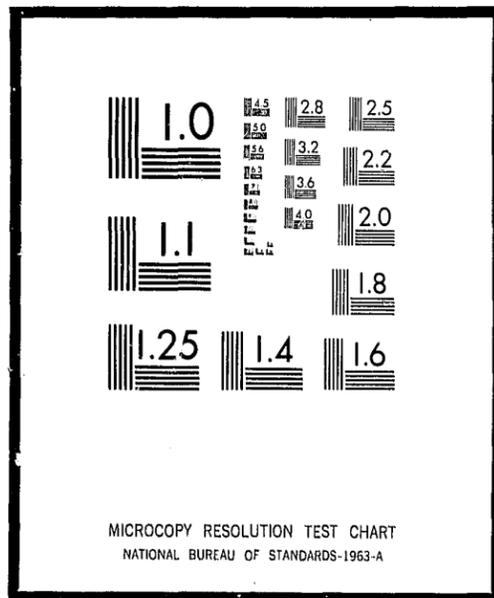


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed 5/8/75

00996.00.000350
 ACCESSION NUMBER: 00996.00.000350
 TITLE: UTAH - PRELIMINARY SURVEYS - STATE PRISON AND THE STATE INDUSTRIAL SCHOOL

PUBLICATION DATE: 6803
 AUTHOR(S): DELL'APA, F.
 NUMBER OF PAGES: 37
 ISSUING AGENCY: WESTERN INTERSTATE COMM FOR HIGHER EDUCATION
 SPONSORING AGENCY: LEAA
 GRANT/CONTRACT: 024
 SUBJECT/CONTENT: CORRECTIONAL INSTITUTIONS (ADULT) FACILITIES
 VOCATIONAL TRAINING
 OPERATIONS MANAGEMENT
 WORK RELEASE
 HALFWAY HOUSE
 CORRECTIONS
 MAXIMUM SECURITY
 RECREATION
 GROUP THERAPY
 PARDONS BOARD
 CORRECTIONAL REFORM
 UTAH

ANNOTATION:
PRELIMINARY SURVEYS FOR ANALYSIS AND APPRAISAL OF THE UTAH STATE PRISON AND STATE INDUSTRIAL SCHOOL.

ABSTRACT:
CONCLUSIONS AND RECOMMENDATIONS DRAWN FROM A PRELIMINARY OBSERVATION OF THE CURRENT OPERATION OF THE UTAH STATE PRISON ARE THAT THERE ARE INSUFFICIENT WRITTEN DATA RELATING TO INSTITUTIONAL POLICY, PLANNING, ORGANIZATION, DIRECTING, STAFFING, TRAINING AND REPORTING, AND THAT THE PHYSICAL ASPECTS OF THE MAIN COMPLEX OF THE PRISON ARE HIGHLY INADEQUATE. OTHER CONCLUSIONS ARE THAT POLICY MAKING BODIES SHOULD NOT INTERFERE WITH THE ADMINISTRATION OF THE CORRECTIONAL INSTITUTION AND THAT VOCATIONAL AND INDUSTRIAL PROGRAMS SHOULD BE INCREASED. FURTHER PAY SCALES FOR INMATE WORK PRODUCTION, RELEASE FUNDS AND TRAVEL FUNDS SHOULD BE BROUGHT INTO LINE WITH COMPARABLE STANDARDS OF OTHER STATE CORRECTIONAL INSTITUTIONS. IN THE OPINION OF THE SURVEY TEAM THE UTAH STATE INDUSTRIAL SCHOOL IS CURRENTLY FUNCTIONING AT A HIGH LEVEL OF EFFICIENCY. MANUALS AND OTHER WRITTEN DATA PERTAINING TO THE ORGANIZATION AND OPERATION OF THIS FACILITY ARE KEPT BOTH CURRENT AND READILY ACCESSIBLE. MANY NEW TECHNIQUES FOR HANDLING PROBLEM CHILDREN ARE CONSTANTLY BEING EXPLORED AND UTILIZED IN ATTEMPTING TO RESOLVE THE PROBLEMS OF THE WARDS. (AUTHOR ABSTRACT)

024

NCJ-00035

WESTERN INTERSTATE COMMISSION FOR HIGHER EDUCATION
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AREA CODE 303

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Mr. Ward C. Holbrook
Executive Director
Department of Health and Welfare
State of Utah
Salt Lake City, Utah

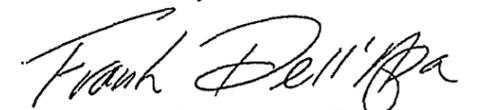
Dear Mr. Holbrook:

The Western Interstate Commission for Higher Education (WICHE) Corrections Project is happy to provide the Department of Health and Welfare this report, "Preliminary Surveys of the Utah State Prison and the Utah State Industrial School". These surveys can contribute to beginning steps in planning for corrections in Utah.

The report and the recommendations contained in it were developed for use by the Department of Health and Welfare. It is not the "final word" of outside experts; rather, its purpose is to initiate dialogue among those relevant persons in whom is vested the decision for implementation.

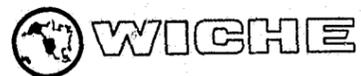
This report is one of a series of similar activities in the 13 western states provided by the WICHE Corrections Project and is funded by the Office of Law Enforcement Assistance.

Sincerely,



Frank Dell'Apa, Director
WICHE Corrections Project

Preliminary Surveys
UTAH STATE PRISON
and the
STATE INDUSTRIAL
SCHOOL



PRELIMINARY SURVEYS

Utah State Prison
Utah State Industrial School

Sponsored by the
Western Interstate Commission for Higher Education
under the auspices of
The Department of Health and Welfare
Salt Lake City, Utah

A WICHE Corrections Program Summer Faculty Placement
August - September, 1967

Funded by the Office of Law Enforcement Assistance, U. S. Department of Justice
Grant No. 024

Preface

The objective of these preliminary surveys was to provide a brief, current analysis and appraisal of the Utah State Prison and the Utah State Industrial School. At the request of Mr. Ward C. Holbrook, Executive Director of the Department of Health and Welfare and under the sponsorship of the Western Interstate Commission for Higher Education (WICHE) Corrections Project, the arrangements were made to provide consultant resources for this task. It was decided that the survey team should consist of a representative from higher education and a person from the field. Accordingly, O. J. Tocchio, Professor of Criminology at Fresno State College and Eugene Sadoian, Chief Probation Officer of the Federal Probation Department, District of Nevada, were chosen.

Consultation regarding the team's activities was held with Mr. Holbrook on August 28, 1967, the date of the team's arrival in Salt Lake City. During the discussion, it was determined that with the time available, the primary focus should be on the Utah State Prison and that secondary consideration be given the Utah State Industrial School. The following surveys resulted.

Frank Dell'Apa, Director
WICHE Corrections Project

Boulder, Colorado
March, 1968

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I. Review of the Organization and Operation of the Utah State Prison

- Introduction -

During the first few days of the survey, an unsuccessful attempt was made to obtain current literature regarding institutional policy, organizational structure, operations and procedures for carrying out the various activities and programs of incarceration and rehabilitation. The survey team was advised that a manual of objectives and current operating procedures for the prison system is presently being prepared to meet the criteria of recently enacted legislation, Chapter 174 of the Laws of Utah, 1967, entitled "Health and Welfare Act". This Act has called for the reorganization of various state agencies under the Department of Health and Welfare including the Division of Corrections, which is primarily responsible for the operation of the Utah State Prison. Therefore, the comments rendered in this report are being directed primarily to the Director of the Department of Health and Welfare and to others responsible for the operation of this facility.

A. The Physical Plant

The Utah State Prison at Point of the Mountain was initially constructed and occupied in 1951. Designed to house a maximum of 500 inmates, it was soon considered physically inadequate and the last few years have seen the completion of a minimum security section for men and a new facility for women. A maximum custody complex under construction to relieve the burden of the present population of 650 male inmates is scheduled for completion early in 1968.

Following a tour of the Prison, there was consensus of the survey team and the institutional staff that the physical aspects of the facility are highly inadequate. Primary weaknesses appear to be confined to the main complex of the institution which houses inmates classified as maximum, close and medium security. These constitute the majority of the present inmate population -- more than 525 inmates. It was also apparent that at the time of the construction of the Prison, the facility was designed for the specific purpose of incarceration without consideration of the rehabilitative aspects necessary in a successful correctional system. Over the years, however, there has been a gradual conversion within the institution to allow for the implementation of the correctional process. Various maximum security units, gun towers, etc., were converted to accommodate programs

concerned with the health and welfare of the inmates. Among the liabilities noted in the physical plant were:

1. Inadequate space, equipment and resources for medical and dental services;
2. Inadequate dining room facilities;
3. Inadequate space for industries, vocational training, educational programs and recreation and
4. Inadequate space for counseling and treatment programs.

In order to be more specific regarding the physical limitations of the facility, it is important to state that adequate space is not available for the professional staff to conduct current programs necessary for rehabilitation of the offender.

It is apparent that the hospital ward lacks sufficient space, equipment and resources necessary to provide adequate medical services. It is also obvious that the dental laboratory is inadequate and the equipment too outmoded to serve the needs of 650 inmates. Numerous complaints have been received from various inmates regarding the inadequacy of the medical clinic.

Inadequacies were noted in the dining room, kitchen, and baking areas. Leaking pipes and spilled food were observed in and around the cooking area; flies were prevalent both in the cooking and baking quarters; the food storage room needed cleaning, sanitation

and painting and deplorable odors were present throughout. The weaknesses noted here by the survey team were quickly acknowledged by the staff.

Stainless steel dining tables have been set up in a regimented fashion. Both the warden and members of his staff commented that if the materials from which the tables are constructed could be utilized elsewhere in the institution, innovations would be made. Therefore, it is RECOMMENDED that the present dining room tables be replaced with community type, four-man restaurant style tables such as those utilized by many state and federal correctional institutions. The type of restaurant table in question is being constructed by Utah State Prison inmates, sold and delivered to other correctional institutions. It is also RECOMMENDED that the use of the "informal" dining room to which food is brought from a central kitchen be utilized in this institution. Although the present physical structure apparently prohibits this innovation, if this change could be made, it is foreseeable that tensions normally associated with large dining halls could be substantially reduced.

It is the consensus of the survey team and various institutional staff members that there is inadequate space for conducting vocational shop programs. A variety of new programs which might have been instituted to reduce idleness have not been initiated due to the lack of available space. In addition, there is insufficient space for

an adequate recreational program. For example, no provision is made for a "day room" in which inmates might find suitable surroundings for conversation, reading, television, or for engaging in games and other recreational activities. Such facilities are presently available in many other modern correctional institutions. The weight-lifting room was found to be rather small even though it is considered to be one of the most popular activities in the facility. Its inadequacy seems to be a frequent complaint of many inmates, a fact which was readily distinguishable by the survey team and institutional staff.

The insufficiency of physical space devoted to educational activities was also quite apparent. Proper lighting, desks, and other materials conducive to study and learning are not available. The prison library is highly inadequate. An examination of the books and other reading materials showed them to be both outdated and insufficient in numbers and categories of topics and subject matter. Limitation of space for a library in addition to inadequate literature precludes not only study and learning but also discourages leisure time reading periods.

Further, large enough facilities are not available for conducting group therapy and group counseling sessions, thus creating frequent problems of scheduling.

B. Objectives and Authority

Apparently the primary goal of the Utah State Prison is incarceration of the offender for the protection of society. Second in consideration is the rehabilitation of the offender committed to the institution and his eventual reintegration into society.

As previously stated, recently enacted legislation (Chapter 174, Session Laws of Utah, 1967) which became effective in July of 1967, calls for the coordination and consolidation into a single department of state government the functions heretofore exercised by various related departments of health and welfare. Among these agencies and departments which are considered pertinent to this report are the Division of Corrections, the Board of Corrections and the Board of Pardons.

For the purpose of this survey, it is not necessary to give a detailed delineation of the functions and responsibilities of each of these divisions. It should be noted, however, that the Board of Corrections is a policy making body only as it relates to matters concerning the Division of Corrections and its director. According to law, the Division of Corrections will be the authority of the State of Utah for corrections and shall assume all of the functions, duties, powers, rights and responsibilities of the present Board of Corrections under the recent Act. The director of the Division of Corrections is appointed by the Board of Corrections with the prior approval

of the Coordinating Council of Health and Welfare with the advice and consent of the Governor and Senate. The director is the executive and the administrative head of the Division of Corrections and he shall serve at the will of the Board of Corrections.

Prior to enactment and implementation of this legislation, it was apparent that the Board of Corrections and the Board of Pardons had been functioning in both a policy making and administrative capacity, thereby limiting the control and effectiveness of the director of the Division of Corrections. Although present legislation appears to be specific relative to the duties and responsibilities of the various correctional organizational units and their respective personnel, it is apparent to the survey team that the lines of authority are still not clear. This area of conflict must be resolved before the correctional institution can begin to function properly.

The warden of the Utah State Prison is appointed by the Board of Corrections. The Board prescribes the duties of the warden as having the executive responsibility for the proper management of the officers and employees under his jurisdiction, as well as his responsibility for enforcing and maintaining proper discipline in every department of the prison.

The warden is also responsible for appointing the deputy warden and employees of the prison, subject to the approval of the director of the Division of Corrections. It was pointed out to the survey team

that because of interference from various sources, the warden was not able to carry out intended programs and promises. It was observed by the survey team that the warden appears to be well respected and that he has established a good rapport with most of the inmates and institutional personnel. The problems of administration, therefore, appear to be from outside interference. For example, several of the inmates stated that the warden is bound by the business manager and the Board of Corrections and is therefore unable to carry out promises due to their interference.

II. Present Institutional Services and Needs

- Vocational Education -

Discussion with institutional personnel indicates that nine areas of vocational training currently exist at the Utah State Prison: culinary, drafting, electrical, stationary engineer, landscaping, dairy, welding, laundry and meat processing. Approximately 100 men or one-sixth of the male inmate population are participating in the vocational training program. An additional 200 inmates are also working in institutionally supported labor. Many of these men are assigned to various positions in which eight hour employment can be completed within a two-hour work period. This leaves most of the inmates in the institution with

neither vocational nor work assignments.

Although 80 percent of the inmates in vocational training are reported to follow through with the program, this still consists of a rather small percentage of the inmate population. This is particularly significant in that 75 percent of the inmates confined at the institution range from 15 to 30 years of age -- an age group in which vocational training and rehabilitative programs are most significant and essential.

Another factor regarding vocational training programs is that there appears to be a lack of community interest in such programs. As far as can be determined, there are not outside agencies representative of various industrial sources providing assistance or guidance in the training program. It would be RECOMMENDED, therefore, that a local trade advisory council be established through which various leaders in the industrial community can work with the institutional staff and instructors regarding pre-release training and eventual placement in the community.

- Staff In-service Training -

It was also apparent that a need exists for additional in-service training of staff personnel. At present, the custodial officers receive approximately one hour of in-service training per week. However, there is no current training manual of procedures. It is therefore RECOMMENDED that a training manual and other training

materials be drafted relating to recruit, refresher, advanced, specialized and supervisory training. Examination of existing staff library facilities revealed that there is very little current correctional literature and other media available through which the custodial and professional correctional staff can attain that level of sophistication necessary for handling modern day problems of correctional institutions. Further, the lack of training of non-professional personnel was quite evident to the inmates in that they expressed their views concerning a considerable amount of conflict between the custodial staff and highly-trained casework personnel. A consensus exists that due to a lack of training, the custodial staff is unable to comprehend the goals of the casework staff. This, among other things, may be responsible for the large turnover in custodial staff. At the present time, 35 percent of the custodial staff, consisting of approximately 108 officers, has been employed for less than six months. This, in itself, precludes development of adequate and effective training programs in addition to precluding a professional and well integrated staff.

In addition to training innovations outlined above, it would be ideal and profitable if the prison administration would conduct periodic workshops and institutes through which administrative and professional correctional personnel, well versed in specialized

programs in modern correctional training, can be brought to the institution for the benefit of both the custodial and professional staff. In addition to covering excellent training data, such personnel may also be available for assisting prison personnel in resolving some of the problems presently confronting them.

- Staffing and Operations -

At the present time, there are at least three Master of Social Work staff members at the prison and a total of eight staff caseworkers. However, additional professional personnel are needed before many of these programs can be instituted. The initial treatment process appears to begin when interviews are conducted to prepare the admission summary. Inmates are placed on the orientation tier of the institution for a period of approximately six weeks until sufficient data are gathered. Following the compilation of these data, the inmate appears before a classification committee which determines his custody classification. At the present time, there is only one caseworker assigned to the task of gathering the inmate's social data during the orientation period, thereby limiting him to completion of only one admission summary each day. The current admission summary consists of two summary pages and is considered too brief. The survey team RECOMMENDS that guidelines similar to the classification summaries prepared in the federal correctional institutions be explored. The

present admission summary appears to be designed to expedite the handling of cases by the Board of Pardons and is adequate if expediency is that significant. It is felt that a classification "face sheet" abstracting most of the information provided on the present admission summary should be substituted. This would provide an immediate abstract with a standardized "face sheet" for the examining body.

As far as can be determined, progress reports are prepared annually. It is our understanding that this procedure is now being altered to add the progress reports to the basic admission summary. At present, the work programs are evaluated quarterly. The lack of frequent progress reports appears to be a deciding factor in the low inmate morale. Numerous inmates have complained that they only receive one personal appearance before the Board of Pardons and this is normally after they have been confined in the institution for a period of at least one year. Following their initial hearing, their cases are considered without their presence before the Board. The inmates refer to this as a "rubber stamp" type parole progress hearing. It is the understanding of the survey team that the custodial staff does not keep a written progress report on the inmate but handles such data on a verbal basis. Hence, it is the RECOMMENDATION of the survey team that written progress reports be kept by the custodial

staff. These may then be summarized by the caseworker at the time he presents his report to the Board of Pardons. It is further RECOMMENDED that the progress reports be kept current on at least a semi-annual basis.

At the present time, there appears to be a significant need for an institutional psychiatrist. The present inmate population would justify not only a full-time psychiatrist but also a full-time clinical psychologist. According to the staff, there are two visiting psychiatrists from the local University serving the inmate population. Statements from various institutional staff members and inmates indicate that this is one of the most significant aspects of the treatment program. Nevertheless, although many of the inmates desired additional help, the psychiatrists were unavailable. It is strongly RECOMMENDED that a record of psychiatric consultation be made available.

The criteria for inmate appearance before the Board of Pardons also appears to need reexamination. At present, the institutional staff is working on a trial program to initiate more appearances before the Board of Pardons. The present planning provides the inmate with an appearance before the Board prior to his classification, thus providing him with that encouragement which may become a useful tool in the treatment process.

The survey team was also apprised of the fact that most of

the information provided on a classification summary has been previously verified. It is our RECOMMENDATION that basic questionnaire forms be developed and printed for use in obtaining verified data. These forms should consist of employment verification, military record, marriage and divorce data, school history, prior arrest data and previous commitments. A similar system was recently begun in federal correctional programs and was found to be quite successful. This cuts down considerably on the amount of correspondence and makes verification simpler.

- Work Release - Halfway House Programs -

A recent innovation at the Utah State Prison is the Work Release Program in which approximately 14 men are directly involved. A consensus exists on the part of the survey team that this program should be extended to involve as many eligible inmates as possible. The Work Release Program appears to point up the present need for a pre-release guidance center, commonly called the "Halfway House". It is RECOMMENDED that a Halfway House facility be instituted at the State Prison as soon as finances and the problems of administering a program of this nature can be resolved. The Halfway House can be located in a hotel or motel or any other available facility in Salt Lake City, Utah. It should be centrally located so that it would be handy to local transportation.

Participation in a Halfway House Program would permit the inmates to wear civilian clothing, thereby allowing them to seek gainful employment within the community. Following their satisfactory employment for a specific period of time, the participants may be given more extensive leave for recreational purposes and visits with family and friends.

Inmates engaged in this type of program normally return to the Halfway House facility every evening until paroled. Prior to an inmate being paroled, however, he may be considered for weekend passes or furloughs. Pre-release guidance centers of the type outlined here are presently being utilized by the Federal Bureau of Prisons and several state correctional agencies, and are considered an excellent tool of rehabilitation.

It is a well known fact that most offenders released from prison get into difficulty within 60 to 90 days after being placed on parole. The pre-release guidance center assists the offender in making a successful readjustment to community living, thus resolving many of the problems of finances and gainful employment. It is probable that approximately three-fourths of the inmates of the Utah State Prison will eventually be released to live in Utah. This is more than sufficient to justify a Halfway House Program. At the present time, an inmate being released from prison receives \$25 in cash and an additional \$25 for the purchase of clothing. One

needs only to reflect for a moment to realize that this amount of compensation is highly inadequate for the reintegration of the inmate into the community. This problem has been and continues to be one of the primary complaints of the inmate population.

Attendance at the Board of Pardons hearings and discussions with the institutional staff pointed up the fact that the parolee on "conditional termination" does not receive any travel funds to return to the community of his choice. It was estimated by the director of the Division of Corrections that about 12 percent of the inmate population are discharged on a "conditional termination" type of release. Hence, this indicates that inmates are often released from prison and are allowed only 24 hours in which to leave the state of Utah; a type of release which is commonly referred to as a "floater sentence". It is RECOMMENDED that this practice be terminated. The procedure of conditional termination is not conducive to effective rehabilitation and it appears to be a means of "passing the buck" to another jurisdiction. Therefore, it is RECOMMENDED that a system of conditional release be instituted as a provision for insuring supervision of releasees for a definite period of time following release. This would insure that an offender would have a minimum amount of time to serve under the State's jurisdiction and/or supervision following his release. Every effort should be made to arrange

parole planning under the Interstate Compact Agreement. Where such plans are not acceptable to the receiving state, some form of courtesy supervision might be initiated in its place. Should the jurisdiction to which the inmate is released fail to accept supervision, an innovation of this nature (conditional release) would permit the Board of Pardons of the State of Utah to main an "administrative jurisdiction" over the inmate for a period of time specified by the Board and would also provide for the initiation of revocation proceedings should the releasee become involved in further infractions of the law. Through placement of a flash notice with the FBI Fingerprint Division, the Board of Pardons could be notified of any arrest involving the releasee.

- Innovative Activities -

A review of programs available at the prison includes a recent innovation which indicates a progressive step -- it is the recently begun group therapy sessions which will soon be on a bi-weekly basis.

Inmates are presently involved in a "shared decision making" function. It was obvious to the survey team that the inmates wish to recommend the type and amount of disciplinary action to be taken against other inmates and custodial and other institutional staff members who have not followed correct procedure and that the inmates wish to extend this authority into eventual takeover of

administrative authority. Previous experience shows that when shared decision making by inmates involves institutional management, it creates numerous problems leading to eventual termination.¹ The majority of the correctional institutions do not use this technique when it involves institution management. It is RECOMMENDED that the involvement of the inmates through their inmate advisory council be limited to organizing various forms of activity such as athletic events, exhibits, oratorical events, food services, housekeeping, and safety. Supervisory problems should be left specifically to the institutional staff's discretion.

At the present time, there is no specific narcotics treatment program in the Utah State Prison system even though estimates by the institutional staff regarding the number of narcotic cases admitted to the institution vary from four to twelve percent. Although only four percent of the inmates were committed for narcotics offenses, it is believed that a larger percentage of the inmate population has been directly involved in the use of narcotics.

Inmates committed to the prison for felony offenses such as burglary have often committed these offenses in an attempt to feed

¹ The Task Force Report: Corrections, "Shared Decision Making"
pp. 49 - 50.

their narcotic habits. It is believed that many of the inmates with a narcotic problem have been reluctant to reveal this problem to the caseworkers in view of the present method of custody classification. Apparently if there is any evidence of narcotic usage, the minimum custody classification can be restricted. This in itself points up one significant inadequacy in the initial medical psychiatric or casework examination and interview of the inmate. Several inmates indicated a need for a narcotic treatment program and expressed their views as stated above.

III. Conclusions and Recommendations

Conclusions and recommendations to be drawn from a preliminary observation of the current operation of the Utah State Prison are as follows:

1. There is insufficient written data relating to institutional policy, planning, organization, directing, staffing, training and reporting.
2. The physical aspects of the main complex of the prison are highly inadequate. Much needs to be done in the way of immediate repair, sanitation, painting and cleaning to bring the main complex into line with acceptable maintenance standards. Broken windows with jagged glass should be replaced immediately. Future intermediate and long-

- range planning, especially in the area of capital outlay, should include plans for eventual replacement of the main complex facility with newer and smaller medium security units.
3. Planning for newer facilities should include adequate space, resources, staff and equipment for modern medical and dental facilities, informal dining areas, industries, vocational training, educational programs, recreation, counseling and treatment programs and library facilities for staff and inmates.
 4. It is imperative that professional and non-professional staff gear their efforts towards those programs which will result in expedient and effective rehabilitation and reintegration of inmates into society.
 5. Policy making bodies should not interfere with the administration of this correctional institution.
 6. Vocational and industrial programs should be increased in order to convert idle hours into that form of gainful activity which leads to effective rehabilitation of the offender.
 7. Pay scales for inmate work production, release funds and travel funds should be brought into line with comparable standards of other state correctional institutions.

8. Recruitment, selection, placement, training and promotional standards of professional and non-professional personnel should be brought into line with acceptable standards.
9. The preparation and review of classification materials and progress reports should be revised. Attempts should be made to increase the number of appearances and quality of evaluations before the Board of Pardons.
10. Written progress reports on inmates should be maintained on a semi-annual basis by both the custodial and professional correctional staff. In this way, a more accurate assessment of an inmate's behavior may be made by the Board of Pardons.
11. An analysis of the problems presently confronting the inmates at this institution appears to justify the employment of a full-time psychiatrist and a full-time clinical psychologist. It is apparent that part-time psychiatrists have been unavailable when additional help was needed by the inmates.
12. Verification of classification must be accomplished in an orderly manner. Mismanagement of data at the time could result in serious misclassification of inmates.
13. Halfway House Programs should be established in conjunc-

tion with the State Prison facility as soon as finances and problems of administering a program of this type can be resolved.

14. Use of Interstate Compact Agreements for parole should be utilized as soon as possible. Conditional termination should be immediately replaced with a "conditional release program" through which the Board of Pardons can maintain jurisdiction and supervision if so desired.
15. Inmate "shared decision making" should focus primarily upon activities rather than management concerns.
16. A narcotics treatment program should be instituted immediately along guidelines similar to those used in the Civil Addicts Treatment Program. Techniques such as those utilized at the California Rehabilitation Center at Corona, California should be considered for adoption at the Utah State Prison.

IV. Phases for Implementation of Recommendations

- Phase I -

- A. There should be immediate cleaning, painting, sanitizing, and replacement of broken glass in the institution. A high level of cleanliness must be maintained and periodic

inspections should be conducted by the Public Health Service or a related agency on a regular basis.

- B. The name of the Utah State Prison should be changed to the Utah State Correctional Institution to bring it in line with the current philosophy of treatment.
- C. Written institutional manuals concerning organization, policy, planning, directing, staffing and reporting should be developed, maintained and disseminated to proper personnel.
- D. Up-graded in-service training manuals should be developed immediately for recruit, refresher, advanced, specialized and supervisory training.
- E. Conditional termination should be replaced by Interstate Parole or the use of mandatory release.
- F. The director of the Division of Corrections should assume immediate authority to administer the Prison.
- G. Criteria for classification, summaries and progress reports should be reevaluated.
- H. Vocational training, educational programs and treatment programs should be immediately initiated in the women's facility.
- I. Parole of an inmate should be given at the optimum time to effect satisfactory rehabilitation, rather than

adhering to strict consideration in regard to the offense.

- Phase II -

- A. Pay scales, release and travel funds should be made commensurate with the cost of living increase.
- B. Future planning for capital outlay should seriously consider eventual replacement of the main complex facility with newer and smaller medium security units. Such planning should include adequate space, resources, staff, equipment, etc. for modern medical and dental facilities, informal dining areas, industries, vocational training, educational programs, recreation, counseling, treatment programs, library facilities for staff and inmates. Vocational and industrial programs should be continuously increased.

V. Preliminary Survey of the Utah State Industrial School

Procedures utilized in reviewing and analyzing the organization and operation of the Utah State Industrial School included the following:

- 1) A thorough tour of the physical facilities of the institution which houses both male and female delinquent wards.
- 2) Interviews conducted with administrators, other professional and custodial staff, and wards of the school.
- 3) A review of pertinent literature, manuals, staff studies, budget documents, and various other educational, vocational and therapeutic data was made. Among these are:
 - a. The recent annual report to the Governor;
 - b. The administrative manual;
 - c. The staff development manual and survey;
 - d. The recent study of factors which may influence the implementation of a vocational education curriculum at the Utah State Industrial School.

Following the review and analysis of the organization and operations of this facility, it is our opinion that the Utah State

Industrial School has a most progressive program when compared with similar facilities throughout the nation. Further, it is our opinion that Mr. Claud Pratt, superintendent, and his staff have done a commendable job in bringing to this facility many of the innovations currently being recommended in recent state and national studies concerning institutions of this type (e. g., the recent Task Force Reports on Juvenile Delinquency and Corrections).

In view of the limited time remaining for the completion of this second report, and because there is ample written data available regarding the organization and operations of the School, time will not be taken to give an in-depth detailed account of the facility.

Deficiencies, future goals and programs noted during the tour of the facility and analysis of the data reviewed indicate that the survey team's recommendations are not highly dissimilar to those outlined by the superintendent and his staff in the most recent fiscal report to the Governor. To permit the survey team to indicate additional needs and recommendations for the Industrial School, each of the superintendent's recommendations will be examined and commented upon in order.

1. The first recommendation calls for expansion within the State's program to involve the construction of a new

institution to house young adult offenders — boys between the ages of 17 and 21. It is our opinion that this recommendation be further explored in order to include offenders up to the age of 25.

This seems to be an essential consideration in view of current statistics which reveal that approximately seventy-five percent of the inmates in the Utah State Prison range from age 15 to 30. This points up the need for an intermediate type facility.

Prior to the development of actual planning, it would be advisable to explore an existing, similar program being utilized by the Federal Correctional System. This system is commonly referred to as the Federal Youth Corrections Act. This Act permits a young offender up to the age of 26 to be committed for treatment for an indeterminate period. Therefore, it is the RECOMMENDATION of the survey team that a study be made regarding the expansion of the State Industrial School to include a satellite institution which may be built upon available land surrounding the present facility. After a thorough study, further legislation may be necessary in order to define the jurisdiction of the age group of the offenders. The possible development of a

Department of Youth Authority should also be explored. In addition, consideration should be given to absorbing this indeterminate age group into the jurisdiction of the present State's youth services. Serious thought should be given to the establishment of a pre-release type program which could be located in several of Utah's major cities. These programs could be utilized to provide for the care and supervision of the older offender group. Such programs may be developed along the guidelines of the Federal Halfway Houses which have been highly successful.

2. Recommendations have been made for construction of a vocational building, a warehouse, a new administration building, two boys' duplex cottages with a capacity of forty wards per cottage, and an additional girls' cottage to house twenty girls. It is RECOMMENDED that the present main female complex, which is highly inadequate, be closed. This building may be renovated to fill the request for a new administration building. Presently, this large two-story female facility is overcrowded and the physical structure itself is unsatisfactory, making it impossible to supervise the girls under the present treatment program. Since this facility houses over

eighty percent of the female population at the Industrial School, additional cottages for the female wards will be needed. Apparently this facility is the one major sore spot of the entire institution. Another recommendation regarding the physical facilities of the school which should be given consideration is that of increasing the recreational facilities for group activities to include an indoor swimming pool.

3. During discussions with administrative and casework staff, the need for additional personnel was continuously stressed. Recommendations regarding staff, therefore, should include additional teaching staff, caseworkers, a dietician, and a full or part-time psychiatrist. The current casework staff is hampered by large caseloads of fifty to sixty cases. It is RECOMMENDED, therefore, that the present caseload be reduced to a maximum of not more than thirty cases per caseworker. Because of the increased caseload, it has been necessary to initiate the use of field parole caseworkers, three of whom are presently located in Salt Lake City. This means that caseworkers at the institution who are familiar with individual cases and who have worked with both the ward and his family are forced to turn over their cases

to field workers unfamiliar with the problems confronting both the ward and his family. Such activity hampers expedition of the clients in that the field caseworker must take time to familiarize himself with the particular case before the type of rapport necessary for satisfactory handling of the case can be established. This approach causes a breakdown in the rehabilitative process.

4. It became evident to the survey team that a problem existed relative to retaining professional and non-professional staff at the Industrial School. Apparently this is due to low salaries, poor fringe benefits and the unattractiveness of working in an institutional setting. Many professional staff are being enticed to other states where salaries appear to be more lucrative.
5. The administration of the Industrial School should not be subject to political pressures which result in its manipulation. Evidence exists which indicates that numerous attempts have been made to place the Industrial School under the Board of Education and/or the Division of Corrections. The survey team concurs with the recommendations proposed by the superintendent

(as delineated in his memorandum of September 17, 1967) which advises that a complete study be made prior to making a decision of this magnitude. The memorandum adequately points up the fact that there is ample data affirming the value of retaining the Industrial School under the Division of Welfare. In addition, this memorandum stressed the fact that only two states presently operate their juvenile correctional facilities under the Department of Education and that one of these states is presently contemplating a change. The survey team recognizes the fact that most of the children who are committed to industrial schools of this type are school failures, and have probably been expelled from public school programs on many occasions. This, accompanied by the problem of aftercare services, would remove the institution from close identification with the Juvenile Courts. Additional data on the unfeasibility of placing this institution under the Department of Education are adequately covered in the memorandum as stated and should be recommended reading for those concerned with this particular aspect of the problem.

6. The Annual Report of 1966 recommended that the Utah

State Industrial School name be changed to the "Utah Rehabilitation Center". It is our RECOMMENDATION that this might be explored further. However, one suggestion which might be adopted is "Utah State Youth Training Center". A name such as this would do away with the stigmatized connotation accompanying terms such as "industrial" and "rehabilitation."

7. It was apparent to the survey team that a considerable amount of research has been compiled, reviewed and analyzed by the staff of the institution. We therefore RECOMMEND that additional funds be made available for continuing and strengthening the present research programs. Funds should also be made available for in-service training programs, institutes, workshops, weekly training bulletins, daily roll call training and other innovations which might keep the staff apprised of the latest developments in the correctional and juvenile fields. In addition, it would be beneficial to the State of Utah if an inter-change of custodial and professional staff with comparable staff of other state youth correctional facilities be seriously considered. Even if this were done on a short-term basis, it would enhance both the staff of the Utah State Industrial

School and that of the other institutions taking part in the program.

8. There has been a great deal of discussion relating to instituting a vocational training program at the School. Current vocational training at this facility focuses upon automotive and woodwork training programs. Some instruction, however, is given under the Industrial Arts and Crafts program, and focuses upon pre-vocational rather than vocational or academic training. The survey team has had an opportunity to examine the recent study on vocational training entitled "A Study of the Factors that May Influence the Implementation of a Vocational Education Curriculum at the Utah State Industrial School". Although the survey team may concur with the conclusions and recommendations of this study, it is our contention that any thought given to vocational training at the School should focus attention upon the pre-vocational aspects of the problem. This consideration is made in view of the average age of the ward and other factors relating to his learning ability. In view of the high percentage of boys and girls who fall below average in academic ability, and in view of their difficulty in adjusting to academically oriented programs,

it is our opinion that the present curriculum be expanded to encompass both academic and trade school training.

9. Another of the major problems confronting the staff of the institution is the problem of runaways (AWOLS). At the present time, approximately forty-four percent of the wards have run away from the institution on one or more occasions. Eighteen of these continue to remain at large. Part of this is due to the lack of perimeter security measures, such as fencing and adequate lighting. Presently, the facility is not entirely enclosed by suitable fencing or other adequate security precautions. Part of this can be attributed to the current philosophy of the institutional staff regarding rehabilitation versus confinement. Members of the staff appear to be in disagreement as to whether or not fencing or some other means of security should be installed. In view of the high percentage of AWOLS, the present administration is considering the possibility of fully enclosing the facility with eight foot fencing. In addition to keeping unauthorized individuals from entering the premises, it may resolve some of the problems regarding the confinement of the absconder. In the opinion of the survey team, the possibility of electronics' surveillance might

be explored. Examples of this type of surveillance could include closed circuit television and infra-red warning devices. Utilization of this type of surveillance would greatly reduce capital outlay, maintenance and patrol costs, which are still essential when perimeter fencing security is utilized. Consultation should be held with specialists from electronic firms concerning the utilization of this approach to a correctional facility.

In conclusion, it is the opinion of the survey team that the Utah State Industrial School is currently functioning at a high level of efficiency. Manuals and other written data pertaining to the organization and operation of this facility are kept both current and readily accessible. Many new techniques for handling problem children are constantly being explored and utilized in attempting to resolve the problems of the wards. Among the innovations being attempted at this facility are:

1. Utilization of small but adequately staffed duplex cottages.
2. A high relationship of professional to non-professional staff.
3. Hiring of academic staff with both credentialed and

specialized training to fit specific needs of the wards.

4. Maintenance of continuous staff training and development.
5. Maintenance of a high level of inter-personal relationships between staff and wards.
6. Utilization of the "team approach" in dealing with the treatment of the wards.
7. Conducting regular and group therapy sessions.
8. Basing segregation of wards on a number of factors relating to the individual ward's makeup, rather than segregation by age alone.
9. Utilization of the educational approach to activities and events such as dancing, other social and recreational activities, etc.
10. Maintenance of a close relationship with local colleges and universities. Numerous interns were utilized in the School's programs. Frequent use of work release programs, furloughs and home-holiday visits are encouraged. During the past year, over fifty vocational and educational tours were conducted without incident. This in itself is highly commendable.

Let us reiterate that some of the immediate needs to which serious attention should be given are:

- 1) Increasing the number of casework staff, both in the School and aftercare programs.
- 2) Replacement of the obsolete and inadequate female facility.
- 3) Improvement of security measures which will reduce the high percentage of runaways.
- 4) The exploration, planning and construction of a new intermediate age group facility, which is presently nonexistent in Utah.