread out.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, they already had courtrooms in the county building. They could have build a bigger and better designed jail.

3. Could the Justice Center's design have been improved? If so how?

Yes, more compact and less spread out design.

RESPONDENT 37.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Somewhat more difficult. There are too many doors to go through from one side of the building to the other, the triangular design doesn't utilize space as efficiently as a square design.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, it cost too much. The computers are too slow and complicated.

3. Could the Justice Center's design have been improved? If so how?

Yes. Make it a square building, provide a parking facility for employees, make a jail control room not as visible to the public, and the front doors are too cumbersome and heavy.

RESPONDENT 38.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

The design allows for a non-public entrance to the courts for inmates. This improves the security of the courts. The entrance of the building makes it hard to provide adequate security.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

The county needed a new jail that could hold at least 250 inmates. That is not what we got. The courts are very nice but cost too much.

3. Could the Justice Center's design have been improved? If so how?

Entrance could have been designed so that one metal detector could cover everybody entering the facility. The electric door is labeled automatic.

OTHER RESPONSES

RESPONDENT 39.

Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult. The problems maintenance people work with are access to various valves, pipes, that were put into confined spaces and covered over by sealing with small access openings. Also, we are required to utilize special equipment to reach the work.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

I really do not know but the building is functional and attractive.

3. Could the Justice Center's design have been improved? If so how?

Yes. The jail should have been located below the courtrooms. Also, the architects should have considered maintenance access problems, parking, and trash removal.

RESPONDENT 40.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

More difficult because the justice center was not designed for easy maintenance. The jail should have been designed so the basement could have delivery access. It needed more storage. The fixtures in the building needed to be purchased locally because when something breaks you have to order the part out of state and most fixtures are obsolete.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

It was when it was originally designed but by the time everyone put in specialty requests for building changes the facility became over priced and poorly designed.

3. Could the Justice Center's design have been improved? If so how?

Yes, the courts should have been located on the second floor and the jail on the 1st floor. The plaza should have been eliminated for parking and the building should have better delivery access.

RESPONDENT 40.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the facility could have been built for a lot less if the construction and design was supervised by non-political influences.

3. Could the Justice Center's design have been improved? If so how?

Yes, the courts upper level, jail on the ground floor and lower level.

RESPONDENT 41.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

The radio room is poorly laid out, the lighting is wrong, and the air conditioning is in an area that makes the radio room noisy.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, too expensive and the courts should have been left in the county building.

3. Could the Justice Center's design have been improved? If so how?

Yes, make the entire facility a jail.

RESPONDENT 42.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, the inmates don't deserve such luxury.

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 43.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier to contact other departments.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

N/O

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 44.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

N/O

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

No, there were too many problems and too much money spent.

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 45.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Yes, it provides quicker and easier access to other departments.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

N/O

3. Could the Justice Center's design have been improved? If so how?

N/O

RESPONDENT 46.

1. Do you believe that the design of the Justice Center facility makes your job easier or more difficult? Please explain.

Easier because of the close location of the offices.

2. Do you believe that the justice center facility was a good investment for the county? Please explain.

Yes, it could have been. There were too many problems out of Delaware County's control such as the computer company going bankrupt before the computers were installed.

3. Could the Justice Center's design have been improved? If so how?

Yes, the design of the radio room could have been better.