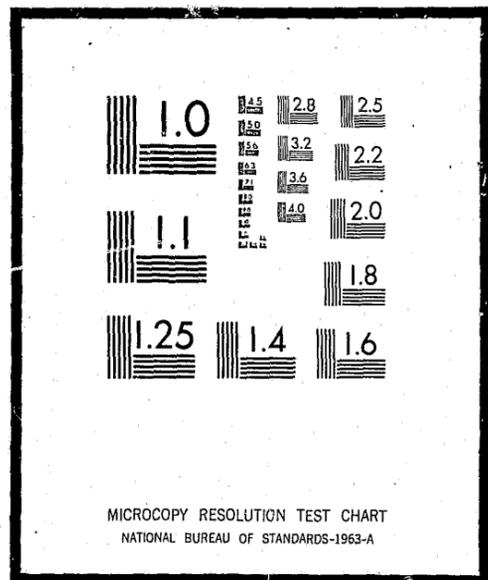


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PROGRAM, PLANNING AND DESIGN ALTERNATIVES
FOR THE TREATMENT OF THE JUVENILE OFFENDER
COMMITTED TO THE WYOMING STATE PENITENTIARY
for the
The Wyoming State Board of Charities and Reform

April, 1974

HAROLD LEWIS MALT ASSOCIATES, INC.
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ABSTRACT

This three-month feasibility study was undertaken by Harold Lewis Mait Associates, Inc., Environmental Planners and Designers, Washington, D. C. and Miami, Florida. The project's objective was to identify and define alternatives that could provide for the separation of and increased delivery of services to young first-time offenders presently committed to the Wyoming State Penitentiary, Rawlins, Wyoming.

A thorough review of contemporary literature in the field of correctional programs and architecture was conducted. Data was gathered on Wyoming crime trends from 1967 to 1973. Offender employment opportunities were surveyed; juvenile offender files were analyzed and a profile derived. Facility site inventories were performed and users' needs were determined through interview and questionnaire. The project methodology identifies three user groups: corrections officials, corrections staff, and inmates.

Program, physical planning and environmental design criteria are drafted for use in formulating and evaluating proposed program and facility alternatives.

Two alternative building space programs and facilities are presented for treating the young or first-time offender -- a Men's Reformatory to be located on the grounds of the existing State Penitentiary at Rawlins and a Training Center at the Wyoming Industrial Institute at Worland. Preliminary space and cost estimates are included. In addition, a plan is prepared for the creation of an auxiliary system of community correctional centers in Laramie and Casper, Wyoming.

Following professional and public review and debate of the alternative plans, it is recommended that the State initiate enabling legislation and implement the appropriate program.

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1 INTRODUCTION

Problem

The problems of the American correctional system are multiple and pervasive. Practitioners and researchers alike acknowledge its shortcomings. Recidivism is high.

One would expect a minimum criterion of prison effectiveness should be that the individual emerge from the system no worse than when he entered. Unfortunately, the opposite is more often the reality.

Historically, there has been a tendency to design and plan entire correctional systems to a single level of security -- usually maximum. (1) This arrangement, which is basic to many state penal institutions in the country, encourages a correctional atmosphere which compounds the very problems it professes to treat. Facilities so designed tend to serve as accessories rather than deterrents to recidivism.

This situation is aggravated in those cases where the young offender, under the age of 25, is placed with the older hardened offender. A study by The Select Committee On Crime, Reform of Our Correctional Systems, reports:

"Juveniles who are sent to adult penal institutions or to statewide juvenile correctional institutions are instructed by experienced inmates about the intricacies of crime, and they emerge from these institutions largely unrehabilitated, but with a greater knowledge about crime. Juvenile inmates frequently become victims of sexual attacks by older juveniles and adult prisoners." (2)

Reducing juvenile recidivism through new correctional approaches is imperative. Juvenile corrections deserves attention. Young persons under the age of 25 comprise 53.6% of all persons arrested in the United States. (3)

A review of offense and arrest data indicates that juveniles and young adults are committing the majority of street crimes in the country. According to F.B.I. statistics, the under

(1) Albert Gilbert, "Observations About Recent Correctional Architecture," The Prison Journal, Volume L1, Number 1, Spring-Summer 1971.

(2) The Select Committee on Crime, Reform of Our Correctional Systems, 93rd Congress, 1st Session, House Report No. 93-329, June 26, 1973, p. 20-21.

(3) F.B.I. Uniform Crime Reports, 1971. As of 1970, persons 25 years of age and under accounted for about 40% of the nation's total population.

25 age group accounts for 64.1% of all arrests for forcible rape, 76.9% of all arrests for robbery, 47.5% of all arrests for aggravated assault, and 44.1% of all arrests for murder and non-negligent manslaughter. For the category of Part I "violent crime" offenses (murder, forcible rape, robbery, and aggravated assault), those under 25 years of age account for 59.3% (4)

In a recent study of street crime in the United States, The Select Committee on Crime includes in its report a thorough examination and analysis of corrections, especially juvenile and youth corrections. The report concludes that:

"A large part of the solution to our street crime problem lies with society's successful treatment and rehabilitation of juvenile offenders and its success in 'diverting' young adult offenders to more effective rehabilitation programs." (5)

Juvenile corrections requires special facility consideration. This is based on the recognition that widely different offender types require a corresponding variety of treatment approaches, often calling for the replacement or improvement of obsolete facilities. (6) It is becoming clear that we must now design facilities that provide for individualized treatment of the juvenile offender.

Need

A 1973 Task Force Report on Corrections, prepared by the National Advisory Commission on Criminal Justice Standards and Goals succinctly summarizes the need within this country for improving juvenile correctional planning:

"Facility planning will be most effective when based on maximum utilization of alternatives to incarceration for diverting the many minor offenders to more appropriate programs...Contemporary facility planning must recognize ...that community safety is jeopardized whenever first offenders, misdemeanants, perpetrators of victimless crimes, and the accused are treated uniformly as dangerous individuals." (7)

(4) The Select Committee on Crime, Street Crime: Reduction Through Positive Criminal Justice Responses, 93rd Congress, 1st Session, House Report No. 93-329, June 26, 1973, p. 83.

(5) Ibid, p. 85.

(6) The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections, U. S. Government Printing Office, Washington, D. C., 1967.

(7) National Advisory Commission on Criminal Justice Standards and Goals, Task Force on Corrections, Russell W. Peterson, Chairman, Washington, D. C., January, 1973, p. 308.

This need at the national level is consistent with the problems facing the State of Wyoming in developing and implementing the necessary programs for the treatment of its juvenile offender population. Published in February of last year, the Wyoming Comprehensive Law Enforcement Plan, Volume I, includes the results and analyses of a survey conducted in the summer of 1972 by the Governor's Planning Committee on Criminal Administration. The survey's aim was to evaluate the needs, problems, and priorities for improving the criminal justice system in the State.

The prevention and control of juvenile delinquency was cited as a critical problem facing the Wyoming Criminal Justice System. Of the total number of Part I arrests in Wyoming, 59% were 21 years of age and younger. The rate of juvenile crime was found to exceed by almost one and one-half times that amount which should be expected from the number of juveniles in the total state population. These arrest figures for the State are consistent with the earlier identified F.B.I. statistics for the percentage of young persons arrested in the United States. Both sets of data clearly indicate that juvenile crime constitutes an astounding amount of the crime rate in the nation and significantly contributes to the total number of offenses occurring within Wyoming.

The most common juvenile arrests in Wyoming are for burglaries, larcenies, and auto thefts -- 51%, 40% and 35% respectively. (8) A comparison of Wyoming' UCR figures with F.B.I. data pertaining to juvenile arrests in the United States, indicates that juvenile arrests throughout the country are primarily for violent crime offenses. No doubt one expects to find a higher incidence of violent street offenses occurring within the nation's urban centers.

The present character and administration of all correctional services in the State compounds the delivery of effective programs for treating the juvenile. A need exists for strong professional program direction and coordination for rehabilitation programs at the various State institutions. Decisionmaking is on an ad hoc basis and in response to problems as they arise. Marshall Jones, Professor of Sociology, University of Wyoming and resident of the State for 35 years, defines the overall problem as follows:

"The single biggest problem in our State correctional system is that it is not a system. Three or four institutions are operated independently of each other, with officials reporting independently to the State Board of Charities and Reform. The Division of Probation

(8) Governor's Planning Committee on Criminal Administration, Wyoming Comprehensive Law Enforcement Plan, Vol. I, February 19, 1973.

and Parole is an independent entity. Contacts between corrections, courts, police are organizationally non-existent and factually spotty and ragged." (9)

Adding to the problems of juvenile crime and fragmented corrections administration, is the lack of effective treatment alternatives in the State for the rehabilitation of the juvenile offender. The two juvenile correctional institutions that exist at the State level are designed primarily to deal only with the more severe offender.

The situation is similar at Wyoming State Penitentiary. The Penitentiary, for male inmates only, has an average daily population of 260 with a current inmate census of 259. The facility has a maximum capacity of 400. (10) Juvenile male inmates are committed to the Penitentiary only if they are under long sentence, usually extending beyond their twenty-first year.

Rehabilitative progress of the juvenile is seriously limited by the lack of separate facilities for the treatment and housing of the younger offender. Under these conditions, the young and impressionable offender is exposed to the hardened criminal:

"Associating with hardened criminals poses unusual problems for the rehabilitation of these young men. Institutional survival frequently demands that they pledge their allegiance to the hardened con rather than to a constructive program of rehabilitation. The incidence of homosexuality is significant. Complete segregation of the hardened criminal population from younger or first-time offenders is the simplest and most efficient method of dealing with this problem." (11)

In short, there is a need for developing separate programs and facilities that will provide treatment for the young, first-time offender. Developing and implementing this action program can create more positive settings for encouraging successful rehabilitation and vocational training.

Scope

The objective of this feasibility study is to develop program, planning and design alternatives for separating the young "first-time" offender presently committed to the Wyoming State Penitentiary. Alternative plans are developed and presented

(9) Correspondence between HLMA and Marshall E. Jones, Professor of Sociology, The University of Wyoming in Laramie, February 28, 1974.

(10) Governor's Planning Committee on Criminal Administration, Op.Cit., p. 24.

(11) Governor's Planning Committee on Criminal Administration, Op.Cit., p.63.

for review and consideration. Each proposal includes a discussion of the functional and spatial program relationships along with preliminary building program and cost estimates. Program, physical planning, and environmental design criteria on which to base and evaluate these alternatives are outlined.

All programming, research and analytic activities for this study along with report preparation were conducted within a three-month period from December 31, 1973 to March 31, 1974. This intensive time period necessitated sharpening the scope of all activities so as to insure quick delivery of output -- the problem had to be defined; the corrections system and its "users" surveyed; comprehensive demographic and offender information analyzed; and community resource potentials identified -- so as to assess the need and determine preliminary priorities for team investigation.

The research team investigated and evaluated facilities and services at Wyoming State Penitentiary in Rawlins and at the Wyoming Industrial Institute at Worland. Treatment programs were identified and analyzed.

State corrections officials and staff at the above facilities were queried as to their attitudes about Wyoming correctional problems. Each contributed his facility and program recommendations for improving the quality of juvenile corrections. Data on needs of juvenile inmates incarcerated at the Wyoming State Penitentiary was acquired and analyzed. Treatment program needs for this offender population were compared and evaluated against existing facility conditions at the State Penitentiary.

In addition, background data (i.e. age, race, occupation, education, offense, and length of sentence) on inmates incarcerated at the Penitentiary since 1969 was examined and analyzed. State employment data was acquired. Existing and future employment directions for the State were analyzed, and trends correlated with employment opportunities for the offender.

Assumptions

A number of assumptions and premises underline the method of approach and conduct of this project.

The first premise is that while the offender target group is 25 years of age and younger, they are not necessarily "first-time" offenders. During the proposal preparation and early stages of the project, the problem presented to the consultant was one of "separating the young first-time offender" from the older hardened, repeat offender. However, it became apparent to the research team upon its visit to the State and conferring with State officials and staff at the Penitentiary, that the designation of "first-time" offender was not accurate. Rather, it became evident that if it were the juvenile's first

incidence of incarceration at a maximum security state penitentiary, the overall majority of juveniles housed in the Penitentiary had a history of referrals and dispositions from juvenile courts, youth service bureaus and social service agencies for law infractions.

Second, this study operates on the premise that segregation of the juvenile offender from the inmate population will facilitate the development of a more positive treatment environment.

Third, it is assumed that "good corrections planning and design" must respond to the needs of three groups of corrections "users" -- official, staff, and offender.

Fourth, the needs of these users along with current correctional standards form the basis for developing building program and facility design alternatives.

Finally, it is assumed that in order to develop and implement any program and facility planning proposal which promotes the treatment, vocational training, and community reintegration of the juvenile offender, a number of conditions within the State must first be resolved:

- . First, more productive and meaningful employment roles must be engendered in the State which the juvenile offender can assume upon his release. Labor union restrictions and other institutional barriers to hiring felons must be addressed.
- . Second, due to the State's low population density and geographic inaccessibility, compromise arrangements must be considered in "centrally" locating facilities and programs. Juvenile support services (i.e. diagnostic, work release) may require placement in a number of communities.
- . Third, careful review and resolution of existing inequities in the sentencing of juveniles for similar offenses is required.

Unless these problem areas are substantially resolved, they will continue to dilute the substance of any recommended alternatives.

Basic Definitions

Reference is made in this study to the term corrections "user." The term refers to three client groups interviewed by the consultant team:

- . corrections official: Synonymous with administrator, it specifically includes officials with the State Board of Charities and Reform, Governor's Planning Committee on Criminal Administration, the Warden and Assistant Warden of the Wyoming State Penitentiary, Superintendent of the Industrial Institute at Worland, and members of the Wyoming Parole Board.

- . corrections staff: applies exclusively to treatment and custodial staff members of the Wyoming State Penitentiary.
- . corrections offender: applies to inmates incarcerated at Wyoming State Penitentiary.

In this study, "juvenile offender" and "young offender" connote the same meaning. Both terms are used interchangeably to refer to an offender 25 years of age and younger.

The title of this report includes the words, "program," "planning," and "design" alternatives. For purposes of this study, these terms are defined as follows:

- . program alternatives: proposals which encompass a discussion of offender services within a facility (i.e. classification and diagnosis; education; counseling and therapy and recreation). Program alternatives can also refer to programs offered to the offender outside the institution (i.e. work release, correspondence courses, and study release).
- . planning alternatives: recommended actions concerning site selection, location and development of proposed programs and facilities.
- . design alternatives: schematic options governing functional and spatial relationships, scale, image, and usage.

Other and more specific definitions are introduced as the need arises.

Methods and Organization

The research methods used in this study are based on a core of standard data collection techniques for which there is a prevailing body of knowledge and confidence in their application to a study of this nature in the field of corrections. These techniques were adapted to specific local conditions in Wyoming. A variety of tools were used:

- . observation
 - . interviews and surveys
 - . documents, records, available data, and research materials.
- Use of these methods facilitated systematic and rapid collection of data needed to achieve the study's objectives within limited time frame. Subsequent chapters describe in greater detail the methods used and the results obtained.

In addition to describing the research methods, it is essential to describe the overall organization of the study. The remaining section of Chapter 1 provides a general discussion of the intended use of this project and its possible impact upon corrections within the State.

Chapter 2 is a review and discussion of current literature relating to correctional planning and architecture (juvenile and adult) and trends and new directions in juvenile and adult correctional programs.

Chapter 3 provides a general description of the location, programs and facilities of the correctional institutions studied in Wyoming.

Chapter 4 looks at the corrections "users" -- officials, staff, and offenders.

Chapter 5 discusses the methodology used. The research instruments are described and the manner of their performance explained.

Chapter 6 presents a tabulation and analysis of the data obtained exploring crime trends in Wyoming, offender employment opportunities in the State, and enlarging upon the background of the juvenile offender. Data obtained through interviews and questionnaires is analyzed to profile the needs of the corrections users.

Chapter 7 describes the program, physical planning and environmental design criteria used in formulating and evaluating proposed alternatives.

Chapter 8 looks at building program and facility recommendations in a variety of settings. Preliminary space estimates are derived.

Chapter 9 provides preliminary cost estimates associated with two building program alternatives.

Chapter 10 assesses the program and facility recommendations.

Chapter 11 presents guidelines for implementing either of the proposed alternatives.

Intended Use of the Study

The intended use of this study is to provide the State of Wyoming with a juvenile correctional system concept plan for progressing with the development and delivery of effective programs for treating the juvenile offender. Major components of this plan include:

- . definition of the problem
- . various ways to meet the identified problem
- . available and needed community resources
- . interpretation, analysis and synthesis of program requirements
- . action program.

Application and dissemination of this delivery system can facilitate decisions by public officials, corrections professionals, business and professional people, architects and planners, and citizen groups who are involved in shaping and reshaping the direction of juvenile corrections in the State.

Further, it is expected, following review and evaluation of this study's results, that policy recommendations and implementation of alternatives will emanate from this study. Interest in juvenile corrections would be sparked on every level of governmental service -- state, county and local. Coordination and integration of correctional planning would occur. Relationships among the various components of the State's criminal justice system would be strengthened.

We offer a final comment on what our report is not intended to be. It is not intended to be a prescriptive model. It is not a set of blueprints. Wyoming needs, objectives, resources and practices are the elements from which this proposed juvenile correctional system concept plan should develop. We are concerned with assisting the State to develop its capabilities for planning and implementing changes they view necessary. Offering alternative planning approaches to meet this end is our goal.

2 LITERATURE
OVERVIEW

Approach

The following references have been cited in the Introduction to the report (i.e. Problem, Need, etc.). They are General Source materials relating to principles, practices, problems, and reforms of juvenile and adult corrections in the United States. Accordingly, the following are not reviewed in this Chapter:

- . The Challenge of Crime in a Free Society
Report by the President's Commission on Law Enforcement and Administration of Justice.
- . Reform of Our Correctional Systems
A report by the Select Committee on Crime.
- . Crime Prevention Through Environmental Design
C. Ray Jeffery (note Chapter 6, "Prisons").
- . Street Crime: Reduction Through Positive Criminal Justice Responses
A report by the Select Committee on Crime (note Part III, "Corrections").
- . Report on Corrections
National Advisory Commission on Criminal Justice Standards and Goals.

Similarly, Primary Source materials relating to current practices of juvenile and adult corrections in the State of Wyoming have been incorporated in the body of the report:

- . Wyoming Comprehensive Law Enforcement Plan, 1973, 1974.
Governor's Planning Committee on Criminal Administration State of Wyoming.
- . Biennial Report, 1966-68, 1968-70, 1970-72, State Board of Charities and Reform, Wyoming.
- . Survey of Wyoming Corrections, Western Interstate Commission for Higher Education, 1967.
- . Characteristics of Burglars, Larcenists, Assaulters and Drug Offenders in Wyoming, John Podlesny. Western Interstate Commission for Higher Education, 1973.
- . Proposals For Wyoming Young Men's Reformatory, Wyoming State Penitentiary Inmate Advisory Committee, Russell Payne, Robert Welch, Willis Walker, Thomas Caster, Al Keith, 1973.

- Survey of Wyoming Adolescent Attitudes, William C. Cockerham. University of Wyoming, 1973.
- A Study of Wyoming State Penitentiary Inmates for the Purpose of Creating a Population Profile with Occupational Emphasis, Marvin Rall. University of Wyoming, 1973.

Literature

The review of major references relating to youthful offenders focuses on representative studies which consider the special needs of this group. While it is acknowledged that applied research in the field of corrections has yielded little hard data on behavioral cause and effect in the offender population, several approaches of merit emerge which will be addressed here.

We begin by examining Correctional Programs and review some alternatives to incarceration currently being investigated -- programs inside the walls and those treating reintegration of the offender including work release, parole, and halfway houses are reviewed. The section on Correctional Planning and Architecture, ("the offender in the environment"), discusses sources citing the treatment setting as "therapeutic tool," and guidelines for building correctional centers.

Correctional Programs

Fundamental to effective correctional programs is the indicated need for improved classification on all levels of the criminal justice system: prevention of delinquency through youth development programs, which provide counseling services to troubled youth and their families; classification of pre-trial detainees to determine those offenders suitable for release on own recognizance, and probationers. Finally, for the incarcerated, improved diagnosis and classification would enable offenders to participate in treatment programs, academic and vocational training, according to their particular needs and abilities. A system of continuous classification, always open to revision, represents an attempt not only to identify the more serious offender and thus provide for adequate treatment but, more accurately, to prevent the incidence of crime by diagnosing it at its source.

One project now in progress, Analysis of Classification Factors for Young Adult Offenders - New Project (12), will provide a complete statistical description of over 4,000 youthful offenders (ages 17-25) on whom various items of information were collected in conjunction with a previous grant. The data, including intellectual, academic, vocational and psychological assessment factors, in addition to demographic data and criminal background, will be presented in crime-specific categories -- 4 assaultive

(12) Ernst A. Wenk, Analysis of Classification Factors for Young Adult Offenders - New Project, National Council on Crime and Delinquency, Research Center, Davis, California, 1973.

offense categories and 25 non-assaultive offense categories. In addition, a literature review and analysis will be provided on relevant classification factors. The reorganized data should provide important resource material for developing and implementing more effective classification systems.

The youthful offender, early alienated from a system which identifies him as a deviant and subjects him to increasing segregation and rejection, is often ultimately isolated from the normalizing influence of the real-life community by current criminal justice practices of detention and incarceration. In his essay which appears in New Approaches to Diversion and Treatment of Juvenile Offenders (13), Robert Smith agrees that in order to be effective a corrections agency must first develop the capability for diagnosis and treatment according to individual needs. He rejects the idea that problems reside exclusively with the offender and cites the benefits of group therapy and casework programs which provide interim models for micro-community experience in treatment.

Among the community-based alternatives to incarceration are: storefront youth bureaus, jails housing offenders on work release, and halfway houses, to mention a few. Individually and collectively, they offer opportunities for assistance within the community to offenders adjudged qualified for these programs. John McCartt and Thomas Mangogna's Guidelines and Standards for Halfway Houses (14) is a comprehensive overview of this heterogeneous concept, described and evaluated both in terms of the offender to be served and its function within the total correctional system. After needs are identified, programs and services may be designed accordingly. Community support and qualified personnel are important components of a successful halfway house program, and employee description and evaluation policy forms are appended with statistical data research forms in this important study.

Current attitudes toward treatment techniques for youthful offenders are geared directly to the reintegration of the offender into the community. It is assumed that intensive efforts will be made to improve adult institutions and that juvenile institutions will be phased out in favor of community programs and facilities. Ideally, then, the young offender will be institutionalized for the shortest time possible since difficulties of adjustment increase proportionate to the period of isolation. In speeding up the sentence, or time spent

(13) U. S. Department of Justice, New Approaches to Divergent Treatment of Juvenile Offenders, #J-LEAA-021-73, NILECJ, June 1973.

(14) John McCartt and Thomas Mangogna, Guidelines and Standards for Halfway Houses, U. S. Department of Justice, LEAA Technical Assistance Division, #J-LEAA-004-71, May, 1973.

"inside," it is essential that treatment be intensified accordingly. In her study, "Action Research as a Change Model for Corrections," (15) Marguerite Warren notes that intensified treatment is facilitated by goal setting, and stresses that if specific objectives are to be met, offenders and correctional staff must concur. Potentially, the most powerful therapeutic contact is that between the offender and his correctional officer. Differing operating goals between central administration and the treatment unit can have a counter-productive effect on treatment. Her study of differential settings, or the attempt to develop treatment environments, observes that classification facilitates management by increasing homogeneity.

It has been observed that a person's educational and vocational training may well be the key to successful adjustment in the community. Thus, institutions for juvenile offenders should have as their priority programs providing meaningful vocational training. The Report on Corrections (16) describes this treatment component so essential to the primarily youthful, unskilled offender population. The vocational training program should be designed in short, intensive participation modules intended to maximize the offender's marketable skills; assimilation into the job market may be assisted by programs established by private industry within the facility which commit a certain number of jobs to graduate trainees. Significantly, selected offenders are encouraged to participate in instructional roles.

On-the-job training is also available in work release programs which provide employment opportunities outside the institution and re-establish links to the community. This effective process of supervised reintegration, used initially with misdemeanants, is now practiced widely with felons and youthful offenders. A comprehensive manual, Ordering Time to Serve Prisoners, (17) provides a definitive study for the planning, administration and staffing of work release programs. Housing, selection of participants, and program control accountability are outlined together with cost/benefit analysis. With the increasing offender population and the soaring cost of living, the economic advantages of work release programs cannot be underestimated.

(15) U. S. Department of Justice, New Approaches to Divergent Treatment of Juvenile Offenders, Op.cit.

(16) National Advisory Commission on Criminal Justice Standards, Task Force On Corrections, Op.cit.

(17) Walter H. Busher, Ordering Time to Serve Prisoners, U. S. Department of Justice, Technical Assistance Division, #J-LEAA-012-71, June, 1973.

Moreover, as with the disappearance of orphanages and the shortening of hospital stays, America is moving away from massive, institutionalized solutions to such community problems as confinement, where the disabling character of institutionalized life is counter to treatment objectives. In Reintegration Of The Offender Into The Community (18), Milton Burdman assesses the situation and concludes that alternatives to incarceration are preferable to building smaller, more intimate prisons. The element of community reaction, so essential to the reintegration process, is difficult to simulate inside the walls. He recommends that a re-definition of roles and responsibilities of prison and parole staff toward inmate-parolee must occur if the staff is to provide the appropriate community response. This is particularly necessary in the terminal phase of incarceration where programs and regulations externally control the offender's life while, at the same time, staff continually stress initiative and responsibility.

Re-entry problems from the parolee's perspective are noted by Elliot Studt in his essay of the same title. (19) Almost every aspect of the individual's life requires some change -- patterns of eating, sleeping, and managing time. Very few of the behaviors acquired in prison are appropriate on the outside, consequently "unlearning" must occur. As has been noted before, we build recidivism INTO our regimented prison programs. Burdman continues to stress the importance of supportive social roles accessible to the offender, since an effective treatment program in a correctional setting depends on continual reinforcement at release. Rather than concentrating responsibility for reintegration on parole agents, Burdman suggests that communities should pay more attention to social conditions and actively participate in the process of re-entry.

Correctional Planning and Architecture

This section of the literature review focuses on the treatment setting as a "therapeutic tool" and guidelines for planning and designing of correctional settings.

No one looking today at the bleak fortresses of many of our prisons can fail to get their grim message. Yet statistics indicate that crime and recidivism are increasing at an alarming rate. Apparently, fear of prison is not a deterrent and there is considerable evidence that the prison environment is actually an accessory to crime. What is the answer?

(18) U. S. Department of Justice, Reintegration of the Offender Into The Community, #J-LEAA-021-72, NILECJ, June, 1973.

(19) U. S. Department of Justice, Reintegration of the Offender Into The Community, Op.cit.

Norman Johnson's study, The Human Cage: A Brief History of Prison Architecture (20), traces the evolution of the prison from ancient times to the present and concludes that although physical torture, initially employed to bring about "purification of the soul though mortification of the spirit," is officially illegal the emphasis on retribution -- rather than rehabilitation -- still prevails in many American communities. If today there are increasing demands for diminishing the size of our institutions, Johnson continues, what is really needed is a new approach altogether, a different attitude toward the practice of incarceration. If new prisons must be built, they must be designed in consultation not only with policy makers in administration but also guards and prisoners. In any case, architecture must respond to postulated correctional goals and treatment objectives.

The modern American prison comes under closer scrutiny in The New Red Barn (21) by William G. Nagel. More than 100 prisons, jails and reformatories were visited by Nagel and his staff of psychologists, architects and corrections officials. In their survey documenting the fragmentation of the criminal justice system at the federal, state and local levels, incompatibility of goals and programs and economic limitations virtually arrest any progressive development. After reviewing a number of modern correctional institutions and their programs, treatment approaches and services to the offender, Nagel calls for a moratorium on construction. Funding is more effectively spent planning better programs than building more inadequate prisons. Since most offenders eventually return to the community, community protection is conditional on a behavior change in the offender, and contingent on his successful integration within the community.

These ideas are reflected in another task force report, Guidelines For The Planning and Design of Regional and Community Correctional Centers for Adults (22). This systematic planning instrument for comprehensive correctional program and facility planning on the state, regional and community levels includes:

- . Survey Data and Classification
- . Treatment Programs responsive to changing needs
- . Facility and treatment components to include staff, medical counseling, education and recreation
- . Facility planning concepts
- . Program, staff and facility costs.

(20) Norman Johnston, The Human Cage: A Brief History of Prison Architecture, New York: Walker and Company, 1973.

(21) William G. Nagel, The New Red Barn: A Critical Look at the Modern American Prison, The American Foundation, Inc., Institute of Corrections, Walker and Company, 1973.

(22) University of Illinois Press, Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults, LEAA Contract No. J-LEAA-014-70, 1971.

The compendium places emphasis on community-based corrections, indicated not only by treatment goals but also by the high cost of traditional institutional construction.

Another LEAA publication, Planning and Design for Juvenile Justice (23), examines the basis for identifying the client, the need and the resources in the preliminary design process. Programs and facilities are viewed within the network of the criminal justice system, and architectural issues and their attitudinal implications are addressed. Ultimately all users -- corrections official, offenders, treatment staff -- actively participate in the physical development process and their ideas are incorporated if common goals are to be effectively served.

Caraker Paschal, an architect who has recently completed extensive research on jails in the United States, would agree. Commenting on the extent to which architecture participates in the treatment process, he observes that since man's physical environment has a direct relation to his physical and mental well-being, the form, shape, color, areas of movement and overall physical appearance should convey to the offender a supportive environment. (24) Actual involvement in the construction process can prove therapeutic and such work also provides first hand experience in the building trades. Overall, good design promoting tranquility and human dignity, is fundamental to the success of rehabilitation.

The behavioral impact of institutional architecture is further addressed in New Environments for the Incarcerated, (25) a collection of essays on environmental design in corrections settings including:

- . Pathological effects of crowding
- . Space standards
- . Stimulus deprivation
- . Privacy.

The behavioral dimensions of space arrangement (e.g. the relative merits of perimeter vs. internal security), territoriality as a positive treatment component and the nature of movement all indicate that the building is a variable in the corrections process, a "therapeutic tool." If the offender is to be returned to the community, his perception of freedom and

(23) U. S. Department of Justice, Planning and Design for Juvenile Justice, #J-LEAA-015-70, August, 1972.

(24) Caraker Paschal, "Relation of Architecture to Correctional and Rehabilitative Facilities," Police Chief, January, 1974.

(25) U. S. Department of Justice, New Environments for the Incarcerated, August, 1972 (Reprinted from The Prison Journal, Vol. LI, Number 1, 1971).

transgression adjusted to reality must be reinforced by the correctional setting. The traditional message of the institution is not behavioral change, but rather dominance, and the rate of recidivism in modern, attractive facilities suggests that 'cosmetics' are not the answer: while a building may be designed to avoid the institutional look, it will remain an institution, its inhabitants involuntary guests, unless through structured incentive programs and real-life use of space by staff, the building supports behavioral and attitudinal change necessary in the rehabilitative process.

3 CORRECTIONS SETTINGS

It has been observed that art is not created in a vacuum. So too, buildings emerge from or are imposed on communities and are an expressive means of communicating cultural values by their physical aspect as well as by their institutional function.

Corrections facilities, traditionally isolated from the town/village network, could never be entirely forgotten. Today, in an effort to improve the delivery of criminal justice, community-based corrections centers are being planned according to synthesized design criteria. Among considerations affecting the location of a facility are:

- . employment opportunities
- . educational opportunities
- . proximity to offenders' home community
- . availability of professional staff.

The function of the building, determined by users' needs and programmatic requirements, will affect scale, level of security and cost. Ultimately, the building will have an identity within the community, contributing to and resulting from program interface. This exchange, so essential to the reintegration of the offender, has not been given sufficient consideration.

In identifying corrections settings in the State of Wyoming, it is important to consider how the geographic and demographic conditions affect criminal justice programs on all levels of delivery. The sparse distribution of the small population (ranked 50 out of the 50 states; 3 persons per square mile) over the vast, mountainous state and limited revenues available for social services present problems of law enforcement, probation and parole supervision. The State's industries for which the majority of offenders would qualify, petroleum, agriculture and the trades, provide seasonal employment and attract a transient population whose lack of skills and education further contribute to their erratic employment. This mobile, primarily youthful group, lacking community ties and frequently family ties as well, presents serious problems to corrections in Wyoming. Owing to the lack of treatment facilities, judges are hesitant to commit these young people to the Penitentiary yet probation is inadequately staffed and consequently, helpful developmental relationships are infrequently established between officers and probationers. Thus, a "first-time offender" at Wyoming State Penitentiary has, more often than not, a record of previous dispositions.

Among the major institutions currently serving male offenders in the State of Wyoming are the following:

Wyoming State Penitentiary

The Wyoming State Penitentiary is a maximum security facility located within the city limits of Rawlins (population: 7,855), Carbon County, on approximately 65 acres of land.

To some degree, the community derives its identity from the Penitentiary, built in 1890. The present Warden, Lenard F. Meacham, took office in 1963.

The Penitentiary complex consists of the following buildings: Administration, which includes the trusty dormitory on the upper two floors; two four-story cell blocks; one maximum security block; one large dining area with an auditorium above it; and the gymnasium and chapel, both above the maximum security block. Separate buildings inside the wall enclosure include the laundry; the hospital with the admissions facility and the death house above it; and the industrial building, which houses the license plate factory, sign shop factory, shoe repair shop, mattress shop, garment shop, and four vocational training units -- electronics, carpentry, lithography, and auto mechanics. Outside the walled enclosure are a number of 'officials' residences, service buildings and guard quarters.

Among the Penitentiary staff are 82 personnel, including: (26)

- 11 administrative
- 45 custodial
- 2 guidance and counseling
- 5 vocation/education instructors
- 12 service
- 2 work release

who serve an estimated daily population of 261 men. In 1973 the turnover was as follows: 137 admitted, 131 released. Per capita cost per day is \$9.38.

The majority of men are housed in "A" Block, a four-tiered single occupancy cell block without hot water or individually controlled lighting. The block is patrolled by an armed sentry and perimeter security is also maintained. Cell Block "B", constructed in 1956 at a cost of more than \$300,000 with improved lighting and plumbing, is virtually empty save for 8-12 kitchen assistants. In addition, 36 segregated units, 12 rooms for trusties and 10 rooms for work release participants comprise this 340-bed prison. Medical and dental services are provided by professionals from the Rawlins community who visit the institution regularly. The State Hospital at Evanston provides long term medical care.

Programs and activities include:

- . Evaluation and Processing, selecting programs for new inmates;
- . Educational (Adult Basic Education, General Education). A modern classroom is housed in the converted "C" Block (formerly known as 'The Hole'). The program is designed to

train students to become self-confident and proficient academically in order to qualify for apprenticeship and training programs;

. Vocational. With funds provided under the Manpower Development Training Act in 1969, three programs were staffed and expanded: carpentry, lithography and auto mechanics. By the end of the first year of on-the-job vocational training 70 inmates had participated in shop and related classroom study, of which 50 completed the full year term. Also involved in this program is a job counseling and work placement officer, assisting the released trainee in locating employment.

. Recreation. Supervised by an athletic director. Among the gymnasium facilities are a new, official size basketball court, weightlifting rooms and an outdoor handball court.

. Treatment Programs. Two treatment staff provide counseling for 261 prisoners.

. Work Release. Begun in 1972, this program permits select offenders to leave the Penitentiary and work within the communities of Rawlins, Gillette and Casper. In order to qualify, a man must accept considerable responsibility within the institution, and demonstrate progress in his programs. The individual on work release earns a competitive wage and funds are allocated to his family, to covering his living expenses, and saved toward his release date. Living quarters for the men who work in Casper and Gillette have been provided by the county jails. Men who work in Rawlins return to the institution at the end of the day.

Each inmate's progress is evaluated monthly, based on his attitudes toward corrections officers, other inmates, and work. Treatment staff report regularly on performance in the various programs.

Penitentiary Honor Farm

The managerial and treatment problems presented by the younger offender population at the Penitentiary require their segregation from the older, hardened 'cons.' While it has already been observed that correctional institutions are ideally located near large population centers, this is difficult in Wyoming. One attempted solution has been the State Farm at Riverton, in Fremont County. Acquired in 1931, the Farm offers a program geared to rehabilitation through farming, gardening, dairy production and poultry raising. Staffed by a supervisor, foreman, two security officers and a clerk, the 869-acre farm is a low-security facility which currently averages 11 trusties engaged in full time farming operation. While farm and ranch training are relevant to some percentage of the offender population, the farm provides only minimal relief for the majority, whose treatment requires a professionally staffed facility with vocational training.

Wyoming
Industrial
Institute

The Wyoming State correctional institution operated to house juvenile males 10 to 21 years of age is a low security facility located six miles from Worland (population: 5,055) an agricultural community in Washakie County. Once supervised exclusively as a farm operation on 600 acres, the Industrial Institute has introduced a food services program and developed an auto mechanics and welding apprenticeship course. Students at the Institute attend a modern, accredited, completely equipped and staffed school, built in 1965.

The 131-bed facility is arranged primarily in 30 units of 4 beds each for the estimated daily population of 95 youths. The average age of the offender is 15-17 and sentences are frequently indeterminate. In 1973, 89 boys were admitted and 130 released.

At the Institute the prevailing correctional philosophy encouraged is "learn appropriate behavior" rather than simply "follow the rules." Six full time caseworkers each carry a (27) caseload of approximately ten juveniles, with whom they meet four times a week. The school is staffed by five teachers, and there are five vocational training staff, including a farm manager. Sixteen unit counselors supervise the living areas. A cottage-type pre-release unit, designed to increase responsibility and self-sufficiency in the youthful offender preparatory to his return to the community, is anticipated for approval in the next year.

4 CORRECTIONS
USERS

As further background, a description of the corrections users is needed. This discussion may be somewhat tedious for the reader who has knowledge of Wyoming corrections. However, to be useful to the varied readership which it is hoped this report will have, it is desirable to discuss the users studied and the role they play.

The research team made an assessment of existing attitudes, operations, responsibilities, and process roles of a variety of "participants" in the Wyoming criminal justice system. This information is profiled in Chapter 6 concerning users' needs.

As previously defined, there are three corrections user groups: those who are involved in the decision-making and have the responsibility for administration of the corrections system -- officials; those who have the corrections knowledge and expertise and execute the programs and plans -- staff; and those who are recipients of the services -- offenders.

The Official

Operation of the criminal justice system in the State of Wyoming is under the authority of the Governor's Planning Committee for Criminal Administration. The management and administration of correctional services is with the State Board of Charities and Reform, made up of five elected officials. The Governor is the Chairman and other members consist of the Secretary of State, State Auditor, State Treasurer, and Superintendent of Public Instruction. These officials also serve on a variety of other boards and commissions in addition to their regular duties of office. The Board employs a Secretary whose main function is maintaining the records and accounts for various State institutions in its administration.

The recently created Board of Parole reviews at least on an annual basis all cases of the inmates of the Penitentiary and develops policy regulating good time allowance. The Board also drafts rules and guidelines for inmates paroled in the Wyoming correctional system. No parole officer currently serves on the Prison Parole Committee, however, there is input from the parole officer for consideration of any parole violation.

The Office of Probation and Parole, which consists of an officer and seventeen field supervisors who work the entire State, is under the jurisdiction of the State Board of Parole. In addition to supervising probations and paroles, the Department, at the request of District Judges, can conduct investigations and make recommendations prior to sentencing of criminal and juvenile cases.

Administrators of the two correctional institutions researched in this study -- Wyoming State Penitentiary and Wyoming Industrial Institute at Worland -- are directly responsible to

(27) Interview with Bernail Kuchel, Superintendent, Wyoming Industrial Institute, February 8, 1974.

the State Board of Charities and Reform. The State Penitentiary is managed by a warden and an assistant warden along with an administrative support staff of eleven personnel. Similarly, the Wyoming Industrial Institute is directed by a superintendent and a full-time administrative staff of six.

The Staff

The professionals at the Penitentiary include five instructors (one academic and four vocational), one psychologist, two social workers and approximately fifty-five custodial personnel. The staff at the Wyoming Industrial Institute is composed of six full time case workers, seven full time accredited school teachers. In addition, the Institute has the services of a full time counselor from the Division of Vocational Rehabilitation. The largest body of personnel are sixteen unit counselors who supervise the living areas and a full time recreational supervisor.

The Inmate

The Wyoming State Penitentiary is for male inmates only. For 1973, the inmate population totaled 259, of which approximately 50% were 25 years of age and under. Juvenile inmates are incarcerated at the Penitentiary only if they are under a long sentence, which will extend beyond their 21st birthday. A profile of the under 25 prison population is presented in Chapter 6.

For the Wyoming Industrial Institute, the ages of boys housed ranges between the ages of 10-21 years, with the largest percentage of boys falling in the 15-17 age range.

5 RESEARCH METHOD

Procedure

The research team is well aware that no single research method is entirely without bias. As a result, a multiple class of methods were selected, combined, and brought to bear on the research topic. The use of multiple-measures further guarantees a wider coverage of the subject being studied and, in turn, aids in the interpretation of information provided by each. The methods used include:

- . interviews and questionnaires
- . observation
- . available data, records and research materials.

Research design, execution, and analysis is based on procedures previously tested and used by the consultant and follows accepted methodologies developed by LEAA's National Clearinghouse for Criminal Justice Planning and Architecture. The corrections user is integral to the methodology employed. Interview, questionnaire, and observation techniques are discussed in this chapter.

Development of Tests

The interviews administered in this project were prepared after an exhaustive search and review of literature in the corrections field along with a review of available reports, studies, and other source material on Wyoming corrections provided to the consultant team.

The non-standardized and focused interview was favored in order to facilitate careful exploration of the issues. Three interview structures were developed and administered. One to corrections officials, one to staff at Wyoming State Penitentiary, and one form to inmates incarcerated at the Penitentiary. The individual interview forms can be found in the Appendix of this report.

Interview questions were designed to help the research team better understand and establish:

- . the need for facilities and programs
- . the type of offender to be serviced
- . the type of programs to be offered
- . the type and location of recommended facilities
- . the personnel, policies and staff needed to administer and operate the program.

Parallel questions were asked of all three user groups to assure comparability of findings.

Interview topics asked of officials and staff included such questions as:

- . "What are the primary treatment objectives at Wyoming State Penitentiary?"

- . "What are the specific treatment goals for rehabilitation of the younger offender?"
- . "What do you consider 'good' rehabilitative behavior?"
- . "What are the means for achieving these goals?"
- . "What is responsible for recidivism?"
- . "What kind of programs do you see for successfully returning young people to the community?"

Questions asked of inmates housed at the Penitentiary included:

- . "What one problem at the Penitentiary concerns you personally?"
- . "Do you feel anything has been done to improve the problem?"
- . "What vocational training/educational programs help you the most? the least?"
- . "Do you think these programs will prepare you and help you find a job on the outside when you leave the Penitentiary?"
- . "What type of job are you interested in finding when you leave the Penitentiary?"
- . "Are you interested in leaving the State when you get out? Do you think there are better job possibilities out of State?"

The interviews underwent some modification. Upon arrival in Wyoming and following initial meetings with officials, the team became aware of alternatives, other than the remodeling of the Riverton facility, that the State had been considering in providing separate facilities for the juvenile offender. A new facility at Rawlins, outside the walls on the grounds of the Penitentiary, had been widely discussed and is to be proposed to the State Legislature next year. The corrections officials and staff interview form was therefore adjusted so as to explore the advantages and disadvantages of a wider range of proposed facility and program alternatives. Similarly, in the inmate interview, Question 5, which queries the offender's personal safety, was deleted, since the study team learned that violence among inmates was practically non-existent and the nature of any homosexual activity was usually consensual and not violent in character.

In addition to the interview, a questionnaire was developed and administered only to corrections officials and staff at Wyoming State Penitentiary. The questionnaire can be found in the

Appendix. It deals in greater detail than the interview with the following:

- . problem(s) in the State correctional system and at the Penitentiary
- . recommended steps to reduce the problem(s)
- . recommended changes on the architectural design of the State Penitentiary
- . existing programs that are of benefit to the juvenile offender (to all inmates)
- . program and facility recommendations for improving the treatment of the young offender.

Finally, exploratory observation was defined and structured to further sensitize the research team to the needs of the Wyoming corrections system. A Corrections Facility and Usage Inventory (see Appendix) was developed to give the team a systematic and planned exposure to the facilities visited. Observed data was collected on:

- . facility-community relationships
- . institution's physical spaces
- . facility usage and activities
- . program relationships
- . staff and inmate behavior.

Performance of Tests

Interviews were conducted with the three groups of corrections users -- a sample of 10 corrections officials; a sample of 11 treatment staff members at the Wyoming State Penitentiary; and a sample of 8 juvenile offenders committed to the State Penitentiary.

With respect to the method of selecting officials, staff and inmates, focus was on interviewing a sample representative of those individuals in each user group. The consultant team acknowledges the limited size of its samples. However, to develop a completely adequate sample of users and staff both at Wyoming State Penitentiary and at the Wyoming Industrial Institute, would have been prohibitive within the existing time frame of the three-month project.

Officials interviewed include the Administrator and Corrections Program Consultant of the Governor's Planning Committee on Criminal Administration; four of the five members of the State Board of Charities and Reform (including the Governor and Secretary of State); the Director, Office of Probation and Parole; the Warden and Assistant Warden of the Wyoming State Penitentiary; and the Superintendent of the Wyoming Industrial Institute at Worland.

At the State Penitentiary, all treatment staff were interviewed. The sample included the Director of Education; the one academic instructor; the social worker; the clinical psychologist; the athletic director; the four vocational instructors; the job-placement officer and the chief security officer in charge of security personnel.

The criteria used in selecting inmates to interview was a sample of 5-10 offenders, 25 years of age and younger, having committed a variety of Index offenses. For some offenders interviewed, it had been their first offense and sentence at a State Penitentiary. All offenders surveyed had been incarcerated at the Penitentiary for at least six months.

No claim is made that the data from the inmate interviews necessarily represents an exhaustive sampling of juvenile inmate opinion at the Wyoming State Penitentiary. However, we do believe that with respect to staff interviewed, the sample was representative.

Interviews with officials and inmates were conducted individually. The interviews with Penitentiary staff were held individually and in group settings. This procedure was somewhat dictated by time considerations, since staff members were questioned during their office hours. Group interviews were used to provide a sounding board for different opinions with the expectation that there would be group interchange.

The interviews were supplemented by follow-up, in-depth questionnaires distributed to a group of officials and staff at the Penitentiary.

The tabulation and analysis of the respondents' answers to interviews and questionnaires appears in Chapter 6. A profile of the responses given by corrections officials, staff and inmates sampled, is discussed under User Needs within the following Chapter.

6 DATA TABULATION AND ANALYSIS

Crime Trends

Wyoming Uniform Crime Report Statistics were collected and analyzed for the 1967-1972 year period. Table 1 presents the Index of Crime in the State for 1967-1972. The number and rate per 100,000 population is also illustrated.

Wyoming Index Crime increased considerably between 1967-70, leveling in 1971 and again increasing sharply in 1972. Similarly, the violent crime rate (murder, forcible rape, robbery and assault) increased dramatically during the 1969-71 period. The violent crime rate dropped from a 156.5 per 100,000 State population rate in 1971 to a rate of 148.1 per 100,000 inhabitants in 1972. Property crime (burglary, larceny \$50 and over, and auto theft) incidences decreased in 1971 after a steady growth rate since 1967. The rate of crimes against property again climbed in the following year.

TABLE 1
WYOMING INDEX OF CRIME (Number and Rate Per 100,000 Population)
1967 - 1972

	1967	1968	1969	1970	1971	1972
Population of Wyoming	315,000	315,000	320,000	332,416	340,000	345,000
	Rate per No. 100,000					
TOTAL CRIME INDEX	3996 1268.6	4240 1346.0	4834 1510.6	5801 1745.1	5798 1705.3	6576 1906.1
Violent Crime (1)	294 93.3	278 88.3	286 89.4	376 113.1	532 156.5	511 148.1
Property Crime (2)	3702 1175.2	3962 1257.8	4548 1421.3	5425 1632.0	5266 1548.8	6065 1758.0
Murder and Non-negligent Manslaughter	15 4.8	20 6.3	33 10.3	19 5.7	18 5.3	14 4.1
Forcible Rape	23 7.3	28 8.9	37 11.6	41 12.3	47 13.8	48 13.9
Robbery	43 13.7	39 12.4	51 15.9	73 22.0	68 20.0	117 33.9
Aggravated Assault	213 67.6	191 60.6	165 51.6	243 73.1	399 117.4	332 96.2
Burglary	1594 506.0	1717 545.1	1808 565.0	2147 645.9	1993 586.2	2057 596.2
Larceny \$50 and over	1557 494.3	1814 575.9	2173 679.1	2731 821.6	2655 780.9	3305 958.0
Auto Theft	551 174.9	431 136.8	567 177.2	547 164.6	618 181.8	703 203.8

(1) Violent Crime is offenses of murder, forcible rape, robbery and aggravated assault.
(2) Property Crime is offenses of burglary, larceny \$50 and over, and auto theft.

Source: Uniform Crime Reports for the United States, Federal Bureau of Investigation, Washington, D. C.

A projection of future crime trends in the State was made. Table 2 illustrates the 1975 estimated total crime index for the State. The method used in arriving at the projections is a linear algebraic extension of the State's violent and property crime trend over the last five years. The average yearly growth in the number of crimes for the period 1967-1972 was extended cumulatively through 1975 to derive an estimated total crime index. A projected estimate of violent crime and property crime indicates that the total crime index will reach 8,124 by 1975.

It should be noted that the projection figures used reflect recent trends which show a sharp increase in the number of crimes presumably beyond the 'normal' per unit population. Projections based on this method probably represent the upper unit of the total crime index to be expected for 1975.

TABLE 2 ESTIMATED WYOMING INDEX OF CRIME FOR 1975 (Number and Rate Per 100,000 Population)		
Population of Wyoming	1975 Estimated 363,000	
	Estimated No.	Estimated Rate Per 100,000
Total Crime Index	8,124	2238.0
Violent Crime	641	176.6
Property Crime	7,483	2061.4
Source: HLMA Analysis and Projections		

As Table 2 indicates, an estimated rate per 100,000 population in the State was derived following a projected 1975 estimate of population in the State. The method of population projection calculates the average annual growth rate. The estimated growth was computed by using 1967 and 1972 growth rates and projecting the 1975 population accordingly.

A projected estimate of Wyoming population by this method indicates that the total population will reach 363,000 by 1975.

Offender
Employment
Opportunities

This projection, determined by a mathematical procedure, does not consider the economic growth of counties within the State. A large unknown variable in the State's development is the long-range effect on population growth of new industries locating in Wyoming. Consequently, this population estimate must be qualified in its application.

Lack of employable skills have been linked with criminal activity and recidivism. Daniel Glaser, in his research on prison effectiveness, has concluded that the rate of recidivism varies inversely with post-release employment, and the unemployment is not due to criminal record, but rather to the lack of previous skilled work experience.

Marvin Rall, in his study of Wyoming State Penitentiary inmates, developed an occupational profile of incoming inmates at the Penitentiary for 1970, 1971, and 1972. He found that:

- Nearly 90% of all first-time losers had no specific skill or vocational training at the time of admission. In this group, less than 20% were occupationally skilled. The proficiencies possessed were in the areas of service, machine trades, and structural work.
- More than 56% of all inmates in the study were working as laborers at the time of their arrest. When arrested, 41% had been working at a trade. The areas most frequently represented by group were service, structural, and miscellaneous occupations.
- Secondary occupations at which inmates had most frequently worked included service, farming-ranching, structural, and miscellaneous. Laborer was declared as a secondary occupation by 57% of the group. Of the group, 7% had no secondary employment.
- Laborer was the "best job" ever held by 35% of the group. (What an inmate had considered as his best job often was not the job at which he was working at the time of his arrest.)
- Many inmates felt there was no occupation for which they were qualified. Nearly 30% felt they were qualified only for being a laborer. Of those who claimed job skills, service, machine trades, and structural trades were most often mentioned. (28)

(28) Marvin Rall, Op.Cit.

In a profile prepared by the consultant, occupation information for offenders 25 years of age and younger sentenced to the State Penitentiary 1969-1973 shows that laborers constitute roughly one-third of the entire group. (This information is provided in Table 7 of the next section.)

At present there would appear to be a serious lack of "fit" between the occupation background and experience of the young or first-time offender and job possibilities in the State.

TABLE 3 EMPLOYMENT, BY INDUSTRY, Wyoming, Average 1971	
Agriculture	14,583
Mining	11,083
Construction	7,850
Manufacturing	7,183
Transportation and Utilities	10,666
Wholesale and Retail Trade	24,358
Finance	3,658
Services	16,625
Government	29,641
	125,647 TOTAL
Source: Wyoming Employment Security Commission	

As the Table indicates, in Wyoming, opportunities are currently greatest in the white collar market (25% of the State work force is employed in government service) and the lowest in blue collar fields of construction (5% of the labor force) and manufacturing (5% of the work force). (29)

(29) Wyoming Employment Security Commission.

In 1970, Wyoming had a total work force of 142,790. As Table 4 illustrates, of the twenty-three counties in the State, Natrona, Sweetwater, and Carbon employed over one-fourth of the State's labor force. Preliminary projections provided by the Wyoming Employment Security Commission indicate this will increase to a total work force of 185,000 in 1980. (30)

Positive employment forecasts for the State indicate not only greater growth but a shift in emphasis to employment in petroleum, mining and coal industries. This trend is chiefly attributed to recent and prospective industrial activity in Sweetwater (mining and petroleum), Natrona (petroleum) and Carbon (coal) counties. Significantly, these counties continually report high incidence of juvenile offenses. (See Table 8) Prospects for the offender securing pre-release employment in these counties are bright if established companies can be encouraged to include inmates in their training programs and commit a certain number of positions to these trainees.

Trona Mining and Processing, a major employer in Sweetwater County has greatly expanded its processing plants over the last ten years. It is expected to continue to draw a large labor pool, anticipated at 3,000 during the summer months. Similarly, it is hoped that companies located in Natrona County, which serves as a supply and administration center for petroleum industry, will initiate training programs for the offender involving classroom and field training. Finally, in Carbon County, the Pasco Refinery located in Sinclair, Wyoming, serves as potential offender employment reserve.

Employment opportunities for the young and inexperienced are perhaps more difficult to locate in a state with few large population centers. The Manpower Development Training Program, initiated at the Wyoming State Penitentiary in 1969, was a major step in providing vocational training to the youthful offender. Hopefully, powerful private industry in Wyoming such as the petroleum concerns, and State-supported universities will support and contribute to this effort.

(30) Preliminary projections provided to the Consultant by John Mokler, Manager Research and Analysis, Wyoming Employment Security Commission.

TABLE 4
EMPLOYMENT BY INDUSTRIAL GROUP AND COUNTY
Wyoming, 1970

COUNTY	1970 Employed Labor Force TOTAL	Manufacturing		Wholesale & Retail Trade		Services		Educa- tional Services		Constr- uction		Government		Professional Sales & Clerical		Craftsmen & Foremen	
		%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Albany	9,998	5.6	18.7	8.0	32.7	4.5	42.0	34.8	20.9	10.7							
Big Horn	3,756	8.7	15.7	6.5	10.0	8.6	20.6	21.3	13.7	15.0							
Campbell	4,803	3.2	17.4	9.0	5.1	5.6	8.4	19.1	15.1	15.2							
Carbon	4,963	7.3	18.7	10.0	6.8	5.7	19.6	22.9	16.7	15.5							
Converse	2,163	2.5	19.4	7.2	8.9	9.2	16.2	22.2	15.3	14.5							
Crook	1,596	4.0	14.5	4.2	10.2	10.6	18.9	17.6	9.8	16.1							
Fremont	10,032	6.8	20.9	6.7	10.7	8.0	20.7	26.1	16.4	15.0							
Goshen	4,037	7.1	22.6	5.4	9.2	6.5	17.7	21.7	17.8	11.5							
Hot Springs	1,774	3.7	20.2	7.3	7.2	7.1	22.3	20.6	18.2	15.6							
Johnson	2,262	3.5	19.2	10.6	8.0	12.6	15.3	21.3	15.1	16.1							
Laramie	19,187	6.8	19.4	9.0	9.0	7.9	28.6	30.4	26.8	12.5							
Lincoln	2,894	10.7	16.2	7.5	10.7	8.6	20.5	23.0	12.7	16.9							
Natrona	20,391	7.6	23.0	9.4	8.3	6.2	17.3	27.5	25.3	14.4							
Niobrara	1,129	2.0	26.9	9.6	7.3	6.5	15.6	24.3	10.8	9.0							
Park	6,789	8.2	20.9	8.4	10.5	5.4	19.3	27.5	19.5	12.4							
Platte	2,586	4.6	22.5	5.5	6.7	7.8	14.8	14.8	18.0	14.3							
Sheridan	6,663	4.5	23.6	10.1	9.8	6.5	23.5	26.7	22.3	10.4							
Sublette	1,486	3.0	15.9	10.6	8.5	6.7	17.2	26.4	12.6	11.6							
Sweetwater	6,982	8.1	20.2	9.9	6.8	7.2	14.4	23.5	17.9	17.6							
Teton	2,090	5.2	20.6	17.9	6.7	9.2	22.9	33.6	17.0	13.9							
Winta	2,646	2.4	19.6	9.2	9.3	5.4	30.2	22.4	14.4	15.9							
Washakie	2,938	8.6	18.1	7.0	8.2	5.6	16.0	24.8	20.2	11.3							
Weston	2,284	3.8	22.2	9.2	5.7	5.8	17.4	20.8	17.2	14.3							
WYOMING	123,389	6.4%	20.3%	8.7%	10.6%	6.9%	21.9%	26.2%	20.2%	13.7%							

1 Includes industries not shown separately.
2 Business, repair, and personal services.

Source: U. S. Bureau of the Census, County and City Data Book, 1972.

Juvenile
Offender Profile

The development of a correctional program is contingent on a knowledge of the characteristics, attributes and abilities of the offender to be served. Among these are:

- . Age
- . Education
- . Family History
- . Occupation
- . Residence
- . Record of Offense(s)
- . Location of Offense
- . Type of Offense
- . Length of Sentence.

Yet recordkeeping which makes this information available to planners has not always been systematically performed.

Consistent with the findings of Podlesny (31), a survey of records of offenders, 25 years of age and under, at Wyoming State Penitentiary, 1969-1973, disclosed that this group was mostly white, lower class workers who were not well educated. While it is believed that age at first arrest is a significant function of offense, this material was not made available to the team and the study is limited accordingly.

Age

Inmates at the Wyoming State Penitentiary range in age from 18 to 63, a span of 45 years. Yet almost half of the offenders currently incarcerated are between the ages of 18-25. In a recent study of 486 offenders in Wyoming, 75% of burglaries, 65% of larcenies, 40% of assaults and 90% of drug offenses were committed by this group. (32) A compilation of Wyoming prison inmates by age for the years 1960-1970, indicates a high degree of similarity in percentages of the prison population at each age interval. It appeared that little major change had occurred in the age grouping of the prison population since 1960 even though the number of inmates had dropped from 475 in 1960-62 to an average of 250 in 1970-72. (33) This number is now increasing.

(31) John Podlesny, Characteristics of Burglars, Larcenists, Assaulters and Drug Offenders in Wyoming, Western Interstate Commission for Higher Education, September, 1973.

(32) Ibid.

(33) Marvin G. Rall, "A Study of the Wyoming State Penitentiary Inmates for the Purpose of Creating a Population Profile With Occupational Emphasis." Unpublished dissertation, University of Wyoming, June, 1973, p.62.

TABLE 5

OFFENDER POPULATION RANGING IN AGE FROM 18 - 63 YEARS OLD AT THE WYOMING STATE PENITENTIARY DURING 1969, 1970, 1971, 1972, 1973.

	1969	1970	1971	1972	1973
25 Yrs and Under Admitted	55	45	69	60	77
Total Population Admitted	126	122	178	136	137
Percentage of Juveniles to Total	44%	37%	33%	44%	56%

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis

Education

As has been observed, an individual's educational and vocational training are fundamental to successful social adjustment within the community. Deficiencies in educational development are an increasing source of problems.

The educational level of the offender population 25 years of age and younger in Wyoming State Penitentiary is characterized in Table 6. Roughly 50% of this group has less than eleven years of academic education. Podlesny (34) noted that burglars and larcenists were better educated as groups (50% having achieved 12-15 years of education), and drug offenders are characteristically highest, 70% having achieved 12-15 grade levels.

Education is linked to a decrease in recidivism. At Wyoming State Penitentiary effectiveness of vocational and academic training programs were evident in 1969, when only 17% of offenders who had participated in training programs returned to prison by contrast with 50-65% of non-student inmates.

(34) John Podlesny, Op.cit.

TABLE 6

HIGHEST YEAR OF SCHOOLING COMPLETED BY JUVENILE OFFENDERS, 25 YEARS OF AGE AND UNDER, COMMITTED TO THE WYOMING STATE PENITENTIARY DURING 1969, 1970, 1971, 1972, 1973.

Highest School Year Completed	Number of Juvenile Offenders Committed					Total
	1969	1970	1971	1972	1973	
6 years or less	0	0	0	0	3	3
7 - 8 years	8	8	13	12	9	50
9 -10 years	18	14	24	19	26	101
11 years	9	11	11	12	10	53
12 years	16	9	18	11	15	69
12+ years	3	2	1	4	7	17
GED	1	0	2	2	6	11
College	0	1	0	0	1	2
TOTAL	55	45	69	60	77	306

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis

Occupation

In American culture the socially ascribed male role is often that of 'breadwinner;' this is particularly true of the lower classes where unemployment can bring loss of status, in addition to economic privation and anxiety. Lack of an employable skill can precipitate criminal activity and has been closely tied to recidivism.

Occupation as a function of offense is cited by Rall (35) who found that nearly 90% of all first-time offenders entering Wyoming State Penitentiary had no vocational skill or training with which to earn a living. All groups studied had a very low rate of occupational proficiency.

(35) Marvin G. Rall, Op.cit.

TABLE 7

JUVENILE OFFENDERS, 25 YEARS OF AGE AND UNDER, SHOWN BY OCCUPATIONAL GROUPING AT THE TIME OF INCARCERATION AT WYOMING STATE PENITENTIARY

Occupation Groups *	1969	1970	1971	1972	1973	Total
Professional / Technical	1	0	1	0	0	2
Clerical / Sales	0	4	2	3	0	9
Skilled Workers (1)	8	8	18	10	20	64
Transportation Operatives	4	3	5	4	5	21
Operatives, other (2)	0	5	5	4	1	15
Service Workers (3)	2	4	6	7	6	25
Laborers, except Farm	28	12	19	19	33	111
Farm, Ranch Laborers	2	2	4	8	4	20
Petroleum Workers	4	1	3	2	2	12
Students	6	5	6	3	6	26
Other	0	1	0	0	0	1
Total	55	45	69	60	77	306

(1) Skilled Workers include: automobile mechanics and machinists, metal craftsmen and welders, carpenters, roofers, foremen, etc.

(2) Operatives include: assembly workers.

(3) Service Workers include: cleaning, health and food services.

Note: This Table does not show unemployment statistics.

* The occupational categories provided by U. S. Bureau of Census.

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis

The occupational profile (Table 7 above) does not reflect the number of offenders unemployed at time of offense. However, one-third of the offenders surveyed during 1969-1971 were categorized as unskilled laborers, a group one may assume to be erratically employed and highly mobile. Petroleum workers and transportation operatives may be similarly grouped. Stable jobs which draw upon the individual's skills, structure achievement and provide peer reinforcement, increase self esteem and strengthen community ties. The importance of re-integrating the offender into the labor force cannot be underestimated.

Location of Offense

It has been observed that the location and size of Wyoming's population centers are central to the problem of the correctional system. It is difficult to support a wide range of correctional services with highly trained professional staff in small population centers. Yet, as Table 8 would indicate, five counties consistently report a higher incidence of crime, with Natrona leading at 33.3% of these.

TABLE 8

FIVE COUNTIES IN STATE OF WYOMING SHOWING RANK AND PERCENTAGE OF THOSE JUVENILE OFFENDERS (25 YEARS OF AGE AND UNDER) SENTENCED TO WYOMING STATE PENITENTIARY IN 1969, 1971 AND 1973.

Rank	%	County	1969	1971	1973	Total
1	33.3	NATRONA	16	15	11	42
2	19 %	CARBON	0	11	13	24
3	18 %	ALBANY	4	9	10	23
4	16 %	LARAMIE	9	0	11	20
5	13 %	SWEETWATER	3	8	6	17
Total Juvenile Offenders			32	43	51	126
Total Juvenile Offenders Sentenced to W.S.P.			(55)	(69)	(77)	(201)

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis

For lack of information on offenders' residences, it is tempting to assume that location of offense is the same as residence, yet youth and mobility preclude that assumption. The recent increase of employment activity -- and concurrent influx of workers -- in Rock Springs (Sweetwater County) may contribute to the increase of offenders from that district.

TABLE 9

STATE OF WYOMING COUNTIES RANKED BY THE NUMBER OF JUVENILE OFFENDERS (25 YEARS OF AGE AND UNDER) SENTENCED TO WYOMING STATE PENITENTIARY IN 1969, 1971, AND 1973

Rank	1969	1971	1973
1	Natrona 16	Natrona 15	Carbon 13
2	Laramie 9	Carbon 11	Laramie, Natrona 11
3	Sheridan 6	Albany 9	Albany 10
4	Albany 4	Sweetwater 8	Campbell 7
5	Sweetwater 3	Fremont 6	Sweetwater 6
Total Juvenile Offenders	38	49	58
Total Juvenile Offenders Sentenced to W.S.P.	(55)	(69)	(77)

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis

Type of Offense The LEAA offense categories separating violent crime (endangering persons) from crimes for which alternatives to detention may be applicable have been followed in our study.

It is sobering to note that Part I offenses considerably increased in Wyoming in the offender population 25 years of age and under. Of these, 50% are property-related crimes. (See Table 10)

Consistent with the findings of Podlesny (36), burglary (including breaking and entering), larceny, and drug offenses occur with greatest frequency in this group. Of these, burglary represents 21%, larceny 12%, and drug offenses 19% of all offenses surveyed for the young offender population, 1969-1973. Delivery of controlled substances has increased dramatically during this period.

(36) John Podlesny, *Op.cit.*

TABLE 10

OFFENSE CATEGORIES FOR WHICH DETENTION IS GENERALLY REQUIRED* (37) FOR JUVENILE OFFENDERS, 25 YEARS OF AGE AND UNDER, IN THE STATE OF WYOMING DURING 1969, 1970, 1971, 1972, AND 1973.

Offenses	1969	1970	1971	1972	1973	Total
Murder and Nonnegligent Manslaughter	2	3	3	4	1	13
Kidnapping	0	0	0	0	0	0
Arson	0	1	5	0	0	6
Aggravated Assault	1	0	1	1	3	6
Forcible Rape	1	2	1	1	5	10
Deviate Sexual Assault	0	0	0	0	0	0
Selling or Administering Narcotics	8	4	2	0	0	14
Delivery Controlled Substances	0	0	7	9	16	32
Armed Robbery	1	0	0	0	2	3
Robbery	0	2	3	2	7	14
Burglary	2	3	7	6	7	25
Breaking and Entering	11	6	11	7	4	39
Total	26	21	40	30	45	162
Juvenile Offender Population	(55)	(45)	(69)	(60)	(77)	

* If detained for more than one offense, the most serious is listed.

Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis.

(37) U. S. Department of Justice, *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*, LEAA, Urbana, Illinois: University of Illinois, 1971.

TABLE 11

OFFENSE CATEGORIES FOR WHICH ALTERNATIVES TO DETENTION MAY BE APPLICABLE FOR JUVENILE OFFENDERS, 25 YEARS OF AGE AND UNDER IN THE STATE OF WYOMING DURING 1969, 1970, 1971, 1972, 1973.

Offenses	1969	1970	1971	1972	1973	Total
Involuntary Manslaughter	0	0	1	0	1	2
Negligent Homicide	0	0	0	0	0	0
Assault and Battery	1	0	0	2	7	10
Assault	2	2	0	2	0	6
Larceny-Theft	8	10	10	12	8	48
Check Offenses	4	2	6	7	7	26
Forgery and Counterfeiting	4	2	3	1	1	11
Embezzlement	0	0	0	0	0	0
Fraud	0	1	1	0	1	3
Auto Theft	2	5	2	2	2	13
Vandalism	NA*	NA	NA	NA	NA	-
Bail/Parole Violation	2	2	5	0	2	11
Drug Laws (except selling or administering)	6	0	0	1	1	8
Liquor Law Violation	NA*	NA	NA	NA	NA	-
Driving while Intoxicated -- Drunkenness	NA*	NA	NA	NA	NA	-
Sex Offenses (except forcible rape and deviate assault)	0	0	0	1	0	1
Prostitution	0	0	0	0	0	0
Other	<u>0</u>	<u>0</u>	<u>1</u>	<u>2</u>	<u>2</u>	<u>5</u>
Total	29	24	29	30	32	144
Juvenile Offender Population	55	45	69	60	77	

* NA = statistics not available.
Source: Offender Files, Wyoming State Board of Charities and Reform, HLMA Analysis.

Length of Sentence

For purposes of classification, the frequency of the offense is often an important consideration, and caution should be taken that type of offense is not overly considered, independent of other factors.

The development of a correctional program should consider length of sentence as an important component for setting realistic training, treatment and education goals.

Rall (38) found that while first offenders receive 1-2 year sentences 50% of the time (which could result in parole within one year) and sentences of 3 years or less involved 65% of the group, two-year participation was required to complete the current prison training program. Such training programs requiring lengthy participation evidently do not benefit the incarcerated juvenile offender. Further Table 12 indicates that while the population of juvenile offenders is increasing, the sentences are decreasing, requiring the administration to review short term program efforts, particularly with regard to parole.

TABLE 12

SENTENCES RECEIVED BY JUVENILE OFFENDERS, 25 YEARS OF AGE AND UNDER, WYOMING STATE PENITENTIARY DURING 1969, 1970, 1971, 1972, 1973.

Length of Sentence	1969	1970	1971	1972	1973	Total
12 - 13 months	5	12	14	9	8	48
1 1/2 years	6	4	13	7	13	43
1 - 2 years	5	5	7	3	7	27
1 - 3 years	5	3	7	8	10	33
2 - 3 years	5	6	5	5	6	27
Sub-Total	26	30	46	32	44	
or Percent	47%	66.7%	71%	53%	57%	
2 - 4 years	6	2	5	4	2	19
3 - 4 years	0	1	2	4	1	8
3-5, 3-6 years	3	5	1	1	5	15
4+ years	8	4	9	8	18	47
Life	2	0	0	0	1	3
Suspended, or Less than a year	8	3	1	2	1	15
Other	<u>2</u>	<u>0</u>	<u>5</u>	<u>9</u>	<u>5</u>	<u>21</u>
TOTAL	55	45	69	60	77	306

Source: Offender History Files, Wyoming State Board of Charities and Reform, HLMA Analysis.

A brief profile of the juvenile offender shows that unlawful quest for money was a major reason for his involvement in crime, that drug offenses involved first-time losers almost exclusively, and that 55% of all inmates admitted in recent years were first-time offenders. Evidently an increasingly youthful population, incarcerated for shorter periods, will require intensive programs specifically geared to their needs if confinement is to bring about changes in behavior and attitude.

Users' Needs

In an effort to elicit functional and programmatic requirements for a young men's reformatory to be located in Wyoming, the team conducted field research in Cheyenne, Rawlins, and Worland. Site surveys of the State Penitentiary and Industrial Institute facilities were performed. Interviews were conducted with corrections officials, corrections staff and incarcerated offenders. Questionnaires were distributed to sample groups of corrections officials and corrections staff for the purpose of acquiring data relating to an identification of users' needs.

Questionnaire findings are presented here. Analysis of the data obtained is by no means a statistical representation of either of these groups. Rather, what emerges is a descriptive profile of the ideas expressed by the users surveyed.

Tabulation of the data involved:

- ascribing a sequential survey number to each questionnaire
- tabulating the respondent's answers by developing a survey "dictionary" that was a question-by-question breakdown of the entire questionnaire in which the user's answers are assigned numerical code equivalents.

The data base consists of three completed officials questionnaires and eight staff questionnaires. The following information serves to focus on the needs as they are perceived by these groups. Modal responses are organized by survey questions:

What is the biggest problem of the State correctional system?

Officials: Lack of single coordinating agency and consistent corrections philosophy.

Staff: Lack of funds for treatment programs and adequate personnel.

(38) Marvin Rall, Op.cit.

What is the biggest problem at the State Penitentiary?

Officials: Lack of meaningful work, training programs; Insufficient diagnosis, and treatment personnel.

Staff: Incarceration of all degrees of offenders in common environment; No paroles.

Is the influence of hardened, repeat offender on the young, first-time offender a problem? Why?

Officials: Yes (unanimous)
Maximum security environment and exposure to 'losers' tends to destroy incentive.

Staff: Yes (unanimous)
Hardened convicts have counter-productive effect on rehabilitation efforts of staff.

What specific steps would you take to reduce the problem?

Officials: Community-based centers in Casper, Cheyenne, Riverton (we would divert young offenders from institutional setting);
Minimum security facility, with increased vocational training and counseling;
Increase work release programs and consider creation of extensive furlough program.

Staff: Separate the offender groups (unanimous);
Age, and number of offenses should not be the only criteria for selection. Diagnostic facility is necessary.

Do you think the design of the Penitentiary building could be a factor? Why?

Officials: Possibly, lack of privacy seems greatest need; Definitely. (no response)

Staff: Yes (unanimous)
Single level of security lumps bad with good;
Entire structure designed for punishment, not treatment;
Lack of privacy, hot water.

What existing programs most benefit all inmates at the State Penitentiary? Why?

Officials: Vocational and educational training -- enhances self-esteem and ability to function in society.

Staff: Clubs -- give offenders the opportunity to work with someone other than guards;
Each program benefits certain groups.

What programs most benefit the youthful offender?

Officials: Vocational and education programs help offender to function in society.

Staff: Academic, and Vocational -- offers experience in Trade;
Counseling -- assists with emotional problems.

If the State were to remodel the Prison Farm at Riverton so as to house young first-time offenders presently incarcerated at the Penitentiary, what programs would you recommend? (39)

Officials: Early release;
Do not recommend this approach.

Staff: This plan should not be considered;
Same program as at Rawlins, expanded.

How about employment opportunities at Riverton? Education?

Officials: Employment is always difficult for the offender;
Education: the available schools are small and might be difficult to approach.

Staff: Employment for the released offender must be designed to national needs -- to gear it to local needs is impractical;
Education: opportunities would be better in a larger community.

(39) Prior to the arrival of the survey team in Wyoming, the remodeling of the Riverton Prison Farm had been presented as the primary alternative under consideration and the questionnaire inquiries were formulated accordingly. The interviews were therefore adjusted so as to explore the advantages and disadvantages of a wider range of proposed facility and program alternatives.

Where in the State do you feel the new facility should be located? Why?

Officials: No new facility should be constructed without giving first consideration and study to community-based correctional complexes, or regionally-based ones in a larger town. Education, employment and community services are important. Also, inmates may not be singled out in a larger town; Rawlins seems indicated by economics of scale in terms of administrative and treatment staff.

Staff: Rawlins (unanimous), since there would be no need to duplicate staff and services could be used interchangeably with the Penitentiary.

What about employment and education opportunities there?

Officials: Casper and Cheyenne are the major industrial centers of Wyoming, employment opportunities are better; Also two-year college available.

Staff: Employment opportunities at Rawlins are as good as any in the State. Excellent in Carbon County; Education should be provided by the new facility.

If the State were to undertake construction of a separate new facility, what programs would you recommend?

Officials: Early release to community centers;
At Rawlins, expanded counseling and education which would meet diagnostically indicated needs of offenders.

Staff: Expanded academic and vocational training;
Same programs as currently offered at Rawlins;
Dorms, private rooms. Responsibility for self-maintenance.

What are your recommendations?

Officials: Community-based programs are more effective than institutionalization;
Build a new facility at Rawlins. Setting should be attractive and encourage personal development.
Introduce programs such as those currently on-going at Wyoming Industrial Institute. These seem to be geared to the needs of the youthful offender.

Staff: Work release and parole board should be mandatory;
Lessen security, improve surroundings;
Students who qualify should be given priority on
work release;
Develop and construct diagnostic center;
Admission to new facility should be achieved by
offender as a privilege.

Inmates

Since the difficulty of retrieving questionnaires from this group was considered impractical, inmates' responses were derived from interviews. Eight inmates, 26 years of age or under, were interviewed in closed sessions of approximately twenty minutes each with the consultant team. Of these, three were from Wyoming and five were out-of-state residents.

Offense categories represented were as follows:

- 2 - Delivery of Controlled Substances
- 1 - Murder
- 1 - Grand Larceny
- 1 - Check Offense
- 1 - Armed Robbery
- 1 - Assault with Deadly Weapon
- 1 - Aggravated Assault.

Median Educational Level: 11 years of school
Median Age Level : 21

Of these, three were first offenders.

The interviews were conducted informally and were intended to elicit attitude as well as opinion. Inmates generally said they were reasonably well treated; those who had previous prison experience said that the small population of Wyoming State Penitentiary made life less difficult, particularly noted the lack of violence among inmates or abuse from guards. With two exceptions the inmates were well disposed to the administration and attributed their discomfort and lack of privacy to the antique building. Six expressed dissatisfaction with the inconsistency of rules, and with current parole policy which had recently reduced good time by almost half. When asked, "What is the biggest problem at the Penitentiary?" six of the eight responded that counseling/therapy was inadequate, that treatment staff was not qualified. Asked, "What educational/vocational program helped you most?" Four replied auto mechanics, two replied electronics, one lithography, and one respondent said that none was useful to him. "What do you want to do when you are released?" elicited the following: chef, computer career,

industrial painter, writer, auto mechanic and construction worker. Though the sample is small, it reflects Rall's findings that the young offenders at Wyoming State Penitentiary are an occupationally diverse group, with emphasis on services and trades, and their vocational and educational needs are multi-level.

In response to the proposed Young Men's Reformatory to be located at Rawlins, a number of inmates drew up guidelines in 1973. (40) The long range plan included: Diagnostic Center, Intensive Behavior Modification Center, General Behavior Modification Center (Reformatory), and community-based Resocialization Centers. Treatment objectives for first-time offenders focused on the importance of staff in bringing about attitudinal change, and noted that it is easier to correct socially unacceptable behavior the first time an offense is committed than when maladaptive behavior has become integrated into a criminal style. One program recommendation of particular note is the Point Incentive Program, which reinforces socially correct behavior. (A similar "card" system is currently employed at the Penitentiary.) Observing that many of the inmates who will be sent to the reformatory will have poor self-concepts and experience difficulty in relating to adult society, the inmate report recommends a program of re-socialization and goal-oriented achievement in a non-institutional, small scale setting.

Summary

In conclusion, there is general agreement among all three User groups that a new facility is needed for the treatment and training of the youthful offender at the Wyoming State Penitentiary, but there is diversity among officials as to the type of offender population to be served, whether young (25 and under), or first-time offender, or including older, repeat offenders with good prognosis for treatment success. It is perhaps predictable that all staff at the Penitentiary at Rawlins would like to locate the new facility at Rawlins, a plan which has the endorsement of the administration and seems likely to be expedited. The widest diversity of opinion exists at the corrections officials level. Interviews revealed that plans for the Reformatory ranged from a minimum security community correctional center to the design of a small prison to eventually replace the Penitentiary.

(40) Payne, Russell, R. Welch, Willis Walker, Thomas Caster, Al Keith, Proposals for Wyoming Young Men's Reformatory, Wyoming State Penitentiary Inmate Advisory Committee, Rawlins, Wyoming, 1973.

7 PROGRAM, PLANNING
AND DESIGN
CRITERIA

Development of Criteria A set of criteria were developed to guide the formulation and evaluation of the proposed program and facility alternatives. These criteria are derived from an assessment of:

- . literature reviewed in the corrections field
- . the needs and conditions of corrections in Wyoming
- . treatment activities and program goals for the juvenile offender.

Program Criteria

Program components include the following:

- . classification/diagnosis
- . education
- . vocational training
- . counseling and therapy
- . recreation
- . work-educational release.

Classification/Diagnosis

The process of classification and diagnosis should:

- . divert individuals from institutionalization without jeopardy to public safety
- . involve the individual in his own goal-setting and establish techniques for treatment
- . assess risk and facilitate offender management
- . determine security requirements
- . define the size of the population to be housed.

Education

In order to be effective, educational programs should:

- . equip the individual to become self-sufficient and to function in society
- . motivate the individual to pursue educational goals
- . remain flexible in both program and physical setting

- . provide immediate feedback and individualized instruction
- . offer general education development (GED) and college level curriculum
- . use professional teachers, para-professionals, volunteers, and qualified ex-offenders in teaching positions.

Vocational Training

To be viable, vocational training and work programs should:

- . produce productive, self-sufficient and employable individuals
- . actively involve the individual in his vocational goal-setting
- . determine offender vocational deficiencies and explore individual strengths
- . accurately reflect the needs and required skills of the prevailing employment market
- . include contractual arrangements with private businesses or firms, labor, state and federally affiliated vocational rehabilitation programs to train and place offenders
- . use professional teachers, para-professionals, volunteers, and qualified ex-offenders in teaching positions.

Counseling and Therapy

In order to develop and deliver the treatment services, counseling programs should:

- . provide a setting conducive to individual, small group, and large group interaction
- . support the educational, work and recreational programs offered
- . foster "reality therapy" (guided group interaction)
- . use professional counselors, para-professionals, volunteers, and qualified ex-offenders in counseling roles.

Recreation

To serve and support the total program effort, recreation should:

- . provide through a wide variety of active and passive activities opportunities for mental and physical outlet, stimulation and development
- . provide on-going interaction with the community.

Work-Education Release

To bridge and further strengthen institutional vocational training programs, work release should:

- . offer the opportunity to achieve a productive job related to one's marketable skills
- . reinforce the job skills learned and developed
- . instill good work habits by providing incentives and graduated responsibility
- . provide program placement in a pre-release center in a city with employment opportunities if opportunities are not available in the immediate community
- . compensate the individual for work performed.

To bridge and further strengthen institutional educational programs, educational release should:

- . become available to inmates who have the ability to do college level work or advanced technical/industrial work
- . employ the Project Newgate model (41)
- . develop institutional college programs designed to motivate entrance into Project Newgate programs
- . initiate a Project Newgate type house on the campus of a nearby university
- . provide tuition assistance
- . integrate counseling and therapy with the educational experience.

(41) Contact was made with the Director of Project Newgate, University of Minnesota. Detailed information regarding the program was made available to the consultant team. See Appendix.

Physical Planning and Environmental Design Criteria

Components of the physical planning process include:

- . location
- . function
- . identity
- . scale
- . security.

Location

Historically, the correctional institution was viewed as a means of punishment, physical separation and isolation from the community. Even numerous new facilities are removed from industrial centers, difficult to reach by public transportation. Attracting a professional staff is a serious concern to corrections officials; less qualified applicants, not well suited to corrections work, may be hired by default. Oppressive climate, extremes of cold or heat, and lack of natural recreation resources are other considerations.

Function, Identity, Scale, Security

Fundamental to re-entry, however, is the normalizing of the corrections process. The sincere aspirations of gifted staff, verbally expressed in policy and programs, can be voided by the negative message of an institutional environment.

The physical setting of a correctional facility should provide positive support of the program goals. The organization and arrangement of program components should allow and encourage community participation and interaction. Spaces should be normatively designed in anticipation of the offender's return to the community. Further, the facility design should provide spaces which accommodate and offer a diversity of opportunities for individual and small group treatment functions. The facility which provides a range of environmental diversity and program flexibility is more likely to meet the varying needs of its users.

Identity is a reflection of the facility's size, scale, and function. Facility design should connote a positive environmental response which supports its particular program objectives:

- . living units should provide the resident with a place of reference and self-identity
- . small-sized facilities "fit into" the external setting and thereby reinforce the integration of the facility into the community.

The scale of a facility should enable the efficient operation and implementation of its programs, without unnecessary regimentation or excessive surveillance and hardware. Facility size should relate to individual human scale and be small enough to encourage varying levels of group interaction.

The character of a facility, its function, identity, and scale affect the level of security constructed and observed. Formerly, security was the primary consideration in locating and designing correctional institutions and their message was: punishment. Since corrections officials are in agreement that only 20% of inmates require maximum security confinement, the organization of space in a correctional institution established for the resocialization of offenders should reflect a positive treatment approach, while providing a minimal custodial function.

8 BUILDING PROGRAM AND FACILITY ALTERNATIVE RECOMMENDATIONS

Background

A range of alternative programs and facilities designed to treat the young or first-time offender are presented in a variety of settings. Two different facility types, with varying environmental conditions and guidelines are considered -- a Men's Reformatory to be located on the grounds of the existing State Penitentiary at Rawlins, and a Training Center at the Wyoming Industrial Institute at Worland. In addition, a plan is presented for the creation of Community Correctional Centers in Laramie and Casper, Wyoming. These centers would be auxiliary to either of the proposed facilities, bridging the critical re-entry phase and continuing program services to the offender on work-education release.

After careful consideration, the consultant did not view the remodeling of either the existing Wyoming State Penitentiary at Rawlins or the Prison Farm at Riverton as feasible alternatives. There was general consensus among Penitentiary staff and state officials that the necessity of providing physical and programmatic separation of the younger or first-time offender from the overall Penitentiary population precluded modifying the interior of that facility and that no renovation of the antique building could ultimately provide the desired correctional setting to meet the needs of this group. The same would apply to the State Farm at Riverton. Contemporary correctional planning and architectural guidelines reinforce and support this view.

Introduction

On-site field work, analysis of users' needs and offender profile, and current correctional standards form the basis for the drafting of these alternatives. Building Program and Facility Alternative Recommendations are organized by program components and physical planning and environmental design determinants stated in the preceding chapter. Programs include: Classification/diagnosis; education; vocational training; counseling and therapy; recreation; and work/educational release. Planning and design concepts include: location, function, identity, scale and security. Preliminary space estimates for the building space programs are included. Cost estimates follow in the next chapter. In explaining each alternative building program, it is implicitly assumed, if not specifically stated that:

- . A diagnostic center, professionally staffed and equipped, is essential for the classification of incoming offenders in order to select those qualified for admission to the program;

- The attitude and treatment approach of all staff in the new facility must positively reflect the treatment goals of a low to medium security complex for primarily youthful offenders;
- The facility living units will be either dormitory or cottage type, with emphasis on single occupancy sleeping and gradually increased territory, providing personal space and individual safety.

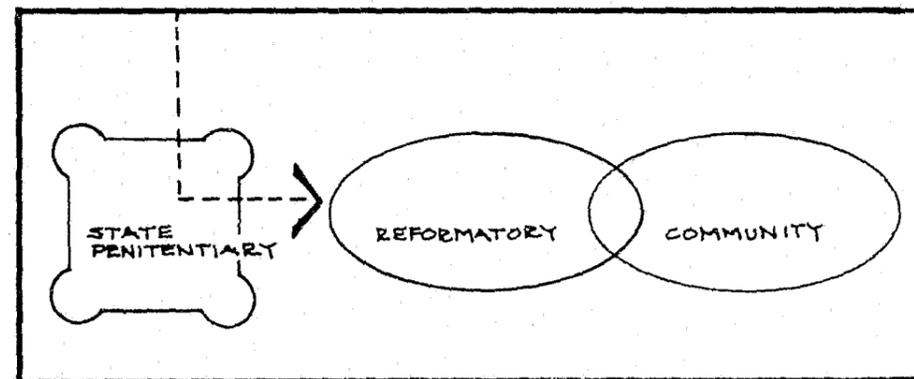
MEN'S REFORMATORY
AT RAWLINS

Physical
Description

Rawlins Population 7,855
 Carbon County Population 13,354
 Elevation 6,755 ft.
 Topography . . . Mountain range and plateau
 Average Rainfall 10.4"
 Average Snowfall 41.5"
 Average Mean Temperature 42.2°
 Community Character. . . Primarily single-family homes
 Prime Industry . . Mining, Agriculture, Tourism.

Function, Identity, Scale

A modern Men's Reformatory located on State Penitentiary grounds would accommodate seventy-five offenders in a low to medium security setting. Offenders would be selected by a process of classification to include young, first-time offenders and other individuals diagnosed as low risk with strong reintegration potential. The facility would be autonomous from the Penitentiary, both in physical setting and programmatic delivery (i.e. all staff and equipment).

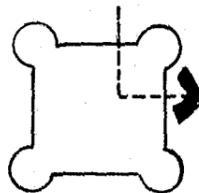


Low rise buildings would tend to provide a residential rather than an institutional atmosphere. This environment encourages small group activity centers (dining, recreation, etc.). Entry would be viewed as an incentive to goal setting and competition to stay would be strong. A small inmate population enabling staff/inmate interaction would support efficient delivery of programs. A general Schematic Diagram of the proposed building space and functional relationships for the Men's Reformatory at Rawlins is provided on the next page.

Security

Security elements should not dominate facility identity. Arrangement and construction of the Reformatory buildings would allow for a minimum of internal surveillance and control and for positive environmental message. While tangible perimeter security is necessary, overall site development and organization of programs should actively encourage community interface and accessibility. The "soft edge" presented to the community by locating non-security functions (shops, attractive entrance) decreases isolation and establishes functional links. Vocational training and recreation programs would be organized in a manner to optimize community interaction. Public access would be separate from the security intake and classification entrance.

Program Description

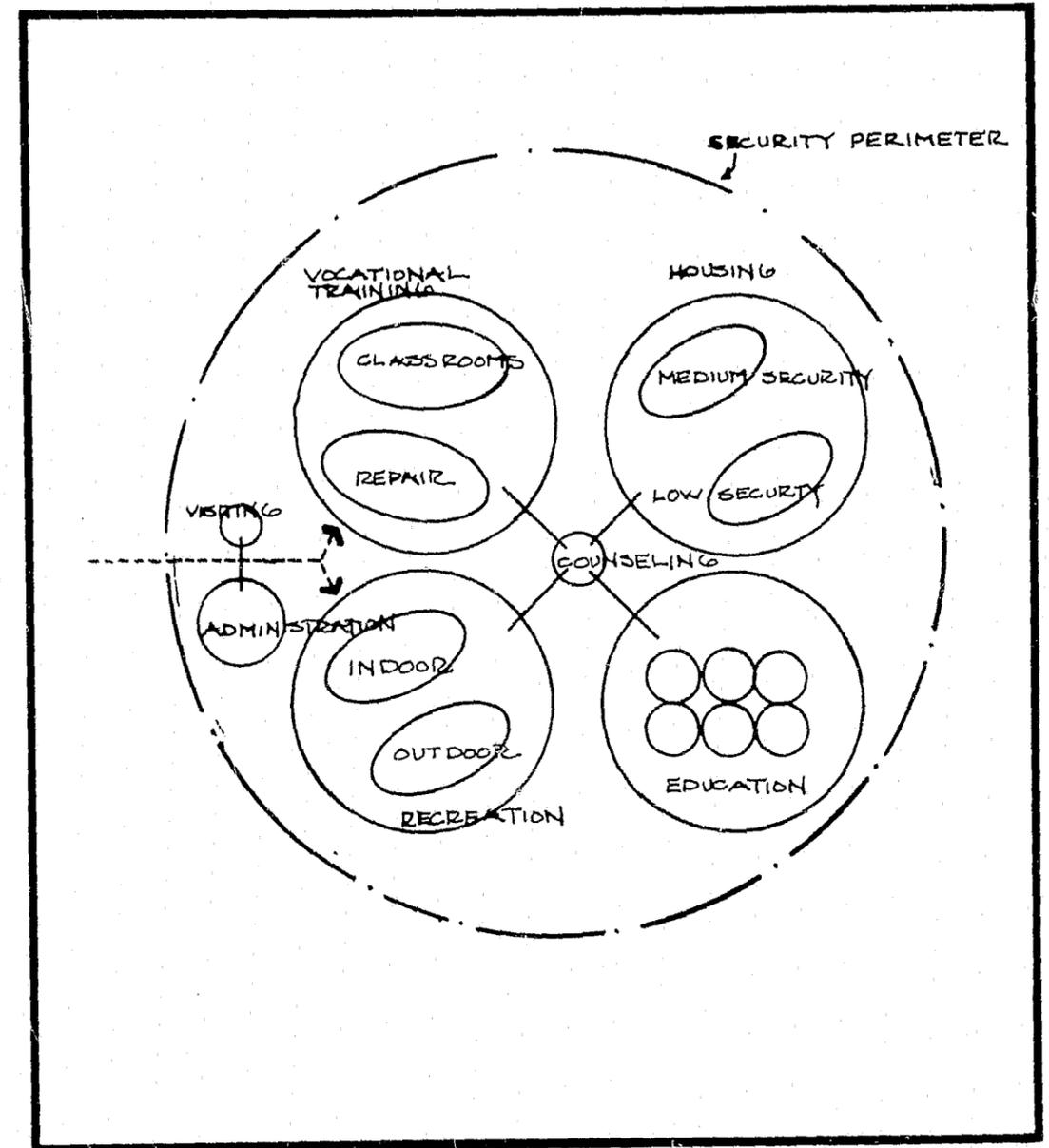


Classification/Diagnosis

These activities would be performed in the remodeled facility at the Penitentiary, staffed, expanded and equipped to assess risk and determine treatment potential. Classification effectiveness would be partly contingent on improved information gathering and recordkeeping at the circuit court level. The individual offender would actively participate in the classification process.

Education

The programs to be developed include ABE, GED and college level programs. In addition, correspondence courses would be available through State University extension services. Placement would be determined at classification and will advance with individual achievement. Individualized instruction would be accomplished through the use of programmed materials; classroom size would not exceed fifteen, and offenders would be used in instructional roles where qualified. Professionals from the community would be invited to participate in informal lecture series.



SCHEMATIC: SPATIAL AND FUNCTIONAL RELATIONSHIPS MEN'S REFORMATORY AT RAWLINS

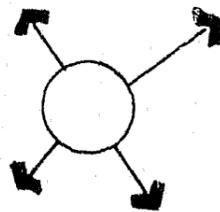
Vocational Training



Vocational training programs at the Men's Reformatory are directly linked to community needs and thus reinforce the goal of integration. Short-term, intensive automobile mechanics and television and radio repair programs would include associated repair shops, providing on-the-job training at all levels. Shop training and class instruction would be preliminary to active participation in the Repair Shop. Shop management including accounting, inventory control and scheduling of delivery would provide structured real-life experience and graduated responsibility.

The vocational Job Training Center at the Men's Reformatory would be constructed, equipped and staffed separately from the Penitentiary. It would be positioned near the perimeter of the reformatory site so as to maximize community utility.

Counseling and Therapy



Counseling at the Reformatory is central to all other functions. The program will involve emphasis on group and individual counseling supplemented by reality therapy techniques. Guided group interaction will enable offenders to evaluate their behavior realistically, to alter anti-social attitudes, and reinforce feelings of achievement through graduated programmed performance.

Recreation



Recreational activities should include organized outdoor intermural athletics including baseball and football. Recreational participation in sports should be encouraged for all. Indoor athletics (i.e. weightlifting, basketball) would be housed in a gym/auditorium/multi-functional assembly hall that could accommodate community club activities, religious services, movies, dances and theatrical events. Passive recreation should emphasize constructive leisure time activities and similar hobby pursuits such as handicrafts and music. A library component of the education program should be further used as an area of passive recreation (music listening, writing). Supervised field trips are to be regularly scheduled.

Work-Education Release

Inmates of the Men's Reformatory, eligible for work-education release, will be placed in positions of employment in the Carbon County area. Employment projections for the county, provided by the Wyoming Employment Security Commission, cite

strong coal mining activities near Rawlins. Potential inmate training programs with the Pasco Refinery, located in Sinclair would be explored.

In addition to employment within the Rawlins area, qualified men would be transferred to a proposed pre-release community correctional center located in Laramie, where existing service and trade employment there is tied to the University of Wyoming. The University would be encouraged to commit certain number of "white collar" (i.e. research/clerical, electronic data processing and business machine repair) positions to qualified and educated inmates. Individuals who have earned education release status would be placed in a Project Newgate-type program (See Appendix) at the University of Wyoming. With total student enrollment of over 8,000, a maximum number of inmates could participate.

Building Space Program

The consultants drafted a preliminary building space program for the Men's Reformatory at Rawlins. This information is designed to provide an approximate idea of the types of spaces and the area dimensions required in the Men's Reformatory. The square footage calculations for the various program functions are derived from current correctional standards relating to the space requirements for the detained offender. (42) Computations should not be taken as either minimums or ideals. They require further space use analysis that would be accomplished in a follow-on phase to this project.

The figures on the next page are used as a rough guide during this programming and conceptual design stage. (43)

(42) These include National Clearinghouse for Criminal Justice Planning and Architecture, Guidelines, 1971, and Planning and Design for Juvenile Justice, U. S. Department of Justice, 1972.

(43) See accompanying Explanatory Notes, page 63.

PRELIMINARY SPACE AND PROGRAM ESTIMATES MEN'S REFORMATORY AT RAWLINS		
CLASSIFICATION AND DIAGNOSIS * (performed in Penitentiary) --		
ADMINISTRATION, Including Security		
a. professional office space	450	
b. clerical office space	300	
c. conference room	300	
d. security squad room and 1 toilet	150	
e. equipment and records storage	100	
f. 3 toilets	105	
		1,405 sq. ft.
HOUSING -- Dorm Type (in 75 resident units, 25 medium and 50 low security)		
a. 75 single "wet" rooms	6,000	
b. passive recreation (i.e. dayrooms)	1,875	
c. showers	525	
		8,400 sq. ft.
EDUCATION		
a. 2 classrooms	1,140	
b. 2 staff offices with 1 toilet	280	
c. library (including storage)	375	
		1,795 sq. ft.
VOCATIONAL TRAINING		
a. vocational job training center	2,250	
b. community auto repair shop, garage	1,875	
c. community t.v. repair shop	180	
		4,305 sq. ft.
COUNSELING		
a. 4 treatment rooms @ 100 sq. ft.	400	
b. 2 caseworker stations in living units with 1 toilet each	270	
		670 sq. ft.
MEDICAL		
a. 4 bed infirmary (including storage)	360	
b. nurse's station	40	
c. toilet and shower	55	
		455 sq. ft.
RECREATION		
a. gym/auditorium/multi-functional assembly hall		4,875 sq. ft.
VISITING		
a. reception	100	
b. visiting	800	
c. 2 toilets	70	
d. security control	105	
		1,075 sq. ft.
RELIGION (Services performed in multi-functional assembly hall)		
		--
FOOD PREPARATION AND STORAGE		
		788 sq. ft.
DINING		
a. inmate dining	1,350	
b. staff dining	375	
		1,725 sq. ft.
MAINTENANCE		
		250 sq. ft.
CENTRAL STORAGE		
		500 sq. ft.
TOTAL NET SQUARE FEET FOR MEN'S REFORMATORY		26,243 SQ. FT.
* extensive remodeling required		

EXPLANATORY NOTES
<p>ADMINISTRATION</p> <p>a. Office space for Reformatory director and assistant director. Total space also includes provision for secondary office space for 2 staff professionals.</p> <p>b. Clerical space includes reception, admission/discharges, switchboard and duplication.</p> <p>c. Parole review activity performed in conference room.</p> <p>f. Toilets at 35 sq. ft. each.</p>
<p>HOUSING</p> <p>a. Single room space use standard of 80 sq. ft./man.</p> <p>b. Passive recreation--25 sq. ft. provided for each resident.</p> <p>c. Showers--1 shower/5men at 35 sq. ft.</p>
<p>EDUCATION</p> <p>a. One ABE and one GED classroom. ABE and GED class size based on 15 student capacity at 30 sq. ft./student with an additional 120 sq. ft. provided for teacher station.</p> <p>b. Instructional offices at 104-22 sq. ft.</p> <p>c. Area derived from recommended standard of 5 sq. ft./detained inmate. Library/media facilities provided to accommodate library collection based on 10 books/offender. Additional areas, including reader space, administrative space, educational materials and production areas provided on the basis of reformatory capacity.</p>
<p>VOCATIONAL TRAINING</p> <p>a. Total vocational job training center area includes shop training and classrooms. Training center and community shop spaces based on a standard of 25-30 sq. ft./detained inmate.</p>
<p>COUNSELING</p> <p>a. Minimum space standard of 2 treatment rooms/50 residents.</p>
<p>MEDICAL</p> <p>Areas provided on the basis of inmate capacity.</p>
<p>RECREATION</p> <p>a. Gymnasium and auditorium with capacity of 100. Total area includes equipment storage, showers, toilets, locker rooms. A space use standard of 65 sq. ft./detained inmate is recommended.</p>
<p>VISITING</p> <p>a. Visiting space for capacity of 25.</p>
<p>FOOD PREPARATION AND STORAGE</p> <p>Food Preparation standard of 6 sq. ft./detained offender and food storage standard of 4.5 sq. ft./juvenile.</p>
<p>DINING</p> <p>a. Dining area standard provides 18 sq. ft./inmate served at one sitting with one, two and three settings determined by facility capacity.</p> <p>b. Staff dining should allow 5 sq. ft./detained offender or 20 sq. ft./staff user.</p>
<p>CENTRAL STORAGE</p> <p>Area provided on the basis of facility capacity.</p>

Table 13 presents a summary of the square footage estimates for the proposed building program components at the Men's Reformatory at Rawlins. The total net square feet of all functional use areas comes to 26,243.

TABLE 13 SUMMARY: BUILDING SPACE PROGRAM MEN'S REFORMATORY AT RAWLINS		
Functions	Net Sq. Ft.	Gross Sq. Ft.*
ADMINISTRATION	1,405	1,756
HOUSING -Dorm Type	8,400	11,340
EDUCATION	1,795	2,423
VOCATIONAL TRAINING	4,305	5,812
COUNSELING	670	838
MEDICAL	455	569
RECREATION (Active Indoor)	4,875	6,094
VISITING	1,075	1,344
FOOD PREPARATION AND STORAGE	788	985
DINING	1,725	2,156
MAINTENANCE	250	313
CENTRAL STORAGE	500	625
TOTAL	26,243	34,255

* Note: An adjustment of 35% for circulation, entrances, and mechanical space is assumed for conversion of net area to gross area for Housing, Education, Vocational Training; a conversion factor of 25% is assumed for the remaining building program functions.

TRAINING CENTER
AT WORLAND

Physical
Description

Location: 6.5 miles south of Worland, 350-acre site
 Worland Population 5,055
 Washakie County Population 7,569
 Elevation 4,061 ft.
 Topography . . . Mountains, plains, valleys
 Average Rainfall 7.74"
 Average Snowfall 21.10"
 Average Mean Temperature 44.6°
 Community Character. . . farmhouses, low density
 Prime Industry Agriculture.

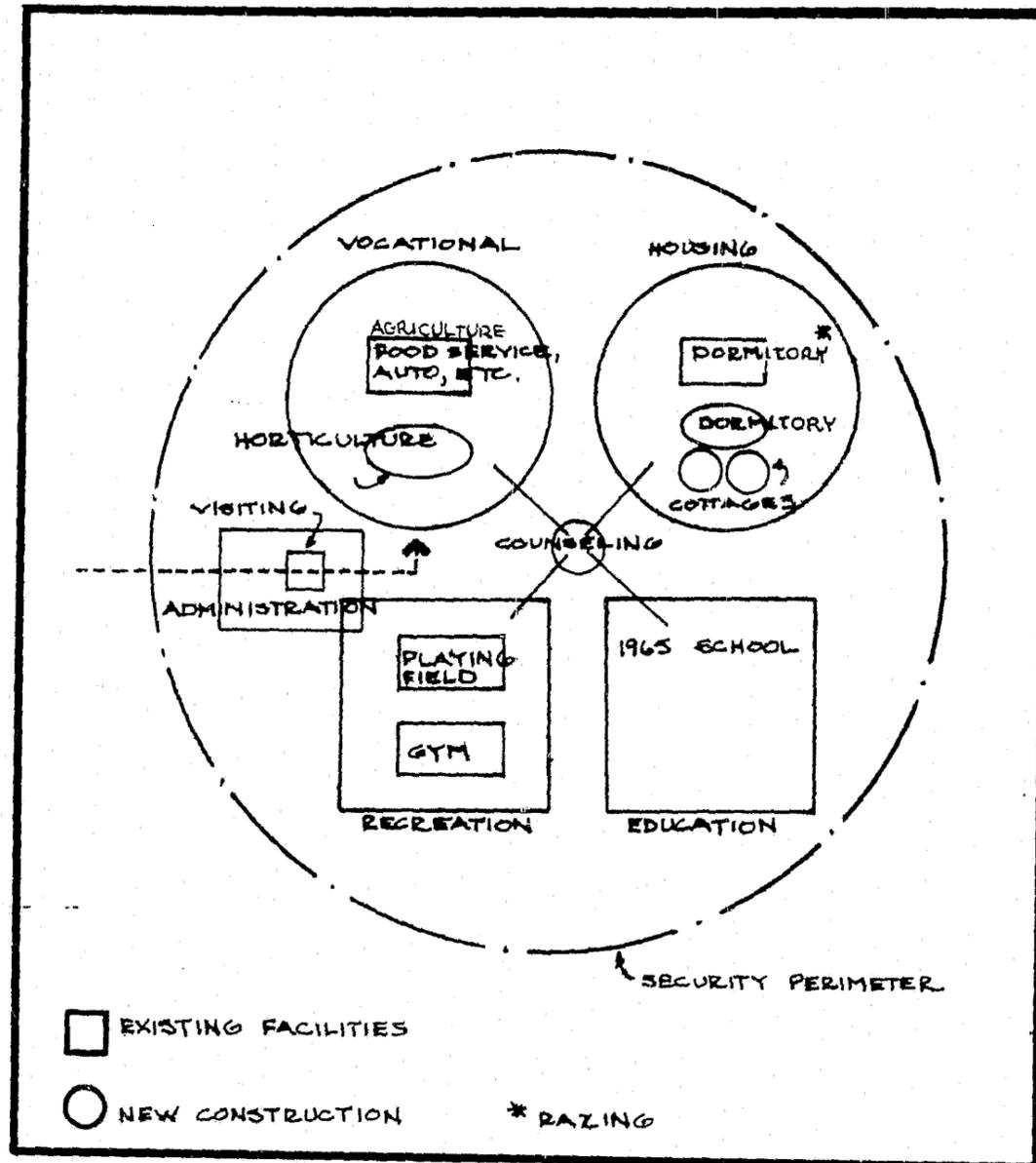
Function, Identity, Scale

A vocational training and treatment center for a primarily youthful, first-time offender population would be located in a non-institutional environment characterized by low rise buildings in a farm setting. The small (75 to 100) inmate population would allow for supportive staff-inmate interaction, continuing the approach developed successfully by this facility's administration over the past fifteen years. The current population at the Wyoming Industrial Institute would be reduced by the transfer of younger boys to a proposed co-educational program at Sheridan.

The existing site has the potential to accommodate expansion planning; small, residential settings would support overall treatment goals. Cottage modules should house no more than fifteen men each. A major feature of the Training Center is expanded emphasis on strong vocational training programs, organized to encourage community interface and access. A general Schematic Diagram of the proposed building space and functional relationships for the Training Center at Worland is provided on the next page.

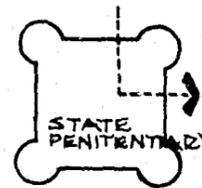
Security

The offender population would be housed in low to medium security units under the supervision of para-counseling security staff. Security, as regards escape, can be best handled physically at the perimeter. A ten-acre area would be secured with fence and gate. New construction, however, should recognize the opportunity of interior surveillance provided by the positioning of buildings. Upon admission, the new inmate would be housed in a dormitory (4 man rooms), then 'graduate' to his own room, finally achieving cottage status at pre-release. Except for special provisions to isolate "higher risk" individuals, internal security can be further reinforced through the social structure and group norms of the Training Center.



SCHMATIC: SPATIAL AND FUNCTIONAL RELATIONSHIPS
TRAINING CENTER AT WORLAND

Program Description



Classification/Diagnosis

These activities would be performed in the remodeled facility at the Penitentiary, staffed, expanded and equipped to assess risk and treatment potential. Classification effectiveness would be partly contingent on improved information gathering and recordkeeping at the circuit court level. The individual offender would actively participate in the classification process.

Education

The educational experience for this group should replicate to whatever degree possible the public school classroom setting. Normalizing the delivery of educational services further strengthens reintegration. Programs to be developed include ABE, GED and college level programs. Correspondence courses would be available through State University extension services. Programmed materials and maximum classroom size of fifteen will further the goal of personalized instruction. A well-equipped school facility built in 1965 already on the grounds of the Wyoming Industrial Institute is adequate to meeting the needs described above. Post-secondary education should follow Project Newgate Programs.

Vocational Training

Vocational programs at the Training Center plug into a wide variety of job training experiences currently offered through the Wyoming Industrial Institute -- food service (cooking, baking, canning and meat packaging); welding, automobile and farm equipment repair; and farming. In addition to these existing programs, the ample acreage lends itself to future truck farming and the initiation of a limited landscaping and nursery program. Community patronage of inmate-operated repair services would increase contact and familiarity with neighboring Worland community.

Counseling and Therapy

It is assumed that the majority of these offenders will be low risk. Thus, through selective commitment, the prognosis for success and ease of management may be better achieved by delivery of services to this relatively homogeneous group. Reality therapy, rather than psychotherapeutic or clinical, seems best suited as a treatment approach for this population. An offender

must learn to accept responsibility for his words and actions and account for his behavior. Accordingly, the small group residential character and non-institutional setting provide opportunity for establishing close ties between staff and inmates and guided group interaction. Staffing of the program with young responsible counselors would further encourage receptive inmate behavior.

Recreation

Indoor recreational activities will be pursued in the existing gymnasium at the Wyoming Industrial Institute providing a diversity of indoor athletic activity -- weightlifting, basketball, volley ball, boxing, gymnastics. In addition, the traditional outdoor recreational outlets of football and baseball, including intramural sports, will be augmented by supervised hiking, fishing and camping at nearby State parks and national recreation areas. The existing library equipped with audio systems provides passive leisure activity.

Work-Education Release

Inmates eligible for these programs would be transferred to a proposed pre-release community center located in the City of Casper in Natrona County. Not only do employment forecasts project future openings in the petroleum industry in Natrona but centralizing work-education release programs in Casper would return a sizeable percentage of inmates to their home communities. Earlier analysis of 1969-1973 statistics broken down by county for this juvenile offender population, indicates 33.3% of offenders sentenced to Wyoming State Penitentiary during this period were referred from Natrona County.

In addition, the pre-release Center at Casper would house inmates of the Training Center who had earned educational release status. Casper College with an approximate enrollment of 3,000 could easily assimilate the re-integrated youthful offender.

Building Space Program

With the transference of younger members of the current juvenile population at the Wyoming Industrial Institute, a number of the existing facilities at the Institute could house and support the majority of the Training Center's building program functions. Existing facilities could accommodate the following services:

- . Administration
- . Visiting
- . General Counseling
- . Recreation (Active Indoor)

- . Religion (44)
- . Education
- . Dining
- . Food Preparation and Storage
- . Central Storage and Maintenance.

However, by current correctional standards, the dormitory complex at the Industrial Institute is obsolete and inadequate. Similarly, strengthening perimeter security will require substantial new investment (See Chapter 9, Preliminary Cost Estimates).

New construction will be necessary in a number of areas. This would include construction of:

- . seventy-bed dormitory
- . two low security cottage housing units (15 man capacity each)
- . two counseling units (one in each cottage)
- . small four-bed infirmary
- . additional vocational training programs.

A preliminary building space program encompassing the construction of the above facilities was drafted. As was earlier mentioned, this information is designed to provide some approximate idea of the types of spaces and the area dimensions that are required.

The square footage calculations for the various program functions are derived from current correctional standards relating to the space requirements for the detained offender. (45)

Computations should not be taken as either minimums or ideals. They require further space use analysis that should be accomplished in a follow-on phase to this project.

The following figures are used as a rough guide during this programming and schematic design stage.

(44) The existing practice of inmates attending community religious services appears a feasible program to continue.

(45) These include National Clearinghouse for Criminal Justice Planning and Architecture, Guidelines, 1971, and Planning and Design for Juvenile Justice, U. S. Department of Justice, 1972.

PRELIMINARY SPACE AND PROGRAM ESTIMATES
TRAINING CENTER AT WORLAND

HOUSING -- Dorm Type

a. 54 single "wet" rooms	4,320	
b. 4 4-man "wet" rooms	1,080	
c. passive recreation (i.e. dayrooms)	1,750	
d. showers	<u>490</u>	7,640 sq.ft.

HOUSING -- Cottage Type
(2 low security, 15 men each)

a. 30 single "wet" rooms	2,400	
b. passive recreation (i.e. dayrooms)	750	
c. showers	<u>210</u>	3,360 sq.ft.

COUNSELING

a. 2 caseworker stations in dorm units, with 1 toilet each	270	
b. 2 counseling units, 1 in each cottage and 1 toilet each	<u>270</u>	540 sq.ft.

MEDICAL

a. 4 bed infirmary (including storage)	360	
b. nurse's station	40	
c. toilet and shower	<u>55</u>	455 sq.ft.

VOCATIONAL TRAINING * 2,065 sq.ft.

TOTAL NET SQUARE FEET FOR
NEW CONSTRUCTION 14,060 sq.ft.

* This estimate does not include inventory of existing space.

EXPLANATORY NOTES

HOUSING -- Dorm and Cottage Type
a. Single room space standard of 80 sq.ft./man.
c. Passive recreation -- 25 sq.ft. provided for each resident.
d. Showers -- 1 shower/5 men at 35 sq.ft.

COUNSELING
Minimum space standard of 2 treatment rooms/50 residents.

MEDICAL
Areas provided on the basis of inmate capacity.

VOCATIONAL TRAINING
Total area includes new construction of shop training, classrooms and repair shop spaces.

Table 14 presents a Summary of the square footage estimates for the proposed building program construction at the Training Center at Worland. The total net square feet of all functional use areas comes to 14,060.

TABLE 14 SUMMARY: BUILDING SPACE PROGRAM TRAINING CENTER AT WORLAND		
Functions	Net Sq. Ft.	Gross Sq. Ft. *
HOUSING -- Dorm Type	7,640	10,314
HOUSING -- Cottage Type	3,360	4,200
COUNSELING	540	675
MEDICAL	455	569
VOCATIONAL TRAINING	<u>2,065</u>	<u>2,788</u>
TOTAL	14,060	18,546

* Note: An adjustment of 35% for circulation, entrances and mechanical space is assumed for conversion of net area to gross area for Dormitory Housing and Vocational Training; a conversion factor of 25% is assumed for Cottage Housing, Counseling and Medical.

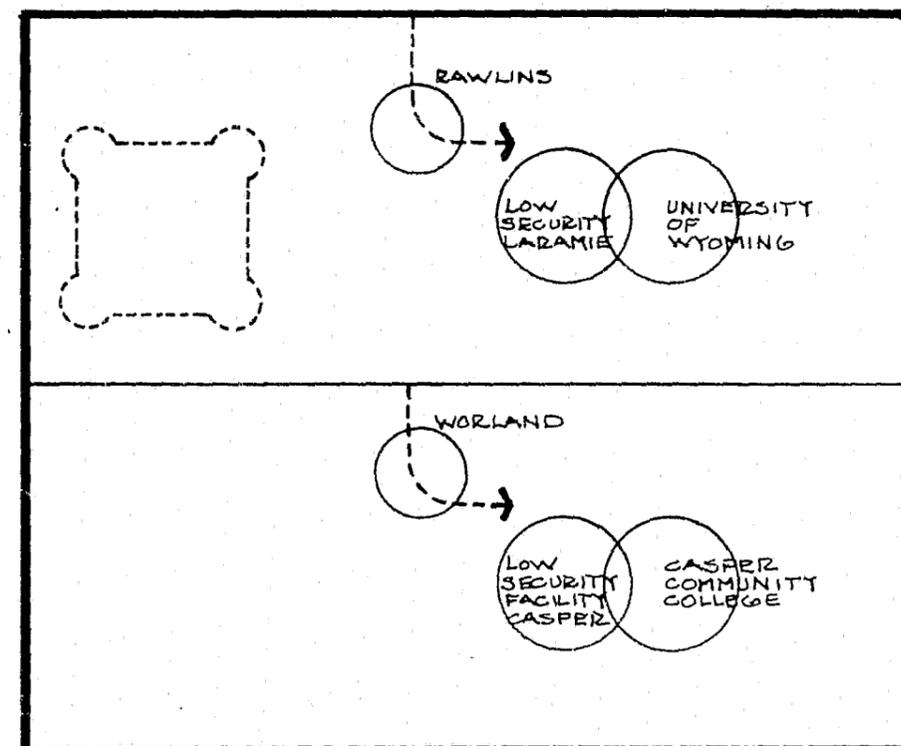
COMMUNITY
CORRECTIONS
CENTERS

Introduction

The effects of the most specialized rehabilitative treatment programs, experienced in a correctional institution setting, are often nullified upon the release of the inmate. Offenders returning from institutional care encounter unusual problems adjusting to the freedoms and stresses of community life.

Community-based corrections centers provide reinforcement during the difficult early phases of reintegration, continuing education and treatment programs begun at the institution and assisting the inmate in security employment, as well as counseling services. Ideally these are located near the offender's home community and to population centers, in order to maintain close relationships with schools, employers, and universities. This de-centralized corrections concept is particularly effective with work release programs which are difficult to implement near traditionally isolated state institutions.

Casper and Laramie, Wyoming, are recommended sites for locating community corrections centers serving pre-release functions.



Physical Description

Function, Identity, Scale

Pre-release community centers would be located in a non-institutional environment, residential in scale and in an urban community setting. The small (20-25) population would allow for supportive staff-resident interaction.

Security

Low risk population would be housed in low to minimum security living units under supervision of resident para-counseling security staff.

Program Description

The State would acquire and renovate buildings suitable for conversion to halfway houses. Further study would determine location, size, etc. Residents would actively participate in the renovation program. Links with community agencies (Employment Security, Mental Health, Alcoholics Anonymous) would be established through the Parole Board and administered through existing corrections agencies in these cities. Costs would be partially defrayed through rental of spaces to Work-Releasees.

Work-Release

The need for community corrections centers is particularly evident in Wyoming, where the State Penitentiary at Rawlins is geographically remote from the State's population centers. Warden Lenard Meacham strongly endorses the community correctional concept which reintegrates the offender into his home environment. (47) In addition to the normalizing benefits of work release, the economic advantages are great. The high cost of institutionalizing the offender, and building new facilities, points to the need for greater utilization of community resources. Placing inmates on the job enables them to compensate the State for their maintenance during incarceration and assist their families, conceivably removing many from the welfare rolls. Rall estimated that each person on work release could generate between \$7,000 and \$8,000 for the State each year. As Table 15 indicates, the program has already met with success in its early stages: of the more than twenty inmates only four were revoked or returned; total annual wages amounted to over \$73,000. Moreover, in allowing the offender to return with dignity, the work release program no doubt decreases recidivism and the high costs of multiple incarcerations.

(47) Marvin Rall, *Op.cit.*, p. 31 and p. 46.

TABLE 15
WORK RELEASE PROGRAM - RECAP
PERIOD 1/1/73 THROUGH 12/31/73 TOTALS

WSP Number	Total Wages Paid	Soc. Sec. Withheld	Income Tax Withheld	Room & Bd. Repayment	Savings	Family Support	Clothing Food and Incidentals	Medical Bills	Weeks Under Program	Status
9945	8,500.38	497.26	1,397.75	357.00	2,362.50	2,215.86	4,242.87		52	Active
10179	6,868.81	491.78	1,034.00	217.00	478.14	6,111.22	2,382.03		52	Active
10649	9,458.69	553.32	789.65	245.00	487.50	1,205.51	1,300.00		49	Active
10355	7,072.72	426.11	651.06	84.00	515.63	4,029.41	1,205.51		44	Active
10767	5,733.15	335.43	531.14		271.88	4,205.81	304.89			
9376	3,561.69	231.73	408.68	30.00	18.75		1,497.93	1,774.60	41	Active
9245	3,492.24	204.29	532.21	504.00	328.13		1,923.61		37	Active
10743	2,472.00	144.61	368.40	252.00	159.38	385.00	1,547.61		19	Active
10770	2,908.94	170.17	531.00	315.00	262.51	957.55	1,245.26		17	Active
10805	2,097.14	122.66	229.00	168.00	121.87		498.06		17	Active
10755	834.00	48.80	155.10	91.00	75.00		464.10		8	Active
10832	434.50	25.81	33.92	56.00	28.13		290.64		3	Active
10608	1,575.70	94.05	101.70		93.75	1,286.20			11	Revoked 3/16/73
10671	1,900.65	111.01	169.50		84.37	1,054.07	481.70		20	Revoked 5/28/73
10547	2,254.28	131.17	248.10	224.00	131.24		1,519.77		29	Returned 7/25/73
9607	1,090.50	63.80	160.10		75.00		791.60		9	Revoked 10/13/73
10673	1,379.25	80.69	130.10		187.50		980.96		11	Dischgd 7/20/73
9532	1,256.37	73.48	145.00	140.00	84.38		813.51		14	Dischgd 8/10/73
8433	1,702.50	Self-Employd					1,702.50		12	Dischgd 8/10/73
10643	3,891.05	227.70	543.26	434.00	309.37		2,376.72		39	Dischgd 9/18/73
10830	2,063.48	120.71	301.50	224.00	253.13		1,154.14		16	Dischgd 11/5/73
10890	2,057.54	120.37	303.17	203.00	271.88		1,159.12		16	Dischgd 12/20/73
10754	672.00	39.31	100.82		56.25		475.62		8	Dischgd 12/20/73
TOTALS	73,667.58	4,224.26	8,865.16	3,544.00	6,656.29	20,245.12	28,358.15	1,774.60	576	
Totals for 1972	43,688.85	2,284.25	4,819.35	2,387.10	4,814.15	13,686.21	15,342.79	355.00	384	Tools

Source: Offender Files, Wyoming State Penitentiary

Summary

Work release became part of Wyoming corrections process in 1973, indicating a willingness on the part of the State Legislature to accept innovative recommendations. Corrections officials are aware of the need for community centers in Wyoming, as indicated in their publication on criminal justice for the 70's: (48)

"A number of factors suggest that there is a need for programs designed to facilitate the reintegration of offenders into the community:

- First, Wyoming's recidivism rate ranks relatively high nationally at 60%.
- Second, correctional officials are of the opinion that a substantial segment of the prison population can function in a setting other than the confines of an institution if they are provided adequate supervision.
- Third, the cost of imprisonment is great. In 1970 the average yearly cost for each inmate was \$2,471."

The physical setting needed to support contemporary community-based program activities will not be found by examining institutional models. Replication of such plans has only produced failure. Rather, in providing a normalized terminal phase in the corrections process, the State would considerably reduce recidivism.

PRELIMINARY
COST ESTIMATES

Intent

Preliminary project budgets were developed to anticipate facility construction costs. The square foot figures previously calculated for each of the building space program components in the Men's Reformatory and Training Center form the basis for developing preliminary building cost estimates associated with each project.

Although specific data on material and labor quantities are not available at preliminary budget time, square foot costs can provide a realistic basis for developing some tentative building cost estimates. Square foot costs associated with the functional activities programmed for each space make a useful starting point in this early programming and schematic design stage.

Cost Computation

In computing up-to-date construction cost information reflecting inflationary increases and regional variations, the consultant used a number of standard sources. (49)

Cost figures are derived from median square foot costs (total project costs) for the construction of various building types, cited in 1974 Building Cost Data. Cost figures provided in this publication are based on more than 7,900 projects located throughout the United States and include contractor's overhead and profit but do not include architectural fees or land acquisition costs. The figures have been escalated into mid 1974 assuming a 6% annual cost increase from 1973 to 1974.

These preliminary budgets were prepared using an overall construction cost index applicable to the City of Cheyenne, Wyoming.

Cost Estimates

"Probable" preliminary cost estimates for both the Men's Reformatory at Rawlins and the Training Center at Worland are presented on the following pages. The budgets are itemized by category to include the total project costs, basic construction costs, site development costs, perimeter security costs, and other special costs such as fees for professional services, along with construction and project bidding contingencies.

(48) Governor's Planning Committee on Criminal Administration, Wyoming Comprehensive Law Enforcement Plan, (1974), Criminal Justice System Data Book -- 1972, Vol. II, January, 1974.

(49) Building Construction Cost Data, Robert S. Means Company, 1974; Building Cost File, Building Construction Cost Services, McKee, Burger, Mansueto, 1974.

PRELIMINARY COST ESTIMATE
MEN'S REFORMATORY AT RAWLINS

	<u>Net Sq.Ft.</u>	<u>Gross Sq.Ft.</u>	<u>Cost/Sq.Ft.</u>	<u>Cost</u>
<u>PROGRAM COMPONENTS</u>				
Administration	1,405	1,756	31.	54,436.
Housing - Dorm Type	8,400	11,340	30.	340,200.
Education	1,795	2,423	33.	79,959.
Vocational Training	4,305	5,812	28.	162,736.
Counseling	670	838	31.	25,978.
Medical	455	569	32.	18,208.
Recreation (Active Indoor)	4,875	6,094	28.	170,632.
Visiting	1,075	1,344	26.	34,944.
Food Preparation, Storage	788	985	32.	31,520.
Dining	1,725	2,156	32.	68,992.
Maintenance	250	313	30.	9,390.
Central Storage	500	625	30.	18,750.
Sub-Total				1,015,745.
<u>SITE DEVELOPMENT</u>		3 acres	1.50/sq. ft.	196,020.
<u>PERIMETER SECURITY</u>		3 acres	70./1.f.-gate 25./1.f.-fence	38,640.
Sub-Total (Includes Construction Cost Index of 89, Cheyenne, Wyoming)				1,112,860.
<u>CONSTRUCTION CONTINGENCIES</u>			Allowance	133,540.
<u>PROFESSIONAL SERVICES</u>			Allowance	122,415.
<u>PROJECT BIDDING CONTINGENCY</u>			Allowance	66,770.
<u>TOTAL PRELIMINARY COST ESTIMATE (1974)* MEN'S REFORMATORY AT RAWLINS</u>				\$ 1,435,585.
(Exclusive of Equipment and Furnishings)				
* Allow an 8%/year cost increase to time of construction.				

EXPLANATORY NOTES

PROGRAM COMPONENTS

Assume adjustment of 35% for conversion of net to gross area for Housing, Vocational Training, and Education; a conversion factor of 25% is assumed for the remaining program components.

SITE DEVELOPMENT

Site work includes utilities, site preparation, rough and finish grading, paving, and landscaping.

PERIMETER SECURITY

Securing 3 acres computes to an approximate total of 1,452 linear feet to be fenced. This would include 50 l.f. of gate and 1,400 l.f. of fence. Cost data indicate a figure of \$70/l.f. for gate and \$25/l.f. for fence.

CONSTRUCTION CONTINGENCIES

Assume contingency allowance of 12%.

PROFESSIONAL SERVICES

Professional services include architectural, engineering, legal, etc. Assume allowance of 11%.

PROJECT BIDDING CONTINGENCY

Assume allowance of 6%.

PRELIMINARY COST ESTIMATE
TRAINING CENTER AT WORLAND

	<u>Net Sq.Ft.</u>	<u>Gross Sq.Ft.</u>	<u>Cost/Sq.Ft.</u>	<u>Cost</u>
<u>PROGRAM COMPONENTS</u>				
Housing -- Dorm Type	7,640	10,314	30.	309,420.
Housing -- Cottage Type	3,360	4,200	25.	105,000.
Counseling	540	675	31.	20,925.
Medical	455	569	32.	18,208.
Vocational Training	2,065	2,788	28.	78,064.
Sub-Total				531,617.
<u>SITE DEVELOPMENT</u>		1.5 acres	1.50/sq.ft.	98,010.
<u>PERIMETER SECURITY</u>		10 acres	70./1.f.-gate 25./1.f.-fence	68,500.
Sub-Total (Includes Construction Cost Index of 89, Cheyenne, Wyoming)				630,223.
<u>CONSTRUCTION CONTINGENCIES</u>				75,630.
<u>PROFESSIONAL SERVICES</u>				69,325.
<u>PROJECT BIDDING CONTINGENCY</u>				37,810.
<u>TOTAL PRELIMINARY COST ESTIMATE (1974)* TRAINING CENTER</u> AT WORLAND (Exclusive of Equipment and Furnishings)				\$ 812,988.
* Allow an 8%/year cost increase to time of construction.				

EXPLANATORY NOTES

PROGRAM COMPONENTS

Assume adjustment of 35% for conversion of net to gross area for Dormitory Housing and Vocational Training; a conversion factor of 25% is assumed for Cottage Housing, Counseling and Medical.

SITE DEVELOPMENT

Site work includes utilities, site preparation, rough and finish grading, paving, and landscaping for only new construction. It does not include site modification of existing facilities.

PERIMETER SECURITY

Securing 10 acres computes to an approximate total of 2,650 linear feet to be fenced. This would include 50 l.f. of gate and 2,600 l.f. of fence. Cost data indicate a figure of \$70/l.f. for gate and \$25/l.f. for fence.

CONSTRUCTION CONTINGENCIES

Assume contingency allowance of 12%.

PROFESSIONAL SERVICES

Professional services include architectural, engineering, legal, etc. Assume allowance of 11%.

PROJECT BIDDING CONTINGENCY

Assume allowance of 6%.

Cost Summary

A rough cost estimate for the Men's Reformatory at Rawlins, which includes such programs as a vocational job training center, community auto and t.v. repair shops; individual "wet" rooms (dormitory type) for 75 residents; a combination gym/auditorium/multi-functional assembly hall; along with \$196,020 for 3-acre site development; \$38,640 for securing the site perimeter; and a \$133,540 construction contingency allowance comes to a total cost estimate of \$1,435,585.

Similarly, a preliminary cost estimate for the Training Center at Worland, which includes construction of a new dorm to house 54 single and 4 four man "wet" rooms; 2 low security cottages for 15 men each; 2,065 gross sq. ft. increase in vocational training space; four bed infirmary; along with \$98,010 for 1.5 acre site development; \$68,500 for 10 acre perimeter security; and a \$75,630 construction contingency allowance comes to a total cost estimate of \$812,988.

10 ASSESSMENT

Two building program and facility alternatives for treating the young offender have been developed for the State of Wyoming. In each, treatment is described as a function both of facility design and program delivery. Imagery, conveyed by the building (scale, identity, location) is also viewed as a treatment component and an important means of communicating ideas and values to the offender and to the immediate community.

At a time when juvenile commitment is being halted in a number of jurisdictions and alternatives to incarceration are being widely sought, decisionmakers must plan carefully before creating new, obsolete institutions for this group. If the primary purpose for the construction of prisons is rehabilitation of the offender and his reintegration in the community, it has been demonstrated repeatedly that the prison setting is not only ineffective but counterproductive. Yet how is the juvenile offender to serve his sentence under existing legislation?

In reviewing the environmental design criteria for the two alternative facilities, it is evident that neither represents an ideal corrections plan. Institutions should be located near major population and industrial centers, close to families, facilitating employment and drawing on community services. Physical and social integration and accessibility should be "built into" facilities and programs. These considerations are difficult to implement in the vast State of Wyoming.

Following is a brief comparison of the two alternatives which are weighed for their respective merits and disadvantages.

MEN'S REFORMATORY AT RAWLINS

Locating a new reformatory on the grounds of the existing Penitentiary represents a serious conflict in methods and goals for treatment staff and corrections officials. The absolute separation of a maximum security building (and its prevailing attitude) from a new reformatory facility for youthful offenders seems essential if the setting is to be supportive of rehabilitation programs. Community perception of "convicts" would further tend to diminish acceptance and would confuse the offender's place of reference and identity.

Since there is general agreement that the Penitentiary cannot be remodeled to serve the needs of this group, substantial investment would be necessary in overall building construction. The new facility would require a staff separate from that of the Penitentiary, specially trained to work with juvenile offenders.

Estimated New Construction: 34,255 Gross Square Feet

Estimated Cost: \$ 1,435,585.00

Advantages:

- . Community location facilitates program interface.
- . Proximity of classification/diagnosis facility facilitates management.

TRAINING CENTER AT WORLAND

Locating a facility for primarily urban juvenile offenders on a farm six miles outside of a small agricultural community presents several problems to corrections officials and staff. The lack of immediate community interface could limit the interaction and participation of both groups in programs. Community acceptance of an older, expanded inmate population is unknown. Further, the re-location of the younger Wyoming Industrial Institute boys to Sheridan would require additional funding to adapt that facility.

Estimated New Construction: 18,546 Gross Square Feet

Estimated Cost: \$ 812,988.00

Advantages:

- . Non-institutional setting is supportive of treatment goals.
- . Continued tradition of progressive and professional administration for treating the juvenile offender.
- . Existing support facilities greatly reduce construction costs.

Summary

The high rate of recidivism would indicate that the institutional approach to juvenile corrections is not the answer to reintegration. Diversion, not commitment, seems indicated.

Further, the costly process of constructing new institutions, and the profound impact they have on human lives, demands thorough and careful review during this programming stage before any decision can be reached on their location.

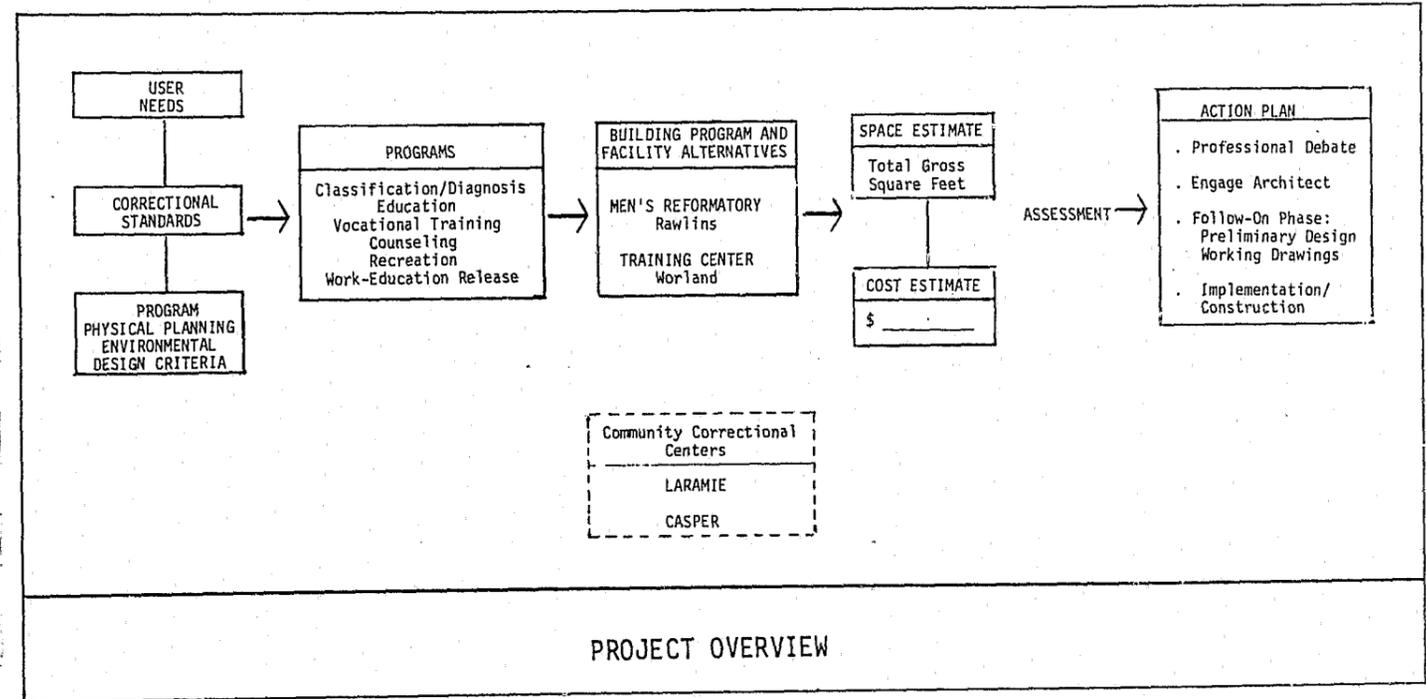
If the prison is not a satisfactory setting in which to rehabilitate the young offender, building a new facility in its shadow (and image by association) seems a benighted plan indeed. Rather than investing considerable capital in perpetuating past mistakes, it would seem indicated to accommodate the offender population in existing facilities in a non-institutional setting and channel the funds into programs and community-based corrections centers.

11 OVERVIEW AND GUIDELINES

Overview

The objective of this three-month project was to identify and define alternatives that could provide for the separation of and increased delivery of treatment services to the young first-time offender presently committed to the Wyoming State Penitentiary.

Two building space program and facility alternatives were developed by the consultants. Program functions were derived from user input, correctional standards, and program, planning and design criteria.



The preceding schematic clearly highlights the end products generated by this feasibility study: criteria, building space programs and cost estimates. These enable corrections officials and State legislators to examine and critically evaluate the alternatives presented by the consultant.

Further, they equip the professional architect with the necessary tools and methods for drafting preliminary drawings and specifications.

The consultants recommend the following action plan:

First, encourage continued professional and public review and debate of the concept, scope, and preliminary budget of the alternatives.

Second, determine the most appropriate alternative for implementation.

Third, issue a request for professional architectural services to proceed to the preliminary design and working drawing stage.

Fourth, initiate enabling legislation.

In conclusion, we are confident that the Wyoming State Board of Charities and Reform is sensitive to the treatment needs of the juvenile offender and to the urgency of implementing the programs presented here.

CONTINUED

1 OF 2

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APPENDIX

HLMA Interview, Questionnaire
and Inventory Forms

A - 1

Summary: Project Newgate

A - 31

WYOMING CORRECTIONS OFFICIALS INTERVIEW

Name: _____ Date: _____

Position: _____ Time: _____

I have reviewed the material in the Wyoming Comprehensive Law Enforcement Plan. I would like to know more about the Criminal Justice System in Wyoming, particularly in the corrections area.

1. What, in your opinion, is the primary objective of treatment of offenders at the Wyoming State Penitentiary?

What do you think is responsible for recidivism?

What about the younger offender? What are the specific treatment goals for his rehabilitation?

What do you consider to be "good" rehabilitative behavior on the part of the youth (that the staff at the Penitentiary is looking for) ?

2. What are the means for achieving these goals?

WYOMING STATE PENITENTIARY TREATMENT STAFF INTERVIEW

Name: _____ Date: _____

Position: _____ Time: _____

Program Title:

a) How long has the program been in effect? _____

b) How long has the supervisor been on the staff? _____

c) What are the goals or objectives of the program? _____

d) How do they advance the whole process of rehabilitation? _____

e) How in the case of youthful offenders? _____

f) How does an inmate qualify for the program? _____

[IF APPLICABLE:]

g) What is the duration of the program? _____

h) Is a degree or certificate awarded? _____

i) How many times a week is (class) offered? _____

j) How long is each session? _____

k) How many participate in each class? _____

WYOMING STATE PENITENTIARY STAFF INTERVIEW

Name: _____ Date: _____

Position: _____ Time: _____

I have reviewed the material in the Wyoming Comprehensive Law Enforcement Plan. I would like to know more about the Criminal Justice System in Wyoming, particularly in the corrections area.

1. What, in your opinion, is the primary objective of treatment of offenders at the Wyoming State Penitentiary?

What do you think is responsible for recidivism? _____

What about the younger offender? What are the specific treatment goals for his rehabilitation?

What do you consider to be "good" rehabilitative behavior on the part of the youth (that the staff at the Penitentiary is looking for) ?

2. What are the means for achieving these goals?

WYOMING STATE PENITENTIARY INMATE INTERVIEW

Name: _____ Date: _____

Age: _____ Race: _____

Offense: _____ Date Entered: _____

Length of Sentence: _____ Education Level: _____ Wyoming Residence: (Cty) _____

Good morning (afternoon, evening). My name is _____. I am with HLMA from Washington, D. C. We are interested in helping the State of Wyoming plan better correctional facilities. We would like your opinion on how we can do a better job in serving you.

Your opinion is important. This will take only 10 minutes. Let's start with the first question.

1. How far is your home from here? _____

2. Would you like it better if your home was closer? _____

3. Thinking about living here at the Penitentiary, what one problem concerns you personally? What bothers you the most? What one thing should something be done about?

4. Thinking about problems of living here, like [ans. to #1], do you feel anything has been done to improve the problem?

5. Some people I have talked to have mentioned their personal safety --fear of being attacked -- here in the Penitentiary. Do you feel this is a problem here?

Example? _____

6. Do you think there are places here at the Penitentiary that are not as safe as others?

What places are those? _____

7. What do you think could be done to improve this situation here?

8. When you came here _____ months/years [repeat date of entry], what kinds of goals and programs did the psychologist [give names], sociologist, counselor and other staff people here discuss with you?

Examples? _____

9. What vocational training programs (electronics, auto mechanics, lithography) helped you the most?

What educational programs helped you the most?
In what way? _____

10. What vocation programs help you the least here?

What educational programs help you the least?
In what way? _____

11. What kinds of jobs did you have? _____

12. Do you think these programs will prepare you and help you find a job on the outside when you leave the Penitentiary?

Handwritten response area for question 12, consisting of several horizontal lines.

13. What type of job are you most interested in finding when you leave the Penitentiary?

Handwritten response area for question 13, consisting of several horizontal lines.

14. Are you interested in leaving the State when you get out? Do you think there are better job possibilities out of state?

Handwritten response area for question 14, consisting of several horizontal lines.

15. The Penitentiary here has a number of facilities and buildings that are a part of the programs here to help you. These include: the hospital, dining hall, gymnasium, chapel, factory buildings, carpentry and electrical shop, auto garage and repair shop, etc.

Thinking about these buildings, and the programs they offer, which help you the most? Why?

Handwritten response area for question 15, consisting of several horizontal lines.

Thanks so much for your cooperation. I've been asking you questions for a while. Do you have any to ask me?

Handwritten response area for the closing statement, consisting of several horizontal lines.

February, 1974

TO: Correctional Officials
State of Wyoming

Would you please complete the following questionnaire. This is a survey to learn and better understand the needs and problems of corrections in the State of Wyoming. The answers you give will remain anonymous.

Your response will be greatly appreciated and extremely valuable in the research and preparation of a study, 'Project for the Separation of First-Time Offenders,' supported by an LEAA Grant funded by the State of Wyoming Governor's Planning Committee on Criminal Administration.

Thank you,

ROBERT R. HAHN
Associate
HAROLD LEWIS MALT ASSOCIATES
Environmental Planners and Designers
Washington, D. C.

WYOMING CORRECTIONS OFFICIALS QUESTIONNAIRE

1. What do you believe to be the single biggest problem in your State correctional system?

At your State Penitentiary? _____

2. What do you think the inmates of the Penitentiary believe the biggest problem is at this facility?

3. What do you think the youthful first offender at the Penitentiary (25 yrs of age or under) believes to be the biggest problem?

4. We've heard a lot about the contact of the young, first-time offender with the hardened repeat offender as being a problem at the Penitentiary. Do you believe it is a problem?

In what way? _____

[IF YOU ANSWERED 'YES' TO QUESTION 4, PLEASE ANSWER QUESTIONS 5 - 7]

5. What specific steps would you take to reduce the problem?

6. Do you think the design of the Penitentiary building could be a factor contributing to the problem?

In what way(s)? [Please be specific] _____

7. What changes in the architectural design of the State Penitentiary would you like to see be made to reduce the problem?

How would they help? _____

8. What existing programs do you feel most benefit all inmates at the State Penitentiary?

Why? _____

What programs most benefit the youthful offender? _____

Why? _____

9. How would you like to improve the treatment and rehabilitative care of the youthful offender in the State?

10. If the State were to remodel the Prison Farm at Riverton so as to house young first-time offenders presently incarcerated at the Penitentiary, what programs would you recommend be implemented for treating the young offender?

11. How do you think the remodeling of the State Prison Farm at Riverton would help in the treatment and rehabilitation of the young offender?

How about employment opportunities for the young offender at Riverton? _____

Educational opportunities at Riverton? _____

12. If the State were to undertake the construction of a separate new facility in the State for first-time offenders, what programs would you recommend for treating the young offender?

How do you think a new facility in the State for first-time offenders would help in the treatment of the young offender?

Do you have any feel for where in the State it should be located? _____

Why that location? _____

12. contd.

How about employment opportunities for youthful offenders there? _____

Educational opportunities for youthful offenders? _____

13. What steps has the State taken within the last three years to improve the treatment and rehabilitation of young offenders in the State?

14. How effective do you feel those steps have been? _____

In what way? _____

15. Finally, are there any specific things you personally would like to try, to bring a realistic and effective approach to the rehabilitation and treatment of young, first time offenders in the State, but haven't been able to for one reason or another?

What are your recommendations? _____

WYOMING
INVENTORY OF CORRECTIONS FACILITY AND USAGE

Facility Name: _____

Location: _____

Size (Capacity): _____ Type: _____

Number of Buildings: _____

PART A FACILITY / COMMUNITY RELATIONSHIP

1. Facility is

- a. center of community
- b. edge of community
- c. separate from community (by railroad, freeway)

2. Community development is

- a. mixed residential, commercial, indust.
- b. residential only
- c. other (describe) _____

3. Development density is

- a. intense (new houses, apts, stores)
- b. moderate or broken (sing.fam. homes, stores, apts, vacant lots)
- c. light (single homes, other open spaces)

4. Condition of community is

- a. new
- b. old, but in good shape
- c. poor

5. Street uses

- a. heavy thru-city traffic
- b. local arterial
- c. local residential

PART B SECURITY FACTORS

A. SECURITY - PERIMETER

6. Type

- a. open
- b. walled
- c. building supplemented by fence
- d. building forms security
- e. single fence with barbed wire
- f. double fence without towers
- g. double fence with towers
- h. _____

7. Outdoor Lighting

- a. more than 50% of area lighted
- b. 25-50%
- c. less than 25%

Describe: _____

B. SECURITY - INTERNAL

8. Lighting

- A) a. more than 50% grounds lighted
- b. 25-50%
- c. less than 25%
- B) a. well lighted
- b. moderately lighted
- c. poorly lighted

C) Can lights in cells be individually controlled? _____

9. Communications

Describe type (phones, alarms, number, location etc) _____

10. Interior Surveillance and Control

- A) a. completely controlled
- b. no fences but enforced curfew
- c. no fences, no curfew

B) Is Surveillance mechanical? TV? _____

11. Security Patrols

- a. regularly patrolled
- b. not regularly schedules
- c. _____
- d. guard assignments _____

PART C FACILITY ELEMENTS (natural)

12. Subjective Appearance

- a. good
- b. fair
- c. poor

13. Landscaping

- a. good
- b. fair
- c. poor

14. Topography

- a. extremely hilly
- b. rolling
- c. flat

15. Trees and Shrubs

- a. more than 50% of site has trees, shrubs
- b. between 25-50% of total area
- c. less than 25% of area has trees, shrubs

16. Water

- a. large streams, lakes, ponds
- b. small streams only
- c. none

PART D FACILITY ELEMENTS AND USAGE (man-made)

A. Living Quarters

17. Type

- a. inside cells (no wall, window) _____
- b. outside cells or rooms (w/exterior walls, windows) _____
- c. segregated cells _____
- d. squad rooms (sm. ward ie. 408 beds) _____
- e. open wards or dorms f. _____

18. Usage

- a. morning
- b. afternoon
- c. evening

19. Sanitary Facilities

- A) a. inside cell b. outside cell c. _____

B) Hot water? _____

20. Privacy

- A) a. good b. fair c. poor

B) Noise Level? _____

21. Dayrooms

- A) a. supervised recreation activities b. no supervised activities

Describe: (equipment for leisure activities) _____

Capacity of Room _____ Number in Room _____

Using Equipment? _____

B) Rules regarding radios, photos in rooms, smoking: _____

Individualized spaces encouraged? _____ Permitted? _____

B. Food Services

22. Type

- a. central dining
- b. scattered dining
- c. combination a & b
- d. cafeteria
- e. sit down service

Describe: _____

No. at Seating: _____ Lighting: _____ Music: _____

23. Security

- a. open
- b. medium
- c. maximum

Describe: _____

C. Recreation

24. Organized Sports area (field)

- A) a. yes b. no
- B) a. occupies less than 25% of total area b. occupies between 25-50% of total area c. more than 50% of total area

Describe: (Supervision / Usage / Security) _____

25. Swimming

- a. yes
- b. no

Describe: (Supervision / Usage / Security) _____

26. Passive Use Elements

- a. tables, benches fireplaces
- b. none provided
- c. _____

27. Other

Describe: _____

D. Visiting

28. Type

- a. closed visit (no inmate/visitor contact)
- b. limited contact visit
- c. informal contact visit
- d. freedom from the crowds
- e. conjugal or family visit
- f. furloughs

Describe: Visiting Hours: _____

E. Educational and Vocational [see corrections staff interviews for further detail]

29. Facilities

Describe: No. of Classrooms _____ No. of chairs, desks _____

Where is Study Area? _____

30. Usage

Describe: _____

31. Program Scheduling

Describe; _____

F. Other Services (religion, medical)

32. Describe (facilities, usage, security, overall quality etc) _____

REMARKS :

SUMMARY:
PROJECT NEWGATE

PROJECT NEWGATE is a progressive post-secondary education program, initially developed in 1968 at Oregon State University, for offenders and ex-offenders. By 1973, Newgate-type projects were operating in six states: Oregon, Colorado, Kentucky, Minnesota, New Mexico and Pennsylvania. Since research has proven that education in itself does not necessarily modify behavior, an auxiliary therapy program augments the academic.

As implemented in Minnesota, the program is organized as follows:

- . The State Reformatory for Men at St. Cloud houses an in-prison college program. After meeting certain selection criteria (ability to do college-level work, facing parole within a certain amount of time), an inmate/student is permitted to attend classes inside the prison walls with qualified instructors from St. Cloud University.
- . Project Newgate House on the Campus of the University of Minnesota provides on-campus college training. After completing two quarters of residence in Newgate House, the student then moves to his own residence.
- . In the newly-developed Diversion Program, inmate/student applicants with a sincere desire to change their delinquent behavior may qualify for participation in academic programs. Diversion referrals come from the Minnesota Department of Corrections and from the Federal Bureau of Prisons.

Low recidivism rates among Project Newgate participants attest to the success of this approach, as reflected in the following Quarterly Report (October, 1973 to December, 1973), provided to the Consultants.

Further information may be obtained from:

Mr. Ronald J. Severson, Director
PROJECT NEWGATE
University of Minnesota
219 Temporary North of Mines
Minneapolis, Minnesota 55455.

QUARTERLY REPORT

October 1, 1973 to December 31, 1973

We are very pleased and proud to report that of the thirty five clients paroled to Newgate House between January 1, 1973 and December 31, 1973 NONE have violated parole or committed a new crime. In addition 93 of the 35 students satisfactorily completed the academic year.

Minnesota Newgate Project is presently operated as a program with three closely cooperating but distinctive units: Phase I in the State Reformatory, Phase II (Community Phase) and the Diversionary Program.

Following is a summary report on each of the phases:

Community Phase

Since its implementation in 1971, the Project Newgate Community Phase program has provided education and therapy to over 140 ex-offenders. Education is provided by client enrollment in University of Minnesota, General College, full-time classes. Therapy is provided by client participation in the Positive Peer Culture Group Therapy program offered at the Newgate House, 1901 University Avenue, S.E., Minneapolis, Minnesota.

Since its inception the staff and services provided by Project Newgate's community phase have grown progressively better (many top level staff members are ex-offenders who have gone through the program). One verification of this is indicated by our 1973 recidivism rate in which none of the 35 ex-offenders placed to us from the various correctional institutions or the court system committed further crimes or were returned to any type of correctional (or therapeutic) institution. Additionally, the two co-directors of Project Newgate Phase One (within the institution at St. Cloud Men's Reformatory) are themselves former inmates of the Reformatory who came out through the Newgate program.

The Project Newgate Community Phase Program is under the direction of Gerald Jones, who is also an Assistant Director for the entire Project Newgate program. His responsibilities encompass the overall direction of Newgate House functions and the supervision of each individual's academic and therapy plan. His staff consists of two ex-inmate group leaders who provide direction for P.P.C. group sessions. In addition, there are six ex-inmates employed as resident counselors. All staff has extensive experience in corrections/rehabilitation as well as training in the Positive Peer Culture Therapy program.

Total number of students residing in Newgate House during past quarter = 19

Paroled from Reformatory	11
State Prison	3
Federal Bureau of Prisons	1
County Court Services	4

END