

Utah Council on Criminal Justice Administration's  
Project on Criminal Justice  
Standards and Goals

**CORRECTIONS**

**THE PRISON**

44155

Approved by  
Utah Corrections Task Force and  
Utah Council on Criminal Justice Administration  
Room 304 State Office Building  
Salt Lake City, Utah 84114

Utah Council on Criminal Justice Administration's  
Project on Criminal Justice  
Standards and Goals

## **CORRECTIONS**

## **THE PRISON**

44155

Approved by  
Utah Corrections Task Force and  
Utah Council on Criminal Justice Administration  
Room 304 State Office Building  
Salt Lake City, Utah 84114



GALVIN L. RAMPTON  
GOVERNOR

STATE OF UTAH  
OFFICE OF THE GOVERNOR  
SALT LAKE CITY

NCJRS

DEC 09 1977

## RECOMMENDATIONS

Dear Citizens:

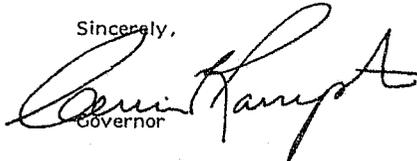
This pamphlet is one of a series of reports of the Utah Council on Criminal Justice Administration. The Council's five Task Forces: Police, Corrections, Judicial Systems, Community Crime Prevention, and Information Systems, were appointed on October 16, 1973 to formulate standards and goals for crime reduction and prevention at the state and local levels. Membership in the Task Forces was drawn from state and local government, industry, citizen groups, and the criminal justice profession.

The recommendations and standards contained in these reports are based largely on the work of the National Advisory Commission on Criminal Justice Standards and Goals established on October 20, 1971 by the Law Enforcement Assistance Administration. The Task Forces have sought to expand their work and build upon it to develop a unique methodology to reduce crime in Utah.

With the completion of the Council's work and the submission of its reports, it is hoped that the standards and recommendations will influence the shape of our state's criminal justice system for many years to come. Although these standards are not mandatory upon anyone, they are recommendations for reshaping the criminal justice system.

I would like to extend sincere gratitude to the Task Force members, staff, and advisors who contributed something unknown before--a comprehensive, inter-related, long-range set of operating standards and recommendations for all aspects of criminal justice in Utah.

Sincerely,

  
Governor



# **THE PRISON**

This report was published by the  
Utah Council on Criminal Justice Administration with the  
aid of Law Enforcement Assistance Administration funds.

Raymond A. Jackson  
Chairman

Robert B. Andersen  
Director

**Utah Council on  
Criminal Justice Administration  
(Membership)**

D. Gilbert Athay  
Attorney at Law

Gerald Bonser  
Moab City Councilman

Melvin J. Burke, Commissioner  
Uintah County Commission

Mrs. Barbara Burnett  
Citizen Representative

George Buzianis, Commissioner  
Tooele County Commission

Donald E. Chase, Commissioner  
Box Elder County Commission

Kenneth Creer, Mayor  
City of Springville

Judge Bryant H. Croft  
Third District Court

Edgar M. Denny, Administrator  
Dept. of Employment Security

Richard C. Diamond, Mayor  
Wasatch Front Regional Council

Roscoe Garrett, Commissioner  
Juab County Commission

Glen Greener, Commissioner  
Salt Lake City Commission

Capt. Norman "Pete" Hayward  
Salt Lake County Sheriff's Office

Marion Hazleton  
Citizen Representative

Rex Huntsman  
Sevier County Sheriff

Chief Joseph Hutchings  
St. George Police Department

Raymond A. Jackson, Comm.  
Department of Public Safety

S. Mark Johnson, Judge  
Bountiful City Court

Paul C. Keller, Judge  
Juvenile Court, District Five

Reverend Jerald H. Merrill  
Citizen Representative

J. Duffy Palmer  
Davis County Attorney

Dr. Sterling R. Provost  
Utah State System of Higher Ed.

Paul S. Rose, Exec. Director  
Department of Social Services

Walter D. Talbot, Superintendent  
of Public Instruction

Robert B. Hansen  
Deputy Attorney General

Ernest D. Wright, Director  
Division of Corrections

James F. Yardley, Commissioner  
Garfield County Commission

## **What is the Utah Council on Criminal Justice Administration (UCCJA)?**

In 1968 the Omnibus Crime Control and Safe Streets Act was passed resulting in the creation of the Law Enforcement Assistance Administration (LEAA) in the U.S. Department of Justice. The act required the establishment of a planning mechanism for block grants for the reduction of crime and delinquency.

This precipitated the establishment of the Utah Law Enforcement Planning Council (ULEPC). The council was created by Executive Order of Governor Calvin Rampton in 1968. On October 1, 1975, the council was expanded in size and redesignated the Utah Council on Criminal Justice Administration (UCCJA).

The principle behind the council is based on the premise that comprehensive planning, focused on state and local evaluation of law-enforcement and criminal-justice problems, can result in preventing and controlling crime, increasing public safety, and effectively using federal and local funds.

The 27-member council directs the planning and funding activities of the LEAA program in Utah. Members are appointed by the governor to represent all interests and geographical areas of the state. The four major duties of the council are:

1. To develop a comprehensive, long-range plan for strengthening and improving law enforcement and the administration of justice . . .
2. To coordinate programs and projects for state and local governments for improvement in law enforcement.
3. To apply for and accept grants from the Law Enforcement Assistance Administration . . . and other government or private agencies, and to approve expenditure . . . of such funds . . . consistent with . . . the statewide comprehensive plan.
4. To establish goals and standards for Utah's criminal-justice system, and to relate these standards to a timetable for implementation.

## **CORRECTIONS TASK FORCE**

Mrs. Barbara Burnett (Chairperson)

Judge Merrill Hermansen  
Third District Juvenile Court

Ernest D. Wright, Director  
Division of Corrections

John McNamara, Administrator  
Utah State Juvenile Court

David Hughes  
Board of Corrections

Judge Don Tibbs  
Sixth Judicial District

Jim Massey, Attorney  
S.L. County Bar Legal Services

Joel Millard  
Project Reality

Mrs. Beverly White  
Utah State Representative

Lt. Gary DeLand  
S.L. County Sheriff's Office

Claude Pratt, Superintendent  
State Industrial School

Michael Leavitt  
Citizen Representative

Ms. Ruth Ann Jefferies  
State Planning Office

Joe Bogaty, District Agent  
Adult Probation & Parole

Willard Malmstrom, Director  
Office of Youth Development

Mrs. Sheila Gelman  
Citizen Representative

Ms. Carmen L. Boutet  
Department of Social Services

A.O. Archuleta, Chief  
Clearfield Police Department

Mrs. Janet Andersen  
Citizen Representative

Earl Dorius  
Office of the Attorney General

### **Utah Council on Criminal Justice Administration Staff Members**

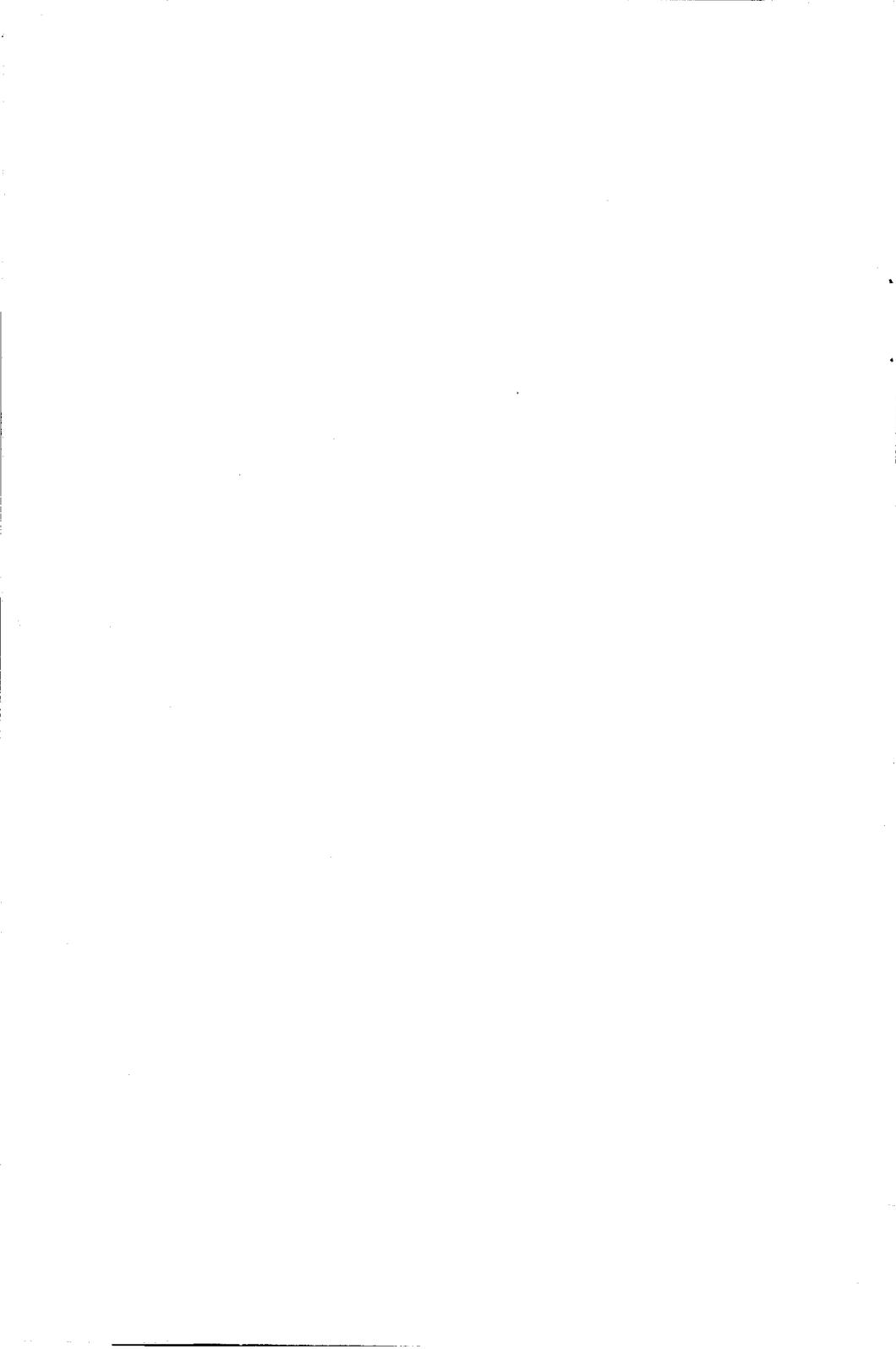
Gary L. Webster

Kathleen Hardy

Special Consultant  
Samual Smith  
Warden - Utah State Prison

## TABLE OF CONTENTS

Standard 9.1	Planning New Adult Institutions .....	1
Standard 9.2	Modification of Existing Adult Institutions .....	2
Standard 9.3	Social Environment .....	4
Standard 9.4	Education and Vocational Training.....	10
Standard 9.5	Special Offender Types .....	19
Standard 9.6	Women in Prison .....	27
Standard 9.7	Religious Programs .....	30
Standard 9.8	Recreation Programs.....	32
Standard 9.9	Counseling Programs .....	34
Standard 9.10	Prison Labor and Industries .....	36



## INTRODUCTION

Institutionalizing as the primary means of enforcing the customs, morals, or laws of a people is a relatively modern practice. In earlier times, restitution, exile or banishment, and a variety of methods of corporal and capital punishment, many of them unspeakably barbarous, were used. Confinement was used for detention only.

In 1787, when the constitutional convention was meeting in Philadelphia and men were thinking of institutions based on the concept of the dignity of man, the Philadelphia Society for Alleviating the Miseries of Public Prisons was organized. The society believed that the sole end of punishment was to prevent future crimes; it should not destroy the offender. The society worked hard to create a new penology that would, to a large degree, eliminate capital and corporal punishment as the principal sanctions for major crimes. The penitentiary was invented as a substitute for these punishments.

During the first three decades of the 19th Century, New York, Pennsylvania, New Jersey, Massachusetts and Connecticut began building monumental penitentiaries. They were built using the following theory:

1. The offender's environment has a harmful effect; therefore there would be no injurious influence.
2. The offender's lack aptitude and work skills; therefore the offender would learn the value of labor and work skills.
3. The offender is ignorant of right and wrong because he had not been taught the scriptures; therefore, he would have the opportunity to learn about the scriptures and accept from them the principles of right and wrong that would guide his life.

In the two hundred years since, every state has built one or more penitentiaries. They have changed considerably as new theories of penology have been proposed and adopted. As an instrument of reform, imprisonment was an early failure. Its main advantage was to make obsolete a myriad of punishments and to separate and hold offenders. This gave the public a sense of security. The fear of imprisonment was thought to be a deterrent to crime. Its main disadvantage was that many of its "graduates" came back. The prison experience often atrophied the offender's capacity to live successfully in the free world. Despite these

disadvantages, prisons have persisted, partly because a civilized nation could neither turn back to the barbarism of an earlier time nor could it find a satisfactory alternative.

Utah has one prison, which maintains four housing units—maximum, medium, minimum, and womens. The diagnostic unit is located in the minimum security building. Because national standards are directed toward states having more than one prison, some of the standards have been substantially rewritten for Utah.

**Standard 9.1, "Planning New Correctional Institutions"** supports the philosophy that new adult institutions be built only after analysis shows one is necessary. It then suggests that when an institution is being planned the following be considered:

1. Purpose of the facility
2. Size of the proposed inmate population
3. Location of the institution.
4. Physical environment of the facility.
5. Programs to be carried on in the facility.

**Standard 9.2, "Modification of Existing Institutions"** emphasizes the philosophy of community based corrections. It suggests that existing institutions be reexamined at least every five years to minimize their use and to plan modifications to the institution. In such an effort, the following should be examined:

1. The role of each part of the prison.
2. The population of the prison.
3. Location
4. The physical environment as stated in paragraph 4 of Standard 9.1

The social environment of an institution is very important. When there is a good environment, the chances for an offender to constructively change his behavior are enhanced. When the social environment is poor, the chances of a disturbance or riot within the institution are increased. **Standard 9.3, "Social Environment"** suggests several practices and procedures which tend to improve the social environment of the institution.

Education and vocational training are only two of the programs that an institution must have. However, for the offender who can benefit from these programs, this may be the most important thing he does while at the institution. **Standard 9.4**

**"Education and Vocational Training,"** suggests some things that the institution can do to upgrade their present programs and keep them relevant. These are divided into three areas: educational programs, vocational training programs, and those programs applicable to both educational and vocational training.

Each offender committed to a major institution has unique problems. However, offenders seem to have the same problems in common. **Standard 9.5, "Special Offender Types,"** addresses three groups of offenders—addicts (both alcohol and drug), offenders with severe behavioral problems or the recalcitrant offender, and the emotionally disturbed or mentally ill offender. The standard suggests that the institution reexamine its policies, procedures, and programs for those special offender types and suggests some items which should be addressed in such a reexamination.

The woman offender has different problems from the male offender. Because there are fewer women incarcerated, the few programs for them are often neglected. **Standard 9.6, "Women in Prison,"** suggests that the institution review its policies, procedures and programs concerning women and make adjustments as required.

Religious programs have suffered from a lack of interest and participation both by staff and offenders. **Standard 9.7, "Religious Programs,"** suggests that a full range of religious programs should be developed. In order to accomplish this, the standard suggests the following:

1. Program planning for the individual offender should include a religious program.
2. The chaplain should play an integral part in the institutional program.
3. There should be opportunities for the chaplain to continue his professional development.

Recreation has traditionally been one of the lowest priorities in the institution. However, it has been shown that recreation can play an important part in changing behavior. **Standard 9.8, "Recreation Programs,"** suggests some ways which recreation can be improved to better fill this role. These are:

1. A full-time, trained and qualified recreation director.

2. Program planning for each offender based on his interests.

3. Interaction with the community through recreational programs.

4. A broad range of recreational programs.

Counseling, as used in **Standard 9.9 "Counseling Programs,"** means planned use of positive, interpersonal relationships through which verbal techniques can be applied to promote adjustment whether in an individual or group setting. This standard suggests several ways to improve the counseling available to offenders in the institution, such as:

The concept of work programs inside the prison is one of the oldest institutional programs. They have served a variety of purposes that often conflict with each other and thereby change the programs as one or the other is emphasized. **Standard 9.10, "Prison Labor and Industries"** suggests that prison work programs should be reorganized to support the reintegrative purpose of the institution by:

1. Diversifying prison industries.

2. Making prison industries a part of a designed training program.

3. Planning and implementing the work program as a joint effort of institution management, inmates, labor organizations, and industry.

4. Integrating training modules into a total training plan.

5. Implementing work release programs when possible.

6. Compensating inmates for work that is economically beneficial.

7. Designing a program (as a long-range objective) to give inmates compensation at the prevailing wage for the same type of work and the corresponding responsibilities of those not incarcerated.

The ten standards as adopted for the Utah State Prison are given on the following pages. Each standard is followed by the current Utah system as it relates to that standard and a suggested method to implement the standard.

**STANDARD 9.1**  
**PLANNING NEW CORRECTIONAL INSTITUTIONS**

The Division of Corrections and the Prison should adopt immediately a policy of not building new institutions unless an analysis of the total criminal justice and adult corrections systems produces a clear finding that no alternative is possible. In the latter instance, the analysis should conform generally to the "Total System Planning" discussed in Chapter 8, Jails and Lock-ups. If this effort proves conclusively that a new institution for adults is essential, these factors should characterize the planning and design process:

1. A collaborative planning effort should identify the purpose of the physical plant.
2. The size of the inmate population of the projected institution should be small enough to allow security without excessive regimentation, surveillance equipment, or repressive hardware. (The American Correctional Association recommends a size of 400 or less).
3. The location of the institution should be selected on the basis of its proximity to:
  - a. The communities from which the inmates come.
  - b. Areas capable of providing or attracting adequate numbers of qualified line and professional staff members of racial and ethnic origin compatible with the inmate population, and capable of supporting staff lifestyles and community service requirements.
  - c. Areas that have community services and activities to support the correctional goal, including social services, schools, hospitals, universities, and employment opportunities.
  - d. The courts and auxiliary correctional agencies.
  - e. Public transportation.
4. The physical environment of a new institution should be designed with consideration of:
  - a. Provision of privacy and personal space.
  - b. Minimization of noise.
  - c. Reduction of sensory deprivation.
  - d. Encouragement of constructive inmate-staff relationships.

- e. Provision of adequate utility services.
5. Provisions should also be made for:
- a. Dignified facilities for inmate visiting.
  - b. Individual and group counseling.
  - c. Education, vocational training, and workshops designed to accommodate small numbers of inmates and to facilitate supervision.
  - d. Recreation yards for each housing unit as well as larger recreational facilities accessible to the entire inmate population.
  - e. Medical and hospital facilities.

#### UTAH STATUS AND COMMENTS

Utah is not planning on relocating the prison now located in Draper, Utah, or building an additional adult institution. The prison houses between 550 and 600 inmates daily, although it has had slightly over 700 daily population. This small population and the fact that the Prison is organized into small manageable groups indicates that there will be no major need for additional space in the future.

The prison was opened in 1950, making it fairly new. There does not seem to be a need for replacement building in the near future.

#### METHOD OF IMPLEMENTATION

Administrative policy by Department of Social Services and Division of Corrections.

#### STANDARD 9.2 MODIFICATION OF EXISTING INSTITUTIONS

The Division of Corrections and the Prison should undertake immediately a five-year program of reexamining existing institutions to minimize their use and, for those who must be incarcerated, modifying the institutions to minimize the deleterious effects of excessive regimentation and harmful physical environments imposed by physical plants.

1. A collaborative planning effort should be made to determine the legitimate role of each part of the prison.

2. If the average population of an institution is too large to facilitate the purposes stated in paragraph 2 of Standard 9.1, "Planning New Correctional Institutions," it should be reduced.

3. Consideration should be given to the abandonment of adult institutions that do not fit the location criteria of paragraph 3 of Standard 9.1.

4. The physical environments of the adult institutions to be retained should be modified to achieve the objectives stated in paragraph 4 of Standard 9.1 as to:

- a. Provision of privacy and personal space.
- b. Minimization of noise.
- c. Reduction of sensory deprivation.
- d. Reduction in size of inmate activity spaces to facilitate constructive inmate-staff relationships.
- e. Provision of adequate utility services.

5. Plant modification of retained institutions should also be undertaken to provide larger, more dignified and more informal visiting facilities, spaces for formal and informal individual and group counseling, education and vocational training, workshops, recreational facilities, medical and hospital facilities, and such additional program spaces as may fit the identified purposes of the institution.

6. A reexamination of the purposes and physical facilities of each existing institution should be undertaken at least every five years, in connection with continuing long-range planning for the entire corrections system.

#### UTAH STATUS AND COMMENTS

Although there is no plan to build additional adult institutions, the prison maintains an active policy of reviewing the physical plant and modifying it as needed. The prison has a ten-year building plan reviewed annually by the executive staff of the prison and the Division of Corrections. Population, location, physical environment of the institution, and providing space for program activities are informally considered. Collaborative planning, as described in paragraph 1, takes place concerning the

various parts of the prison (i.e., maximum, medium, minimum, and the women's facility). As already stated, the prison meets paragraph 6 on an annual basis.

## METHOD OF IMPLEMENTATION

The prison administration, Division of Corrections, and Department of Social Services will need to publish their existing informal position with reference to this standard.

### STANDARD 9.3 SOCIAL ENVIRONMENT

The prison should regularly examine and revise its policies, procedures, and practices to foster an institutional social setting that will stimulate offenders to change their behavior and to participate on their own initiative in programs intended to assist them in reintegrating into the community. The following should be addressed in such a reexamination:

1. The prison's organizational structure should permit open communication and provide for maximum input in the decision-making process.
  - a. Inmate newspapers and magazines should be supported.
  - b. The management principles discussed in Chapter 2, Correctional Management, should be followed, which includes management-by-objectives and participatory management.
  - c. A grievance procedure should be available to receive and process inmate and staff complaints.
2. The Division of Corrections and the prison should make explicit their correctional goals and program thrust:
  - a. To the prison staff using the principles in Chapter 3, Manpower Development and Training, and Standard 2.1, Professional Correctional Management.
  - b. By program evaluation as described in Standard 2.2, Planning and Organization.

- c. To the public through public relations campaigns using the media extensively.

3. The prison should adopt policies and practices that will preserve the individual identity of the inmate.

- a. Each offender should be involved in program decisions affecting him.
- b. Offenders should be identified by name and social security number and/or prison number.
- c. Rules governing hair length and the wearing of mustaches and beards should be liberalized to reflect respect for individuality and cultural and sub-cultural trends.
- d. Where possible, uniforms for offenders should be eliminated and replaced with civilian dress, with reasonable opportunity for individual choice of colors, styles, etc.
- e. Institutional visitation should be held in an environment conducive to healthy relationships between offenders and their families and friends.
- f. Home furlough should be allowed to custodially qualified offenders to maintain emotional involvement with families.
- g. Telephone privileges, including reasonable provisions for long-distance calls, should be extended to all inmates, in accordance with prison policy.
- h. Mail may be limited to a reasonable number of correspondents.

4. The prison should make provision for the unique problems faced by minority offenders and take these problems into consideration in practices and procedures.

- a. Ethnic courses, when offered, should be provided through the regular educational program.
- b. Staff members representative of minority groups in the institution should be hired and trained.

- c. **Minority residents of the community should be involved in approved institutional programs.**

5. **The prison should actively develop the maximum possible interaction between community and institution, including involvement of community members in planning and in intramural and extramural activities. Detailed information on how to meet this can be found in Chapter 7, Community Resources for Corrections, Standard 3.5, Employment of Volunteers, and the rest of this chapter as it pertains to each subject.**

6. **The prison should apply only the minimum amount of security measures, both physical and procedural, that are necessary for the protection of the public, the staff, and inmates. The goal should be to provide opportunities and experiences which are necessary to learning behavior and attitudes which will enable the offender to function successfully in society. Disciplinary measures should emphasize rewards for good behavior, wherever possible.**

- a. **Committed offenders initially should be assigned the least restrictive custodial level possible, as determined by the classification process.**
- b. **Only those mechanical devices absolutely necessary for security purposes should be utilized.**
- c. **Standard 12.12, Disciplinary Procedures, should be adopted including the promulgation of reasonable rules of conduct and disciplinary hearings and decisions respecting the rights of offenders.**
- d. **An incentive system should be developed to reward positive behavior and to reinforce desired behavioral objectives.**
- e. **Security and disciplinary policies and methods should be geared to support the objective of social reintegration of the offender rather than simply to maintain order and serve administrative convenience.**

#### **UTAH STATUS AND COMMENTS**

The prison is constantly re-evaluating its Manual of Procedures, often seeking advice from the Attorney General's Office.

The following addresses each paragraph of the Standard as stated. (References from the Prison Manual of Procedures are taken from the fall of 1975).

- 1a. The inmates at the prison have an inmate magazine but no newspaper as suggested.
  - b. The prison generally meets the principles of Chapter 2. For further details, refer to the pamphlet on "Correctional Management."
  - c. The prison has recently revised its grievance procedure. It is further described in **Standard 2.3 "Employee - Management Relations,"** paragraph 5 and **Standard 12.14 "Grievance Procedure."** The prison meets this part of the standard.
- 2a & b. The prison generally meets the principles outlined in Chapter 3, **Standard 2.1 "Professional Correctional Management,"** and **Standard 2.2 "Planning and Organization."** Refer to the pamphlet on Correctional Management for Standards 2.1 and 2.2 and the pamphlet on Manpower and Training for more detail.
- c. The prison Manual of Procedures addresses public relations under news releases on page 80, which provides that all news should go to the news media from the warden, deputy warden, or the administrative assistant. However, the prison does not have an active public relations program due to a lack of manpower.
- 3a. The first few weeks at the prison are spent in the diagnostic unit. While there each inmate develops, with the help of prison staff, a treatment letter. It describes the activities he will participate in during his stay at the prison. As a general rule, this is reviewed and, if necessary modified at frequent intervals—anywhere from weekly (on demand) in the women's program up to 120 days in minimum security (in extreme cases). The prison meets this standard.
- b. Inmates are now identified most often by name, although they are also assigned a special prison number for administrative purposes. The prison administration is currently evaluating the feasibility of chang-

ing to Social Security numbers as the standard suggests.

- c. The rules governing hair length and mustaches as described under "Barber Shop" in the prison Manual of Procedures are quite liberal. Beards are not allowed. There is ample opportunity for an inmate to reflect his own cultural values.
  - d. The prison still has uniforms for inmates, as described on page 18 of the prison Manual of Procedures under "Clothing Issues", but they also allow them to wear civilian dress. Specific times when civilian dress is allowed depends upon the custody level of the inmate and is considered a privilege of reduced security. This part of the standard is being partially met at the prison.
  - e. All inmates are allowed at least one hour per week visiting privileges (in maximum security) or more, depending on their security classification. The only area where physical contact is restricted is in maximum security where the telephone-type visiting units may be used, although it is not mandatory. There are plans to expand and improve the visiting areas in the near future. The visiting standard is now being met.
  - f. Page 53 of the Prison Manual of Procedures describes the Funeral Leave Procedures, which allows the warden to grant funeral leave to any inmate, except a poor security risk, with an officer or without an officer if the inmate has at least minimum-B custody. The furlough program is generally available to those with at least minimum-B custody.
  - g. The telephone privileges meet the standard. In practice, this privilege is limited only by the availability of a telephone.
  - h. The mail rules were recently revised to meet the standard.
4. Ethnic courses are provided through the school curriculum. Minority groups are represented on the prison staff and as volunteers. These two programs are fur-

ther described in the pamphlet on **"Manpower Development and Training"** under **Standard 3.2 "Recruitment from Minority Groups,"** and **Standard 3.5, "Employment of Volunteers."**

5. The Utah State Prison generally meets this part of the standard. The pamphlet on **"Manpower and Training"** for **Standard 3.5 "Employment of Volunteers"** and the pamphlet on **"Community Resources for Correction."** provide more detailed information.
- 6a. The classification levels and procedures as described in the Manual are currently being reviewed and revised to reflect current practice. Current practice and policy meet this standard. Classification is further discussed in **Standard 9.5, "Special Offender Types."**
- b. The prison has adequate staff to minimize the use of mechanical security devices.
- c. The Manual describes the disciplinary procedures which have been recently revised. For further information refer to **Standard 12.12 "Disciplinary Procedure"** in the pamphlet on **Rights of Offenders Under the Custody of the Division of Corrections.**
- d. The privileges an inmate receives as a result of his classification are used to reward positive behavior and reinforce behavioral objectives. Good behavior makes it possible for a reduction of custody status and the addition of privileges allowed at the level. Poor behavior may, depending on the severity, result in additional time in a custody level or reclassification to a higher custody status with a reduction in allowable privileges.
- e. Although never specifically written, the philosophy in the Manual supports the objective of social reintegration of the offender. Conversations with the top administrative staff at the prison reinforce this conclusion.

## METHOD OF IMPLEMENTATION

This standard can be met by an administrative policy deci-

sion of the Division of Corrections and Prison administrations. As described above, many of the policies and procedures of the Prison are currently being reviewed and revised. Only a continuation of this process is required.

#### STANDARD 9.4 EDUCATION AND VOCATIONAL TRAINING

The prison should reexamine immediately its educational and vocational training programs to insure that they meet standards that will individualize education and training. These programs should be geared directly to the reintegration of the offender into the community.

1. The prison should have a comprehensive, continuous educational program for inmates.

- a. The educational department of the prison should establish a system of accountability to include:
  - (1) An annual internal evaluation of achievement data to measure the effectiveness of the instruction program against stated performance objectives.
  - (2) An appraisal comparable to an accreditation process, employing community representatives, educational department staff, and inmate students to evaluate the system against specific objectives. This appraisal should be repeated at least every three years.
- b. The educational curriculum should be developed with inmate involvement. Individualized and personalized programming should be provided.
- c. The educational department should have at least one learning laboratory for basic skill instruction. Occupational education should be correlated with basic academic subjects.
- d. In addition to meeting state certification requirements, teachers should have additional course work in social education, reading instruction, and abnormal psychology.

- e. Each educational department should make arrangements for educational programs at local colleges where possible, using educational opportunities programs, work-study programs for continuing education, and work-furlough programs.
  - f. Each educational department should have a guidance counselor (preferably a certified school psychologist).
  - g. Social and coping skills should be a part of the educational curriculum, particularly consumer and family life education.
2. Each institution should have pre-vocational and vocational training programs to enhance the offender's marketable skills.
- a. The vocational training program should be a part of a reintegrative continuum, which includes determination of needs, establishment of program objectives, vocational training, and assimilation into the labor market.
  - b. The vocational training curriculum should be designed in short, intensive training modules.
  - c. Individual prescriptions for vocational training programs should include integration of academic work, remedial reading and math, high school graduation, and strong emphasis on the socialization of the individual as well as development of trade skills and knowledge.
  - d. Vocational programs for offenders should be intended to meet their individual needs and not the needs of the instructor or the institution. Individual programs should be developed in cooperation with each inmate.
  - e. An incentive pay scale should be a part of all on-the-job training programs for inmates.
  - f. Vocational programs should be selected on the basis of the following factors related to increasing offenders' marketable skills:
    - (1) Vocational needs analysis of the inmate population.

- (2) Job market analysis of existing or emerging occupations.
  - (3) Job performance or specification analysis, including skills and knowledge needed to acquire the occupation.
- g. Vocational education and training programs should be made relevant to the employment world:
  - (1) Programs of study about the work world and job readiness should be included in pre-vocational or orientation courses.
  - (2) Work sampling and tool technology programs should be completed before assignment to a training program.
  - (3) Use of vocational skill clusters, which provide the student with the opportunity to obtain basic skills and knowledge for job entry into several related occupations, should be incorporated into vocational training programs.
- h. All vocational training programs should have a set of measurable behavioral objectives appropriate to the program. These objectives should comprise a portion of the instructor's performance evaluation.
- i. Vocational instructors should be licensed or credentialed under rules and regulations for public education in the state or jurisdiction.
- j. Active in-service instructor training programs should provide vocational staff with information on the latest trends, methods and innovations in their fields.
- k. Class size should be based on a ratio of 12 students to one teacher.
- l. Equipment should require the same range and level of skills to operate as that used by private industry.
- m. Trades advisory councils should involve labor and management to assist and advise in the on-going growth and development of the vocational program.

- n. Private industry should be encouraged to establish training programs within the residential facility and to commit certain numbers of jobs to graduates from these training programs.
- o. The institution should seek active cooperation programs and community resources in vocational fields with community colleges, federally funded projects such as Job Corps, Neighborhood Youth Corps, and Manpower Development Training Act programs and private community action groups.
- p. On-the-job training and work release or work furloughs should be used to the fullest extent possible.
- q. An active job placement program should be established to help residents find employment related to skills training received.

3. Features applicable to both educational and vocational training programs should include the following:

- a. Emphasis should be placed on programmed instruction, which allows maximum flexibility in scheduling, enables students to proceed at their own pace, gives immediate feedback, and permits individualized instruction.
- b. A variety of instructional materials—including audio tapes, teaching machines, books, computers, and television—should be used to stimulate individual motivation and interest.
- c. Selected offenders should participate in instruction roles.
- d. Community resources should be fully utilized.
- e. Correspondence courses should be incorporated into educational and vocational training programs to make available to inmates specialized instruction that cannot be obtained in the institution or the community.
- f. Credit should be awarded for educational and vocational programs equivalent to or the same as that associated with these programs in the free world.

## UTAH STATUS AND COMMENTS

The Utah State Prison has available to its inmates remedial education (to bring the inmate up to an 8th grade level), high school courses, college courses, and vocational training. All four programs are voluntary, but may be included in the treatment letter. With the exception of the high school program, the programs are operated during the day and considered the inmate's work assignment for which he is paid. The high school program is conducted at night and no pay is received for participating. The inmate can earn his high school diploma through this program. With this background, the standard will be addressed by paragraph by paragraph:

1. There is a comprehensive educational program, able to meet the needs of any offender.

- a. The remedial and high school programs are provided by the Jordan School District on a contract basis. The school at the prison is like any other accredited school in the district and evaluated on the same basis. The staff of the school is hired by the district and is not considered a part of the institutional staff.

The high school and remedial programs are evaluated at the end of each semester. A summer school program is also offered and evaluated each year. Therefore, the school program is evaluated at least three times each year. Utah exceeds this paragraph.

The college program, which began in January, 1974, is operated by the University of Utah. Each quarter the program is evaluated to determine how it has operated and decides on courses to be offered the coming quarter. Teachers from the University of Utah come to the prison to present the same course they do on the campus. The University of Utah is, of course, an accredited college.

- b. High school and college courses are offered on the basis of inmate interest. There are enough courses offered to make it possible for an inmate to choose from several possible courses according to his needs. The remedial program is highly individualized and based on the inmate's needs. Utah meets this paragraph.

- c. Space for the school programs is a problem and, therefore, a learning laboratory as suggested in the standard is not feasible. Prior to enrolling in the vocational training programs, an inmate must be able to function on an 8th grade level. He may also sample the vocational programs prior to enrolling. There are some related academic subjects included in the vocational training program. Utah partially meets this paragraph.
- d. All teachers at the prison are certified and hold a state teacher's certificate. Some teachers have taken courses on their own in law enforcement subjects, their own specialty (e.g., math, English, etc.) or something related (e.g., guidance). There is a problem recruiting teachers for the prison that have these special qualifications, although they would like to hire them.
- e. As noted before, there is a college program at the prison. Also available to the inmate are correspondence courses, free to the inmate. Inmates with an appropriate custody classification may participate in a study-release program, although not many do.
- f. The number of people involved in the prison's educational program does not make a full-time guidance counselor feasible. However, these services are provided by others in the educational department (generally the principal, director of education, or a counselor from Vocational Rehabilitation in connection with vocational training). Utah meets this standard, although not as stated.
- g. Social and coping skills are not offered at the prison in the educational curriculum. However, such a program is offered in connection with the vocational training program just prior to release. There have been requests for such courses, and the Director of Education would like to develop it if there were money to do so.
- 2a. The prison meets this standard; for detailed information, see 2f below.

- b. Each vocational training program is a set of modules. The inmate must complete all modules before receiving a certificate of completion. Although there is a recommended order of completion of modules in any program, the offender can choose the order he wishes to complete them. The prison meets this paragraph.
- c. Prior to applying for vocational training, an inmate must be functioning at an 8th grade level. All inmates who do not have a high school diploma are encouraged to earn one, although it is voluntary. The prison meets this standard.
- d. As the standard suggests, the vocational training director feels that placement is based on the individual's needs and interest rather than institutional needs.
- e. Those involved in vocational training at the prison are paid 70¢ per day and receive a set of tools through Vocational Rehabilitation upon completion of the training program. The pay is considered a wage and is comparable with prison industry wages. (For further information, see Standard 9.10). Those who are involved in vocational training or on-the-job training outside the Prison (i.e., work-release) are paid the current wage according to vocation and skills. Utah does not have an incentive pay plan in vocational training and does not meet this part of the standard.
- f. The prison reviews the vocational training offerings regularly and uses the following criteria in deciding to offer a vocational training course.
  - 1. Employability of the field (i.e., are the jobs available?)
  - 2. Cost of equipment, supplies, etc. of the program
  - 3. Availability of instructors.
  - 4. Security considerations (e.g., gun repair would not be offered since it is a security risk).

Generally, these criteria correspond to those in the standard.

- g. Related skills courses are offered to those involved in the vocational training program, which addresses such things as how to apply for a job, check cashing,

math, English, etc. This seems to meet the suggested subparagraph (1). Prior to formally enrolling in a vocational training program, an inmate may do some work sampling as the standard suggests. A vocational training course usually takes one year to complete, depending on the individual's progress. Enrollment is generally limited to those with a parole date approximately two years away, making it possible for an offender to finish the training and then move to a work-release program to receive on-the-job training in the community. There are some vocational skills clusters available, although not generally used for an inmate on one commitment because of the time implications. The prison generally meets this paragraph.

- h. Each module included in a vocational course has a specific purpose and objective. Many are related to a practical problem of the trade, but some are theory oriented. This paragraph is met.
- i. The vocational training program is conducted by the Utah Technical College at Provo on contract. All instructors are employed by the school and meet the school's requirements. Utah meets this paragraph.
- j. In-service training is not specifically provided for the instructors, except as offered by Utah Technical College. The prison does provide an orientation for new instructors concerning prison policies, procedures, etc.
- k. Classes range from 12 to 14 per teacher, which is higher than suggested. However, inmates are occasionally used as assistants, which may reduce the teacher's load.
- l. As a general rule, the equipment is of the same range and level as that used in private industry, as suggested by this paragraph.
- m. The director of vocational training meets once a month with private industry, the Office of Rehabilitation Services, and Employment Security concerning the vocational program. This is similar to the trade advisory councils suggested.

- n. Private industry is not encouraged to establish training programs in the prison, although is encouraged to keep jobs open for graduates of the training program.
  - o. The vocational training program was developed at its present level through a Manpower Development and Training Act grant. The prison has not used Job Corps or Neighborhood Youth Corps funds. There are close ties between community programs and the prison program through the vocational training provided by Utah Technical College at Provo.
  - p. The program is designed and offered to those within two years of parole in order for them to acquire the skills in the vocational training and then receive on-the-job training through a work-release program.
  - q. Employment Security provides an active job placement program for the prison. (For further details, see Standard 7.2, "Marshalling and Coordinating Community Resources").
- 3a. Programmed instruction is used mainly in the remedial program. The SRA reading program and BYU spelling program are used with supplemental work books. The math text they use lends itself to individual use at the offender's own rate. The vocational training courses are practical rather than theoretical and is set up in modules that encourage individualization and completion at individual rates, although they are not strictly speaking programmed instruction.
- b. The educational and vocational programs have a movie projector, slide projector, film strip projector, record player, tape recorder, and an overhead projector. They do not have television, computers, or "teaching machines" available. Books and workbooks are provided as needed. The instructors prepare many materials to further individualize and stimulate the offender.
  - c. Occasionally, a carefully selected offender will be used as a teacher's aide in both the educational and vocational programs.

- d. Since all educational and vocational training is provided by a community agency, (i.e., Jordan School District, Utah Technical College at Provo, and University of Utah) Utah meets this paragraph.
- e. Correspondence courses are provided to the inmates by the University of Utah and Brigham Young University.
- f. An inmate completing the high school program at the prison receives a high school diploma from Jordan School District. Courses completed at the prison through the vocational training program can be applied to an associate degree from Utah Technical College. Offenders can pursue, on a study-release basis, courses at the school over those offered at the prison. The University of Utah grants on-campus credit for those classes completed at the prison. An offender could earn his college degree while at the prison.

NOTE: With the exception of a few high school classes and the remedial program, the women receive all their educational and vocational needs in the community on a study-release program.

## METHOD OF IMPLEMENTATION

The Division of Corrections and the Utah State Prison have used the existing community agencies to develop educational and vocational programs that, on many points, exceed the standard. They should be encouraged to continue support of these high quality programs.

The only areas in which there can be improvement are in facilities (i.e., more space for expanding programs) and equipment (i.e., teaching machines, computers, and television). However, these are not acute problems and should be carefully evaluated before proceeding because of the costs.

## STANDARD 9.5 SPECIAL OFFENDER TYPES

The Division of Corrections and the Utah State Prison should reexamine immediately their policies, procedures, and programs

for the handling of special problem offenders—the addict, the recalcitrant offender, and the emotionally disturbed—and implement substantially the following:

1. The commitment of addicts to correctional institutions should be discouraged, and correctional administrators should actively press for the development of alternative methods of dealing with addicts, preferably community-based alternatives. Recognizing, however, that some addicts will commit crimes sufficiently serious to warrant a formal sentence and commitment, the prison must experiment with and work toward the development of institutional programs that can be related eventually to community programs following parole or release and that have more promise in dealing effectively with addiction.

- a. Specially trained and qualified staff should be assigned to design and supervise drug offender programs, staff orientation, involvement of offenders in working out their own programs and coordination of institutional and community drug programs.
- b. Former drug offenders, who have successfully completed probation or parole, should be recruited and trained as change agents to provide program credibility and influence offenders' behavior patterns.
- c. In addition to the development of social, medical, and psychological information, the classification process should identify motivations for change and realistic goals for the reintegration of the offender with a drug problem.
- d. A variety of approaches should provide flexibility to meet the varying needs of different offenders. These should include individual counseling, family counseling, and group approaches.
- e. Programs should emphasize "alternatives" to drugs. These should include opportunities to affiliate with cultural and subcultural groups, social action alliances, and similar groups that provide meaningful group identification and new social roles which decrease the desire to rely on drugs. Methadone and other drug maintenance programs are not appropriate in institutions.

- f. The major emphasis in institutional programs for drug users should be the eventual involvement of the users in community drug treatment programs upon their parole or release.
- g. Research and experimentation should be an indispensable element of institutional drug treatment programs. Priorities include:
  - (1) Development of techniques for the evaluation of all correctional programs.
  - (2) Development of methods for surveying inmates to determine the extent of drug abuse and treatment needs.
  - (3) Evaluation of program effectiveness with different offender types.

2. The prison should make special provisions other than mere segregation for inmates who are serious behavior problems and an immediate danger to others.

- a. The classification process should be used to attempt to obtain an understanding of the recalcitrant offender and to work out performance objectives with him.
- b. A variety of staff should be provided to meet the different needs of these offenders.
  - (1) Staff selections should be made through in-depth interviews. In addition to broad education and experience backgrounds, personal qualities of tolerance and maturity are essential.
  - (2) Continuous on-the-job staff evaluation and administrative flexibility in removing ineffective staff are needed to meet the stringent demands of these positions.
  - (3) Training programs designed to implement new knowledge and techniques are mandatory.
- c. Recalcitrant offenders who are too dangerous to be kept in the general institutional population should be housed in a unit with the smallest number of individual rooms possible to provide safety and comfort.

- (1) Good surveillance and perimeter security should be provided to permit staff time and efforts to be concentrated on the offenders' problems.
  - (2) No individual should remain in the unit longer than is absolutely necessary for the safety of others.
  - (3) Wherever possible, the inmate of the special unit should participate in regular recreation, school, training, visiting and other institutional programs. Individual tutorial or intensive case-work services should also be available.
  - (4) Tranquilizers and other medication should be used only under medical direction and supervision.
- d. Procedures should be established to monitor the programs and services for the recalcitrant offenders, and evaluation and research should be conducted by both internal staff and outside personnel.

3. Each correctional agency should provide for the psychiatric treatment of emotionally disturbed offenders. Psychotic offenders should be transferred to mental health facilities. Correctional institution treatment of the emotionally disturbed should be under the supervision and direction of the psychiatrists.

- a. Program policies and procedures should be clearly defined and specified in a plan outlining a continuum of diagnosis, treatment, and aftercare.
- b. A diagnostic report including a physical examination, medical history, and tentative diagnosis of the nature of the emotional disturbance should be developed. Diagnosis should be a continuing process.
- c. There should be a program plan for each offender based on diagnostic evaluation; assessment of current needs, priorities, and strengths; and the resources available within both the program and the correctional system. The plan should specify use of specific activities; for example, individual, group, and family therapy. Need for medication, educational and occupational approaches, and recreational therapy should be identified. The plan should be evaluated

through frequent interaction between diagnostic and treatment staff.

- d. All psychiatric programs should have access to a qualified neurologist and essential radiological and laboratory services, by contractual or other agreement.
- e. In addition to basic medical services, psychiatric programs should provide for educational, occupational therapy, recreational, and psychological and social services.
- f. On transfer from diagnostic to treatment status, the diagnostic report, program prescription, and all case material should be reviewed as rapidly as possible.
- g. Within a reasonable number of working days of the transfer date, case management responsibility should be assigned and a case conference held with all involved, including the offender. At this time, treatment and planning objectives should be developed consistent with the diagnostic program prescription.
- h. Cases should be reviewed each month, where feasible, to reassess original treatment goals, evaluate progress, and modify programs as needed.
- i. All staff responsible for providing service in a living unit should be integrated into a multidisciplinary team and should be under the direction and supervision of a professionally trained staff member.
- j. Each case should have one staff member (counselor, teacher, caseworker, or psychologist), assigned to provide casework services. The psychologist or caseworker should provide intensive services to those offenders whose mental or emotional disabilities are most severe.
- k. Reintegration of the offender into the community or program from which he came should be established as the primary objective.
- l. When an offender is released from a psychiatric treatment program directly to the community, continued involvement of a trained therapist should be provided, at least on a pilot basis, based on the individual parolee's needs.

## UTAH STATUS AND COMMENTS

When an offender is committed to the prison on a ninety-day diagnostic commitment or on a regular commitment, he spends the first few weeks housed at the diagnostic unit. While there, he is tested, given a physical examination, and provided counseling. The offender then develops a treatment letter, with the aid of the diagnostic unit staff. During this testing and evaluation period, the special problems of offenders are pinpointed. The Utah State Prison usually identifies drug and alcohol addicts, the violent and serious behavior problems, and the mentally ill. Since this unit has recently been given a new emphasis, the prison policies and procedures concerning it are now being reevaluated. Each paragraph of the standard is discussed below.

1. Along the Wasatch Front, there is a wide variety of drug and alcohol treatment facilities. A large number of addicts must participate in one of these programs as a condition of probation. As a general rule, the addict committed to the prison has his addiction as a secondary or contributing cause to the crime and not the only or primary reason for commitment. Addicts are not treated differently than other types of offenders. However, if an offender needs and requests help with his addiction problem, there are programs available.

The Division of Alcoholism and Drugs (DAD) began an alcohol program on October 1, 1974 with a grant from NIAAA for a three-year demonstration period. This program is too new to be able to compare it to the standard. There are also Alcoholics Anonymous groups and DARE (Drug Abusers Rehabilitation and Education) that are basically inmate sponsored. However, according to the Prison Manual of Procedures (page 19), these groups must have a staff sponsor.

- a. With the exception of the DAD program, there are no special programs for alcoholics and drug addicts. Therefore, there are no specially trained and qualified staff. However, this does not mean that there are no staff who may have these qualifications, although they were not specifically hired for this purpose.
- b. A limited number of former drug addicts and alcoholics have been hired at the Prison, but not specifically for this purpose.
- c. One of the purposes of the diagnostic unit is to

identify motivations for changes and realistic goals for all offenders, not just drug addicts and alcoholic offenders. Unless a drug addict or alcoholic shows the motivation to successfully complete a drug or alcohol program, it is not included in the treatment letter.

- d. The prison has a variety of approaches, including various types of counseling (see **Standard 9.9 "Counseling Programs"**), clubs, social groups, recreation groups, and the Family Home Evening program, in which *any* inmate may participate according to his needs.
- e. There are many "alternatives" to drugs. As the standard suggests, methadone and drug maintenance programs are not used at the prison.
- f. The emphasis is on the involvement of inmates with appropriate custody status in community drug treatment programs while still at the prison. The community is also invited to participate in the institutional programs on a limited basis.
- g. Data for approved research projects is collected by the prison. However, basic and applied research, as suggested by this paragraph, is not conducted. With the exception of DAD evaluation, there is no research on drug or alcohol programs.
- 2a. All offenders go through the same classification procedure, where the inmate who may be a serious behavior problem or danger to himself or others can be identified. There is constant contact between the inmate and his caseworker, block officers, and other program personnel.
- b. There is a full-time psychiatrist, several psychologists, and social workers who work with the inmates. The sub-paragraphs concerning (1) staff selection, (2) evaluation of staff, and (3) training programs are informally met.
- c. Offenders too dangerous to be kept within the general institutional population are moved to the maximum security unit or in some cases a county jail

(generally Salt Lake County Jail). The maximum security unit usually has between 35 and 50 inmates in individual cells. There is a high staff/inmate ratio in the maximum security unit and enough security hardware to permit some time to be spent with the inmates. Each individual's status is reviewed at least monthly in order to minimize the time spend in the unit. Medication is used only as prescribed by the prison physician.

An inmate in the maximum security unit may not participate in the regular programs with other inmates. However, school programs and some recreational activities, which can be done on an individual basis, may be continued while at the unit. Visiting is allowed once a week, but is considerably curtailed. Individual casework services are available. Group activities are not available to the inmate in the maximum security unit. Those transferred to a county jail, of course, cannot have access to prison programs. There are no special programs for these inmates.

3. As a general rule, a psychotic offender will be committed to the Utah State Hospital in Provo, or the appropriate comprehensive mental health center. The prison has a small mental health unit directed by a psychiatrist for those deemed psychotic. Unless it is felt that better treatment can be provided by the State Hospital, the offender is treated at the prison. When an offender is transferred to the hospital, he will usually be returned to the prison before being released.

Basically, Utah meets paragraphs 3 (a) through (l). The mental health system meets these standards.

## METHODS OF IMPLEMENTATION

This standard can be implemented by administrative policies. The prison administration may wish to have a specific policy in the Prison Manual of Procedures concerning each type of offender as addressed in this standard.

## STANDARD 9.6 WOMEN IN PRISON

The Division of Corrections and the Prison should reexamine immediately their policies, procedures and programs for women offenders and make such adjustments as may be indicated to make these policies, procedures, and programs more relevant to the problems and needs of women.

1. Facilities for women offenders should be considered an integral part of the overall corrections system, rather than an isolated activity or the responsibility of an unrelated agency.

2. Comprehensive evaluation of the woman offender should be developed through research. Utah should determine differences in the needs between male and female offenders and implement differential programming.

3. A comprehensive research effort should be initiated to determine the aptitudes and abilities of the women's facility population. This information should be coordinated with labor statistics predicting job availability. From the data so obtained, a creative, comprehensive vocational training program should be developed and implemented. It should address both those programs in the institution, where there are enough women interested to make development of such a program feasible, and study-release programs to a community resource. Such vocational training should provide a woman with the skills necessary to provide independence after release. Vocational programs that promote dependency and exist solely for administrative ease should be abolished.

4. Classification systems should be investigated to determine their applicability to the female offender. If necessary, systems should be modified or completely restructured to provide information necessary for an adequate program.

5. Alternative community programs should be developed to divert women from the prison. They should be developed with the number of women needing services in mind, so they are not designed too big or too small. Adult foster care, community centers, halfway houses, or other arrangements should be considered and developed, where practical. These programs should encourage retaining and strengthening of family ties. Where possible, they should allow the women to keep her family with her.

**6. A contractual arrangement should be developed with a nearby state having adequate facilities and programs to care for those women who are extremely dangerous, a high escape risk, or unable to function in the institutional program.**

## UTAH STATUS AND COMMENTS

The women's facility had 19 women when this standard was researched. It has a capacity of 25.

In 1972, the women's program was reevaluated because of the limited number of female inmates.

An attempt was made to move the women's program into the community, but it was unacceptable to residents in the area. As a result, the program was again reviewed and plans were developed to provide a community-oriented program operating out of the prison. Since this program began, there has been a major review and revision of policies, procedures, etc. to correspond to the new program objectives and activities. The following addresses each paragraph in the standard based on the women's program as it is now developing:

1. The women's program is a part of the overall prison programs under the Division of Corrections, as the standard suggests. However, as a practical matter, the women's program operates pretty independently.

2. Presently, there is no organized research program. However, the program staff keeps a lot of data, which could be used for research. The first year of the new program was evaluated on a program and cost analysis basis by the Office of Evaluation and Quality Control in the Department of Social Services. However, this was not the type of research suggested in the standard. The data is also used in the overall prison research effort, which includes both basic and applied research.

3. Most of the vocational programs for women are conducted in the community on a study-release basis. There are not enough women to justify an elaborate vocational program at the institution, and each has a different vocational goal. The only class available is a type class provided by Jordan School District at the women's facility.

4. Since there are such a small number of women, the class-

ification system is administered differently from the general system, although they do use the same general titles (i.e., isolation, maximum, close custody, medium, minimum, minimum A, and minimum B).

5. The philosophy of the women's facility staff is to get the woman into the community as soon as possible and give her the support to enable her to stay in the community. As discussed earlier, the original plan was to move the whole women's program into the community. Since the community would not accept that and there are not enough women to justify a halfway house program, two alternative programs have been developed.

The staff of the women's facility has developed a contract with the Salt Lake YWCA to house up to four women in their facility. During the first year of the program, nine women have participated at some time.

An adult foster care program is also being developed. However, there have been major administrative problems with the program and only two women have participated.

In addition to these programs, there is an extensive school and work-release program operating from the facility, short furloughs for other purposes, referrals to an alcohol, drug or mental health residential or out-patient program.

6. Until 1960, Utah contracted with other states (usually Colorado) for its women prisoners. At that time, the current women's facility was constructed on the prison grounds. The prison staff still have the option of using those contracts if there is a need.

## METHOD OF IMPLEMENTATION

Most of this standard is already met or exceeded. Therefore, a continuation of current review procedures and emphasis on women's programs is all that is needed for most of the standard. Closer liaison between the women's facility and the prison administration is encouraged to implement paragraph 1. A higher priority should be given toward research to implement paragraph 2.

## STANDARD 9.7 RELIGIOUS PROGRAMS

The prison should immediately adopt policies and practices to insure the development of a full range of religious programs.

1. Program planning procedures should include religious history and practices of the individual, to maximize his opportunities to pursue the religious faith of his choice while confined.

2. The chaplain should play an integral part in institutional programs.

3. To continue the professional development of the chaplain, the following should be used:

- a. Part-time chaplains, who have duties in a church in the community.
- b. The chaplain should have a close liaison with a higher ecclesiastical division which also has responsibility for churches in the community (e.g., LDS Social Services Department or a diocese).
- c. The chaplain should be involved with a church in the community in a capacity other than minister (e.g., membership).
- d. The prison should encourage its chaplains to pursue further studies including study of religions and sects alien to the chaplain but existing in the institution.
- e. The prison should encourage its chaplains to attend religious conventions, seminars, workshops, etc., where possible.
- f. Where possible, the prison should help the chaplains participate in paragraphs "d" and "e" through funds to help defray the cost.

### UTAH STATUS AND COMMENTS

Most inmates at the Prison (39%) are or claim to be a member of the LDS Church. The remainder are Catholic (23%) or Protestant (23%) with a few from other faiths. This religious mix has largely

dictated the type of religious staff and programs available at the prison. (Utah State Prison Statistics, July 1974)

The religious programs are conducted by a full-time chaplain, who is usually LDS. A part-time Catholic priest and a part-time Protestant minister, spend roughly 20 hours per week on prison programs. Any inmate may request that his own minister be allowed to come see him. Although these people are supervised by a member of the prison staff, they have the freedom to provide almost any kind of services or program to the inmates they feel will further religious goals.

All inmates may participate in religious services as often as they are held, unless they are confined to their cell for custody or disciplinary purposes. Those in maximum security may have individual religious counseling, but may not attend religious services. The women's facility maintains a separate religious program which the chaplains provide.

The following addresses the standard paragraph by paragraph:

1. The manual outlines the general religious program as described above. It specifies all faith services on certain days. Also provided is the opportunity for a furlough to attend religious services if the inmate has an appropriate custody status.

During his orientation period, the inmate is informed of the religious opportunities at the prison. It is up to the individual inmate to pursue a religious program or not and to choose which program. Occasionally, a religious program is included in the "treatment letter," although this is not the normal practice.

2. The one chaplain who was interviewed and the prison staff feel that Utah's religious programs are integrated as a supplement to and not a replacement of other institutional programs, as the standard suggests.

3. The chaplains at the prison are encouraged to continue their professional development. The Catholic and Protestant chaplains are part-time, with duties in a church in the community. The LDS chaplain, by the nature of his programs, is heavily involved with the community and receives guidance and help from LDS Social Services Department. The prison does not formally encourage its chaplains to pursue further studies; however, each chaplain, on his own, pursues studies on both a formal and informal basis. The chaplains also attend religious conventions,

seminars, and workshops, etc. on their own time. The prison partially meets this standard.

## METHOD OF IMPLEMENTATION

The prison already meets all but paragraph 3 (f). A continuation of present prison policy with a periodic review should be adequate to meet the standard. Additional legislative appropriations to the chaplaincy budget will be required to implement paragraph 3 (f).

### STANDARD 9.8 RECREATION PROGRAMS

The prison should develop and implement immediately policies and practices for the provision of recreation activities as an important resource for changing behavior patterns of offenders.

1. The prison should have a full-time, trained, and qualified recreation director with responsibility for the total recreation program of that facility. He also should be responsible for integration of the program with the total planning for the offender.

2. Program planning for every offender should include specific information concerning interests and capabilities related to leisure-time activities.

3. Recreation should provide on-going interaction with the community while the offender is incarcerated. This can be accomplished by bringing volunteers and community members into the institution and taking offenders into the community for recreational activities. Institutional restriction in policy and practice which bars use of community recreational resources should be relaxed to the maximum extent possible.

4. The range of recreational activities to be made available to inmates should be broad in order to meet a wide range of interests and talents and stimulate the development of the constructive use of leisure time that can be followed when the offender is reintegrated into the community. Recreational activities to be offered inmates should include music, athletics, painting, writing, drama, handicrafts, and similar pursuits that reflect the legitimate leisure-time activities of free citizens.

## UTAH STATUS AND COMMENTS

The prison has an active recreation program. Since the offenders are busy with school, vocational training, or a work assignment during the day, the recreational programs are carried on mainly in the evening (generally 4-10 p.m.). The following addresses the standard paragraph by paragraph:

1. The prison has two full-time recreational directors. One has responsibility for the medium and maximum security units and the other is responsible for minimum security and the women's unit. Because group activities are not allowed in the maximum security unit, very few recreational activities are provided. The women's facility staff runs its own recreational program with little help from the recreation director. They use the minimum security facilities (such as the library and gymnasium) on a regular basis. The two recreational directors work closely together on their respective programs. Utah exceeds this paragraph.

2. One of the areas addressed in the "treatment letter" is social. As a part of this area, a recreational program may or may not be addressed. It is addressed during the diagnostic unit's counseling with the offender in any case. The prison informally meets this paragraph.

3. Many of the recreational activities are sports related, although there are also speakers clubs, the annual rodeo and Felon Follies. Both recreational directors belong to and provide teams in community athletic leagues. In medium security, all the teams inmates play against must come to the prison. At the minimum security unit, the teams are allowed to go outside to play against the community team. Those with a minimum security classification may be allowed to attend athletic events on a furlough. The whole community is invited to attend the annual rodeo and Felon Follies produced by the inmates. The prison meets this paragraph.

4. The prison has a fairly large range of recreational activities, although not as many as they would like. Most of the recreational activities are athletic and handicrafts. The art and handicraft programs are currently being expanded. The library is always being expanded. With the exception of movies and the Felon Follies, very little is being done in the area of music and drama. However, there are a number of instruments available for those who wish to use them. The major problem is paying for the equipment necessary to provide the variety of recreational

programs. If money were available, the recreational director at the minimum security unit would like to buy equipment for and provide survival training, fishing, hiking, etc. Utah meets this standard, although not on the level suggested.

## METHOD OF IMPLEMENTATION

Since Utah meets or exceeds most of this standard, no further implementation is needed. To maintain this high standard, there should be a periodic review of the recreation policies and procedures. Also helpful would be additional money in the recreation budget to further expand the range of activities available to the inmates.

### STANDARD 9.9 COUNSELING PROGRAMS

The prison should begin immediately to develop planned, organized, on-going counseling programs, in conjunction with the implementation of Standard 9.3, "Social Environment of Institutions," which is intended to provide a social-emotional climate conducive to the motivation of behavioral change and interpersonal growth.

1. Three levels of counseling programs should be provided:
  - a. Individual, for self-discovery in a one-to-one relationship.
  - b. Small group, for self-discovery in an intimate group setting with open communication.
  - c. Large group, for self-discovery as a member of a living unit community with responsibility for the welfare of that community.
2. Institutional organizations should support counseling programs by coordinating group living, education, work, and recreational programs to maintain an overall supportive climate. This should be accomplished through a participative management approach.
3. Each prison unit should have a full-time counseling

supervisor responsible for developing and maintaining an overall institutional program through training and supervising staff and volunteers. A bachelor's degree with training in social work, group work, and counseling psychology should be required. Each unit should have at least one qualified counselor to train and supervise non-professional staff. Trained ex-offenders and paraprofessionals with well-defined roles should be used.

4. Counseling within the prison should be given high priority in resources and time.

#### UTAH STATUS AND COMMENTS

Generally, the prison meets or exceeds this standard. There is an extensive counseling program at the prison involving the three basic administrative units. The maximum security unit is served by a social worker supervised by the medium security supervising social worker. Minimum security and the women's facility have their own programs operating. The following addresses each paragraph of the standard:

1. All three units provide individual counseling. Because group activities are not allowed in the maximum security unit, group counseling programs are not used. However, there are small and large group programs in the other units.

2. The counseling programs are an integral part of the overall program. The "treatment team" is a basic unit, consisting of the supervising social worker, the social worker for the offender, a block officer or dormitory counselor, and occasionally another staff member such as the work supervisor, the prison psychologist, etc. The "treatment team" operates on a modified participatory management philosophy.

3. Each unit, except maximum security, has a supervising social worker who has a MSW degree. They are supervised by one of the deputy wardens. The social workers under them are all licensed social workers. Paraprofessionals in strictly counseling roles are not used. However, the block officers and dormitory counselors do have counseling as one of their duties. Ex-offenders are used only if they qualify for the position.

4. The Utah State Prison gives counseling a high priority in resources and time, and is becoming more oriented towards treatment and less towards institutional maintenance oriented.

## METHOD OF IMPLEMENTATION

The prison currently meets this standard. A continual review of policies and programs should allow the prison to continue to meet it.

### STANDARD 9.10 PRISON LABOR AND INDUSTRIES

The Division of Corrections and the Prison which operates industrial and labor programs should take steps immediately to reorganize their programs to support the reintegrative purpose of correctional institutions.

1. Prison industries should be diversified and job specifications defined to fit work assignments to offenders' needs as determined by release planning.
2. All work should form part of a designed training program with provisions for:
  - a. Involving the offender in the decision concerning his assignment.
  - b. Giving him the opportunity to achieve in a productive job to further his confidence in his ability to work.
  - c. Assisting him to learn and develop his skills in a number of job areas.
  - d. Instilling good working habits by providing incentives.
3. Joint bodies consisting of institution management, inmates, labor organizations, and industry should be responsible for planning and implementing a work program useful to the offender, efficient and closely related to skills in demand outside the prison.
4. Training modules integrated into a total training plan for individual offenders should be provided. Such plans must be periodically monitored and flexible enough to provide for modification in line with individual's needs.
5. Where job training needs cannot be met within the institution, placement in private industry on work-furlough programs

should be implemented consistent with security needs.

6. Inmates should be compensated for all work performed that is of economic benefit to the correctional authority or another public or private entity.

7. As a long-range objective, inmates should be compensated for all work performed at a rate representing the prevailing wage for work of the same type in the vicinity of the prison. Inmates involved in such a program should also be required to have the same responsibilities (i.e., working a full eight-hour shift, supporting his family, paying for food, rent, clothes, tools, insurance, etc.) as those not incarcerated.

#### UTAH STATUS AND COMMENTS

With the exception of paragraphs 3 and 6, the Utah State Prison generally meets this standard. The industries program at the prison has three basic parts: (1) maintenance, which includes trades such as electrical, plumbing, etc.; (2) industries, which are factory type programs such as building furniture, food-processing, etc.; (3) agriculture, which includes the crops, animals, dairy, etc. The following addresses each paragraph of the standard:

1. The prison has a diversified program as described above.

2. The prison meets this paragraph. Part of the industries program is a "Proficiency Program" which is designed to accomplish the items in this paragraph. They have a problem instilling good working habits (paragraph 2d) because of the demands of other institutional programs, which interfere with the industrial program.

3. Work committees such as those described in this paragraph are not operational. The prison management and private industry have cooperated in developing the "Proficiency Program" as well as other programs.

4. The "Proficiency Program" was designed to meet this type of individualized program.

5. The prison runs an active work-release program, which places offenders in private industry. Unless an offender cannot achieve a minimum security status prior to release, he has the opportunity to participate in the work-release program. The

Community Corrections Center is work-oriented, and nearly all of the offenders released through it have a job either prior to placement (through the work-release program) or soon after placement.

6. The prison pays the offenders for work performed under the industries program; however, it is nowhere near the prevailing wage.

7. It is a long-range goal to provide a compensation program comparable to private industry. However, if such a program were implemented at the prison, the offender would be expected to have the same responsibilities as a free person (i.e., support his family, pay for rent, food, clothes, tools, insurance, etc.). The prison staff feel this is an idea which should be explored further before steps are taken to implement it.

#### METHOD OF IMPLEMENTATION

The prison and Division of Corrections administration emphasizes the reintegration of the offender into the community through their "Proficiency Program." They should be encouraged to continue development of this program through administrative policy decisions.

In order to meet paragraph 7, there will need to be a reexamination of the present industries program and careful planning to implement such a program. It might be worthwhile to begin on a small pilot basis.

The Division of Corrections and prison administration may also wish to investigate the possibility of contracting with private industry to operate part or all of the industries program. Prior to proceeding they should find out from the Attorney General's Office if they can legally proceed and, if not, pursue legislation to make it possible, since the prison labor and industries program is regulated by the Utah Constitution and law.



**END**