

44162

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

CORRECTIONS

MANPOWER AND TRAINING

44162

Approved by
Utah Corrections Task Force and
Utah Council on Criminal Justice Administration
255 South 3rd East
Salt Lake City, Utah 84111



GALVIN L. RAMPTON
GOVERNOR

STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY

NCJRS

DEC 13 1977

ACQUISITIONS

Dear Citizens:

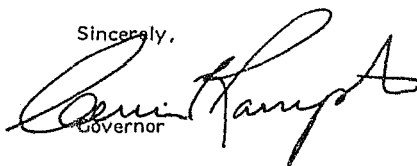
This pamphlet is one of a series of reports of the Utah Council on Criminal Justice Administration. The Council's five Task Forces: Police, Corrections, Judicial Systems, Community Crime Prevention, and Information Systems, were appointed on October 16, 1973 to formulate standards and goals for crime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

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

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

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

Sincerely,


Governor

MANPOWER AND TRAINING

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

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

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

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

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

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

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

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INTRODUCTION

The recruitment, training, and holding of manpower is one of the necessary activities of any organization. Each organization has its own special problems in relation to these objectives. The problems of correctional agencies are somewhat similar. The standards in this pamphlet address the problems of manpower and training of correctional agencies in a general way. They do not get into the specifics of how these goals are to be attained by any specific correctional agency.

Standard 3.1, Recruitment of Correctional Staff, suggests some areas that will make it easier and more equitable to recruit and hold the best people in correctional positions. These areas are: (1) revising some standard practices which give corrections a military orientation, (2) elimination of some questionable recruitment restrictions, (3) active recruitment of minority groups, women, etc. (4) task analysis and relevant testing of correctional positions, and (5) an open system of selection.

Minorities are disproportionately found in the ranks of corrections: over-represented as clients and under-represented as staff. **Standard 3.2, Recruitment from Minority Groups**, is aimed at correcting this disparity through (1) re-examining job qualifications and hiring policies; (2) insuring that tests for jobs are related to the work and not culturally biased, (3) providing special training to improve relationships among culturally diverse staff and clients; and (4) making special efforts to enable a minority to accept correctional positions.

The purpose of **Standard 3.3, Employment of Women**, is to increase the number of women in correctional agencies by making it easier for women to enter and stay in corrections.

Standard 3.4, Employment of Ex-Offenders, is directed toward allowing ex-offenders to work in correctional agencies and actively recruiting them for such work.

Standard 3.5, Employment of Volunteers, suggests that volunteers can be used more effectively by: (1) making special recruitment efforts among minority groups, poor, ex-offenders, inner-city residents, and professionals who can bring their expertise or serve as success models; (2) providing training for the volunteers; (3) providing a paid volunteer coordinator; (4) including volunteers in organizational development efforts; (5) having an insurance plan available for volunteers; and (6) special recognition of volunteers who make an exceptional contribution.

The focus of **Standard 3.6, Personnel Practices for Retaining Staff**, is competitive salaries, advancement opportunities, career development, and retirement systems increasing job satisfaction and staff retention.

The concept of participatory management is essentially the bringing together of staff administration and inmates to chart the future course of the correctional operation. The objectives of participatory management include:

1. Creating an open, problem-solving climate.
2. Supplementing role or status authority with authority of competence.
3. Assigning decision-making and problem-solving responsibilities as close to information sources as possible.
4. Building trust among individuals and groups within the organization.
5. Maximizing collaborative efforts.
6. Increasing personal enthusiasm and satisfaction.
7. Expanding individual and group responsibility in planning and implementation.
8. Increasing self-control and direction for persons within the organization.
9. Encouraging confrontation of organizational problems, both within and among groups, in contrast to "sweeping problems under the rug."

Standard 3.7, Participatory Management, suggests that correctional agencies should use participatory management concepts in their management philosophy, since this would facilitate retaining staff and reducing frustration.

Several problems prohibit a simplistic solution to the educational problems of corrections. Correctional problems vary widely, ranging from maximum security incarceration to voluntary drug abuse treatment. Educational requirements for personnel to run

these programs overlap in some areas, differ significantly in others. Because of this confusion, development of a core discipline that could prepare a person to work in corrections or the broader criminal justice system has been slow.

Standard 3.8, Coordinated State Plan for Criminal Justice Education, is designed to address this problem. The development of a state plan for coordinating criminal justice education is suggested. It suggests who should develop a criminal justice educational plan and what should be addressed in it. Criteria for the distribution of Law Enforcement Education Program (LEEP) funds are suggested. Those who have completed a pre-service or in-service program should receive proper job advancement or employment for their skills. Rewards (either increased salary or new work assignments) should be used as incentives for current staff to pursue an educational program.

The need for planning, supporting, and implementing intern and work-study programs is suggested in **Standard 3.9, Intern and Work Study Program**. An internship is a non-paid practical experience, generally supervised by a qualified professional, in a clinical setting after a student has completed specific academic preparation. Work-study programs are generally a paid work experience under supervision after a short orientation/study period with a continuing study program supervised from the campus.

In implementing intern and work-study programs, recruitment, coordination, collaborative planning, evaluation, realistic pay, and follow-up should be considered.

Generally, staff development has a very low priority, as indicated by lack of commitment of training dollars, staff, and time in most correctional agencies. **Standard 3.10, Staff Development**, is designed to upgrade the priority of training in correctional agencies. To upgrade staff development, the following items are considered:

1. Qualified trainers to develop and direct the staff development program.
2. Management's responsibility for training.
3. Opportunity for training.
4. Amount of time spent in training.

5. Financial support for training from LEAA.
6. Private and higher education resources.
7. Sabbatical leaves for correctional personnel.

The following pages give each of the ten standards as adopted for Utah. Following each standard is a brief description of the current Utah Correctional System as it relates to the standard and a suggested method to implement the standard.

STANDARD 3.1 RECRUITMENT OF CORRECTIONAL STAFF

Correctional agencies should begin immediately to develop personnel policies and practices that will improve the image of corrections and facilitate the fair and effective selection of the best persons for correctional positions.

To improve the image of corrections, agencies should:

1. Discontinue the use of uniforms.
2. Replace all military titles with names appropriate to the correctional task.
3. Discontinue the use of badges and, except where absolutely necessary, the carrying of weapons.
4. Abolish such military terms as company, mess hall, drill, inspection, and gig list.
5. Abandon regimented behavior in all facilities, both for personnel and for inmates.

In the recruitment of personnel, agencies should:

1. Eliminate all political patronage for staff selection.
2. Eliminate such personnel practices as:
 - a. Unreasonable age or sex restrictions.
 - b. Unreasonable physical restrictions (e.g., height, weight).

- c. Unreasonable barriers to hiring physically handicapped.
- d. Questionable personality tests.
- e. Legal or administrative barriers to hiring ex-offenders.
- f. Unnecessarily long requirements for experience in correctional work.
- g. Residency requirements.

3. Actively recruit from minority groups, women, young persons, and prospective indigenous workers, and see that employment announcements reach these groups and the general public.

4. Make a task analysis of each correctional position (to be updated periodically) to determine those tasks, skills, and qualities needed. Testing based solely on these relevant features should be designed to assure that proper qualifications are considered for each position.

5. Use an open system of selection in which any testing device used is related to a specific job and is a practical test of a person's ability to perform that job.

UTAH STATUS AND COMMENTS

Image

State Prison personnel wear blazers, although new employees wear a khaki uniform. Military titles are used at the prison, although this practice is now changing. Instead of a badge, officials wear a crest on their blazers. Since 1957, prison officials have not carried weapons. Weapons are stored in a central armory outside the prison, and are used only in the event of an escape. However, each tower is fully armed. Weapons are not used in any other correctional institution. The system of regimented behavior has not been used for many years. Adult Probation and Parole officers do not wear uniforms or use military terminology. However, as deputized peace officers, they wear badges and have recently been issued weapons.

City and county jail personnel wear uniforms and badges.

Two years ago, the Salt Lake City/County Jail considered using crests (cloth badges), but rejected the idea. Some military terms, such as mess hall, are used in the jails.

All juvenile correctional personnel meet this Standard.

Patronage

All state correctional personnel, except the Prison Warden, the Director of the Board of Corrections, and the Executive Secretary of the Board of Pardons, are under the state merit system. Most county correctional personnel are covered by a merit system, also. However, Salt Lake County Jail personnel have been actually hired by the Deputy Sheriff in charge of the jail. On January 3, 1974, Salt Lake County Attorney Carl Nemeika ruled that jail personnel are under the Salt Lake Deputy Sheriff's Merit Board. In the small local jails, employees are usually personally hired by the sheriff.

Personnel Practices

The only formal age requirement for state correctional personnel is that a licensed social service aide be "at least 18 years of age." However, a minimum three-year work requirement for State correctional officers and a higher education requirement for other entry-level correctional positions serve the same purpose as a formal age requirement. County and local jail personnel usually must be 21. A minimum age of 19 is required to work at the Salt Lake County Detention Center. Due to the nature of the facilities (i.e., open showers) and the demands of the job (i.e., shakedowns), correctional officers must be the same sex as their inmates. Both sexes can fill all other correctional positions. (See Standard 3.3).

The job specification for a state correctional officer reads that a candidate must have the ability to pass a physical examination and agility test. However, these tests have never been administered. No other formal physical restrictions exist for any other correctional position regardless of jurisdiction. Nevertheless, the tendency is to hire big people.

Other than the threat of an agility test for correctional officers, no formal barriers exist for hiring the qualified physically handicapped. In fact, Salt Lake County Jail has several handicapped people on their staff.

No personality tests are given, and there are generally no long experience requirements for entry level positions.

The work experience requirement for correctional officers does not have to be in a job-related field and can be substituted by schooling. The minimum requirement for a probation and parole officer is a bachelor's degree. A correctional or community treatment counselor must have three to four years of work experience of which one or two must be work related. This specialized employment cannot be substituted by schooling. Therefore, the college graduate is paralyzed because it takes him five years after high school graduation to achieve minimum requirements, while it takes the high school graduate only three years.

Standard 3.4 provides a complete discussion of the barriers to hiring ex-offenders.

The state has no residency requirement, and neither do most counties. While some cities may require their employees to live within the city limits, others require that employees live only within the county where the city is located (example: Salt Lake City). If correctional personnel are given peace officer status, many different restrictions apply.

Active Recruitment

There has been no active recruitment program. If a merit system exists in the jurisdiction, employment circulars are generally not widely circulated. If no merit system exists, employee referrals or personal contacts are often used. On December 6, 1973, Governor Rampton issued an Executive Order directing "each agency and department of state government to formulate and implement an acceptable plan of Affirmative Action to Achieve Equal Employment Opportunity in State Government." The program is too new to make any assessment of it. Although the Governor's order applies only to state personnel, federal regulations require recipients of federal money within the criminal justice system to formulate and implement an Equal Employment Opportunity program in order to receive further assistance. The program must also include active recruitment policies. As of December 31, 1974, all recipients of such money were to have filed a certificate that they have met the act. Auditing for implementation has begun. Salt Lake City, Salt Lake County, Weber County, and Ogden City have equal opportunity coordinators.

Task Analysis

This is a procedure of breaking a specific position into detailed jobs. In contrast to task analysis, a job specification is very general. Although the State Division of Personnel has never done this type of classification, the Division of Family Services has analyzed some of its personnel in this manner. Included in their study was District 4 Juvenile Court personnel and the Day Care and Foster Care personnel in Ogden. The Division of Family Services hopes to eventually analyze all personnel in the department, including those at the State Industrial School. No other agency has done any task analysis, although Adult Probation and Parole has inquired into its use. The more specific social service licensing test is an indirect result of this task analysis.

The only other written exam given is the probation and parole officer's test. The State Personnel Office is in the process of reviewing all written tests for content validity, although the probation and parole officers' exam has not yet been validated. Written tests for correctional officers at the prison and counselors at the county detention center have been deemed irrelevant and eliminated. The oral interview is the primary selection device. Presently, federal regulations concerning selection procedures and test validation are being considered. These regulations would affect both the state and local governments.

An open system allows people outside the specific agency to enter at middle and senior levels. Such a lateral entry can either be an inter-jurisdictional transfer or an inter-agency transfer. Under the Utah merit system, lateral entry is only possible if the person is already covered by the Utah merit system. He can then bid on a job without going through the register. Otherwise, he has to go through the register. Job specifications often require so many years of "related work experience." This term is interpreted broadly and does not necessarily mean working in the same agency. However, some job qualifications are written so that only experience in a certain agency counts. Most job specifications allow education to replace previous work experience requirements. However, many of these substitutions are impractical. Lateral entry is possible and does occur among probation and parole officers and functional specialists. However, correctional officers and counselors have a closed system, with promotion strictly from within.

METHOD OF IMPLEMENTATION

Through the efforts of the League of Cities and Towns and the Association of Counties, local jurisdictions should be encouraged to adopt this standard. Physical requirements and agility test requirements for correctional officers should be eliminated, and interviews, strictly observed probationary periods, and possible training programs (see Standard 3.2) should be used. Full implementation of the State Affirmative Action Program and full enforcement of federal regulations regarding Equal Employment Opportunities should be encouraged. Further encouragement and assistance should be given to task analysis efforts. Personnel agencies should adopt a formal statement clarifying their lateral entry policy and then should adopt procedures encouraging its use.

STANDARD 3.2 RECRUITMENT FROM MINORITY GROUPS

Correctional agencies should take immediate, affirmative action to recruit and employ minority group individuals (Black, Chicano, American Indian, Puerto Rican, and others) for all positions.

1. All job qualifications and hiring policies should be re-examined with the assistance of equal employment specialists outside the hiring agency. All assumptions (implicit and explicit) in qualifications and policies should be reviewed for demonstrated relationship to successful job performance. Particular attention should be devoted to the meaning and relevance of such criteria as age, educational background, specified experience requirements, physical characteristics, prior criminal record or "good moral character" specifications, and "sensitive job" designations. All arbitrary obstacles to employment should be eliminated.

2. If examinations are deemed necessary, outside assistance should be enlisted to insure that all tests, written and oral, are related significantly to the work to be performed and are not culturally biased.

3. Training programs, more intensive and comprehensive than standard programs, should be designed to replace educational and previous experience requirements. Training programs should be concerned also with improving relationships among culturally diverse staff and clients.

4. Recruitment should involve a community relations effort in areas where the general population does not reflect the ethnic and cultural diversity of the correctional population. Agencies should develop suitable housing, transportation, education, and other arrangements for minority staff, where these factors are such as to discourage their recruitment.

UTAH STATUS AND COMMENTS

By Executive Order, Governor Rampton directed each state agency and department to formulate and implement "an acceptable plan of Affirmative Action to achieve Equal Employment Opportunity in the State Government . . .". In this same order, the Governor created an Office of Equal Employment Opportunity (EEO) to coordinate the program, and a seven-member advisory council to monitor the program. Each agency's plan is to be approved by these two bodies. The Executive Order also gives the EEO the power "to issue regulations, standards, and other guidance" as may be necessary to implement the Affirmative Action Program.

A full-time EEO officer has been appointed with a part-time staff of five people. Each state agency has appointed an EEO coordinator, who is responsible for formulating and implementing the EEO plans. According to the state plan, the agency EEO coordinators and their respective personnel officers, along with the assistance of the State Personnel Office, are to review employment and promotional procedures to ensure that they are valid, job-related, and non-discriminatory. At the present, the state Affirmative Action program is too new to make any assessment of it.

Federal regulations, which would apply to any government entity seeking federal funds, are now being considered. These regulations lay out specific guidelines for employee selection, including strict testing validation procedures.

In Utah, there are no existing training programs to replace education and experience requirements. The State Affirmative Action Plan sets as a goal the appropriate development and implementation of training and promotional programs for minorities and women. However, this program is aimed at those already employed, and would be part of present orientation and in-

service training. In order to improve cultural relationships, the State Department of Social Services has a ten-week, thirty-hour course on cultural awareness. Present employees are now attending this course at the University of Utah.

Table 1 illustrates the problem addressed in paragraph 4.

Not only are minorities disproportionately represented among clients and staff, but they are often not represented in the general population of the surrounding area. (See Table 1.) Minorities may be dissuaded from joining the staff because they are unable to locate in a hospitable location. The State Prison is in Salt Lake County about twenty miles from the center of Salt Lake City; however, about 60 percent of the Prison personnel live in Utah County. By law, only the warden has to live at the compound (64-9-11 UCA). Although other employees may live on the prison grounds (64-9-22 UCA), none do. The State Industrial School is located within the city limits of Ogden. No State Industrial School personnel have to live at the school, even though three families do reside there.

The community relations program of the Division of Corrections consists of numerous student tours through the prison and speaking engagements by both staff and inmates. The State Industrial School has a similar program, with volunteer program. Within the last year, five former volunteers have joined the staff. No single person is responsible for public relations, although the division has previously requested money to contract out for such help.

METHOD OF IMPLEMENTATION

Full implementation of the State Affirmative Action Plan is needed. Instituting a pilot program under the auspices of State Personnel and the Division of Corrections would fulfill the requirements of paragraph 3. Further administrative action is necessary to expand the community relations effort. Also, the Division of Corrections should be appropriated the money to contract out for public relations help.

TABLE 1

RACIAL DISTRIBUTION OF INMATES, STAFF, AND SURROUNDING COMMUNITY

	White	Negro	Indian	Chicano (Spanish Surname)	Other
Prison (n = 562)	72%	10%	3%	15%	—
Prison Staff (n = 155)	figures not available				
Utah County (n = 137,266)	98%	.03%	.4%	.9%	.6%
Salt Lake County (n = 449,781)	94%	.5%	.35%	4.1%	1%
SIS (approx.) (n = 155)	70%	3%	8%*	19%	NK
SIS Staff (approx.) (n = 161)	77%	3.7%	NK	19%	NK
Weber County (n = 122,315)	92%	1.7%	.4%	4.8%	1%
Utah State (n = 1,059,273)	94%	.6%	1%	3.5%	.9%

*Only about a quarter of these Indians were referred to the SIS by the Utah system. The rest have been contracted to the school from surrounding states and the Bureau of Indian Affairs.

SOURCES: 1973 Statistical Abstract of Utah and the Board of Education Survey of Spanish Surnames.

STANDARD 3.3 EMPLOYMENT OF WOMEN

Correctional agencies immediately should develop policies and implement practices to recruit and hire more women for all types of positions in corrections, to include the following:

1. Change in correctional agency policy to eliminate discrimination against women for correctional work.
2. Provision for lateral entry to allow immediate placement of women in administrative positions.
3. Development of better criteria for selection of staff for correctional work, removing unreasonable obstacles to employment of women.
4. Assumption by the personnel system of aggressive leadership in giving women a full role in corrections.

UTAH STATUS AND COMMENTS

Female prison employees consist of a small clerical staff, the matron staff, one correctional officer who shakes down women visitors, and the director of psychology. Six out of 53 (or 11%) of the Adult Probation and Parole officers are women. Although a female probation-parole officer could be handicapped in transporting and apprehending a client, she can receive assistance in this situation. The discretion to hire is left to the area director. In one district, three of the six parole officers (or 50%) of that district's staff are women.

Of the 161 employees at the State Industrial School (SIS), 45 are women (approximately 28%). The employees comprise half the teaching staff, all the girl cottage supervisors, and the secretarial, nursing, and cafeteria personnel. All of the nine caseworkers (including the three involved solely in the after-care program) are men. According to state law, jail facilities must provide a matron for female inmates (17-22-5 UCA). Otherwise, jails have no other female personnel.

On the administrative level, two women are on the eight-member Board of Corrections, and one woman is on the three-member Board of Pardons. In Adult Probation and Parole, one woman serves as an administrative assistant. No women are in

administrative positions at the State Industrial School or its after-care program. There are also no women in the top administration of the prison. Even the director of the Women's Community Corrections Center is a man.

No lateral entry exists for prison line personnel. However, lateral entry does occur among probation and parole officers and functional specialists. (See Standard 3.1.)

The Affirmative Action Program and the Federal regulations outlined in Standard 3.1 are applicable to the active recruitment of women.

METHOD OF IMPLEMENTATION

This standard can be fully implemented through a full mobilization of the State Affirmative Action Plan and strict enforcement of federal regulations regarding equal employment. Administrative action should be taken to allow and encourage lateral entry.

STANDARD 3.4 EMPLOYMENT OF EX-OFFENDERS

Correctional agencies should take immediate and affirmative action to recruit and employ capable and qualified ex-offenders in correctional roles.

1. Policies and practices restricting the hiring of ex-offenders should be reviewed and, where found unreasonable, eliminated or changed.

2. Agencies should not only open their doors to the recruitment of ex-offenders, but should also actively seek qualified applicants.

3. Training programs should be developed to prepare ex-offenders to work in various correctional positions, and career development should be extended to them so they can advance in the system.

UTAH STATUS AND COMMENTS

Utah law states that in order to get a license, a social worker

or aide must show evidence that he is a person of "good moral character" (58-35-5 UCA). Although this is the only legal barrier for ex-offenders in correctional work, numerous other Utah licensing requirements contain restricting provisions. If given peace officer status, state law may demand correctional personnel to show evidence of "good moral character" and might categorically deny employment to ex-felons (67-15-6 UCA).

Although personnel departments have no policy as such against hiring ex-offenders, they will accept a department's rejection of a candidate because of his record. Therefore, employment of an ex-offender is at the discretion of the hiring agency. According to the administrative policy of the State Division of Corrections, sex offenses and, depending upon the nature of the charge, felony charges reduced to a misdemeanor are basis for not hiring. A felony ex-offender must be off parole to be considered. At present, there are five felon ex-offenders employed by the Division of Corrections including a case aide and a probation and parole officer. An unknown number of ex-misdemeanants are also employed by the division. Presently, there are five or six ex-offenders working within the juvenile correctional system. There are also some ex-offenders working at the Halfway House. However, they are not recruited and no career or training program exists.

At the county and local level, employment is also at the discretion of the department. Salt Lake County Jail's policy has been not to hire ex-offenders; however, the jail is considering hiring an ex-offender for their next opening. The policy of the Salt Lake County Detoxification Center is to refuse work to reformed alcoholics.

METHOD OF IMPLEMENTATION

The policies of both personnel and correctional agencies should be reviewed. A training program within the Adult Probation and Parole Section to develop ex-offenders for correctional work should be developed. The Affirmative Action Program apparatus to actively recruit ex-offenders who are off probation or parole should be expanded. Similar programs, where applicable, should be instituted on the juvenile level also.

STANDARD 3.5 EMPLOYMENT OF VOLUNTEERS

Correctional agencies should immediately begin to recruit and use volunteers from all ranks of life as a valuable additional resource in correctional programs and operations, as follows:

1. Volunteers should be recruited from the ranks of minority groups, the poor, inner-city residents, ex-offenders who can serve as success models, and professionals who can bring special expertise to the field.

2. Training should be provided volunteers to give them an understanding of the needs and lifestyles common among offenders and to acquaint them with the objectives and problems of corrections.

3. A paid volunteer coordinator should be provided for efficient program operation.

4. Administrators should plan for and bring about full participation of volunteers in their programs; volunteers should be included in organizational development efforts.

5. Insurance plans should be available to protect the volunteer from any mishaps experienced during participation in the program.

6. Monetary rewards and honorary recognition should be given to volunteers making exceptional contributions to an agency.

UTAH STATUS AND COMMENTS

Correctional agencies in Utah utilize volunteers to varying degrees throughout the system. Generally, each correctional agency, in some fashion or another, utilizes volunteers, primarily in service delivery systems. The Utah State Division of Corrections at the Utah State Prison and the Adult Probation and Parole Section make use of volunteers through the Utah State Prison Family Home Evening Program and through the delivery of misdemeanor probation services. The Utah State Juvenile Court, within the neighborhood probation program, utilizes volunteers in the delivery of probation services. Private businessmen, jaycees, business organizations and housewives are utilized in this program. In the various detention centers throughout the state,

most noteworthy is the volunteer program at the Salt Lake County Detention Center. In its entirety, the arts and crafts program is staffed with volunteers. An extensive counseling program utilizes volunteer efforts.

To varying degrees, each one of the private group homes makes use of volunteers. Private business organizations, such as "Big Brother," the Jaycees, and the Lions Clubs, are actively involved in promoting limited volunteer services in group home programming.

Few, if any volunteer programs exist in the Utah jail system. This is primarily due to the lack of rehabilitation correctional programming in these facilities.

WITH RESPECT TO THE STANDARD:

1. Volunteers are generally recruited from ranks of all interested people in volunteer programs. Equal opportunity exists for minorities, poor, ex-offenders, etc., to participate in volunteer programs.

2. Each individual correctional agency provides some orientation and training for the individual agency volunteer program. This is, perhaps, one of the weakest points in the Utah system—that of selection and training of the volunteer who will participate.

3. In most cases, volunteer coordinators are in existence within each correctional agency. The coordinator is either designated and is a full-time employee, a full-time volunteer, or is a part-time employee who has the volunteer coordination responsibility as a part of the regular job description.

4. Utah correctional administrators generally embrace the utilization of volunteers in both planning and the execution of programs. However, most correctional agencies in Utah have not developed clear-cut statements of priorities, goals and objectives concerning the use of volunteers in the planning and execution of correctional programs. The State Industrial School, major detention centers, the State Prison, and the Division of Corrections all have lay citizen boards, which may be, upon the discretion of the various administrators, used in organizational development efforts.

The Utah State Division of Corrections has made use of

citizen advisory boards in the development of correctional programs for Adult Probation and Parole (misdemeanant services, the Utah State Prison Women's Correctional program, the Ninety-Day Diagnostic Referral program, and others). The State Industrial School utilizes its citizen advisory board to advise them in internal school program development, problems of community relations and education, and to consider problems of future direction of the State Industrial School and the Utah juvenile correctional system. The three Class "A" detention centers in Utah utilize citizen advisory boards to varying degrees to facilitate program development.

5. Insurance plans are generally not available to the individual volunteer worker participating in Utah correctional programs. The question of liability of Utah correctional agencies should be addressed, particularly when volunteers have direct contact with clients, and/or when volunteers are working within a correctional setting and are placed in situations where job demands may place the volunteer in physical jeopardy.

6. Only the Utah "Big Brother Association" volunteer program meets this paragraph. Few if any recognition programs exist for volunteers throughout the Utah correctional system.

METHOD OF IMPLEMENTATION

Administrative action. Each correctional agency should immediately adopt a volunteer utilization plan based upon this standard. Funds for the implementation of a volunteer program, insurance plans, monetary rewards, or honorary recognition should be sought from various funding sources, such as private foundations and grants, federal grants, and/or legislative appropriation.

STANDARD 3.6 PERSONNEL PRACTICES FOR RETAINING STAFF

Correctional agencies should immediately re-examine and revise personnel practices to create a favorable organizational climate and eliminate legitimate causes of employee dissatisfaction in order to retain capable staff. Policies should be developed that would provide:

1. **Salaries for all personnel that are competitive with other parts of the criminal justice system, as well as with comparable**

occupation groups of the private sector of the local economy. An annual cost-of-living adjustment should be mandatory.

2. Opportunities for staff advancement within the system. The system should also provide opportunities for lateral entry and promotional mobility within jurisdictions and across jurisdictional lines.

3. Elimination of excessive and unnecessary paperwork and chains of command that are too rigidly structured and bureaucratic in function, with the objective of facilitating communication and decision-making so as to encourage innovation and initiative.

4. Appropriate recognition for jobs well done.

5. Workload distribution and schedules based on flexible staffing arrangements. Size of the workload should be only one determinant. Also to be included should be such others as nature of cases, team assignments, and the needs of offenders and the community.

6. Each correctional employee should be eligible to participate in a career pension system similar to the Public Safety Retirement Plan, as adopted by the Utah State Department of Public Safety and other police agencies. This system should permit movement within the elements of the criminal justice system and from one correctional agency to another without loss of retirement benefits.

7. Correctional agencies should develop professional career positions for the retention of correctional staff (i.e., educational and vocational counselors, psychologists, and social work personnel) that would allow for these professional people to practice their profession without moving into supervisory or administrative positions to receive higher salaries.

UTAH STATUS AND COMMENTS

The Utah correctional system generally meets this standard, except in the specific areas as noted below:

1. Table 2 is a listing of the major law enforcement or criminal justice agencies' salaries throughout the Wasatch Front area. Salaries generally are quite competitive and compatible throughout the system, except in the following areas:

- a. Entry level social work salaries at the prison, State Industrial School, and Adult Probation and Parole are low for the amount of education required for the position.
- b. Salaries for jailers throughout the region are inordinately low when compared to the rest of the criminal justice system in courts, police, and corrections. (Please note the significant difference between jailers' salaries in Weber and Salt Lake counties when compared to the Utah State Prison entry level correctional officers.)

2. It is generally the policy within the Division of Corrections, Division of Family Services, and the Juvenile Court to promote and advance to higher positions from within the existing system. Opportunities for lateral entry and promotional mobility between jurisdictions (i.e., Division of Corrections to Juvenile Court, juvenile detention to juvenile probation, etc.) are available, encouraged, and promoted. However, there is limited opportunity for lateral entry into the Utah system from other correctional authorities in other states. The primary cause for this is that the Utah salary structure is considerably lower than surrounding states for comparable positions. Thus, the lower salaries are not conducive to the attraction of professionals from other states to move into the Utah correctional system.

3. No comment necessary.
4. No comment necessary.
5. Utah meets this paragraph.
6. Utah does not meet this paragraph.

All correctional employees of the Utah State Division of Corrections participate in the Utah Peace Officers Retirement System. However, this retirement system does not include investment and an annuity and equity system. Other correctional agencies, such as jailers, participate in a wide variety of retirement systems, usually not affiliated with the peace officer retirement program. Employees in the juvenile justice system (i.e., Family Services, Juvenile Court) participate in the Utah State Employees Merit System Retirement Plan. County detention employees participate in individual county retirement plan programs.

TABLE 2

ANNUAL SALARIES OF CRIMINAL JUSTICE EMPLOYEES

LAW ENFORCEMENT

1. Salt Lake City	\$7,416
2. Salt Lake County	7,464
3. University of Utah (BA required)	8,160
4. Utah Highway Patrol	7,416
5. Weber County Sheriff	6,840
6. Utah County Sheriff	7,200
7. Provo City	7,560

JAILS

1. Salt Lake County Jailers	\$6,480
2. Weber County Jailers	5,448
3. Davis County	6,600
4. Utah County	(Use regular deputies) 7,200

JUDICIAL

1. District Court Judges	\$22,500
2. City Court Judges	17,300
3. Justices of the Peace	Set by Counties

COUNTY ATTORNEYS

1. Salt Lake County	\$16,500
2. Davis County	16,500
3. Weber County	14,000
4. Utah County	13,300

CORRECTIONS: ADULT AND YOUTH

1. Utah State Prison Correctional Officers	\$6,960
2. Utah State Prison Correctional Counselors	7,896
3. Utah State Prison Correctional Sergeants	8,280
4. Utah State Prison Correctional Lieutenants	9,096
5. Social Work Personnel:	
a. Beginning Social Worker (BA required)	\$7,284
b. Social Worker: 1 yr. experience	8,280
c. Social Worker (MSW)	9,096
6. Industry/VT Instructors	8,280
7. Administration (range on State Merit System from grade 25-33)	\$12,456 to \$20,000
8. Adult Probation and Parole:	
a. Beginning Agent (BA required)	\$7,284
b. Agent: 1 year experience	8,280
c. Agent: 2 years experience or MA	9,096
d. Supervising Officers	12,456
e. District Directors	13,668

METHOD OF IMPLEMENTATION

Administrative action: Each correctional administrator or appropriate designee should take immediate steps to meet with the appropriate employee representative groups (Utah Public Employees Association, Utah Peace Officers Association, etc.) to identify and develop a uniform retirement system for criminal justice employees.

A professional organization such as "Utah Correctional Association" should be established, whose purpose would be to advance and promote the acceptance of correctional work as a professional endeavor and strengthen the professional status of corrections. Minimum standards should be set for: (1) correctional employment; (2) salary structures; (3) retirement benefits; (4) training; and (5) research.

STANDARD 3.7 PARTICIPATORY MANAGEMENT

Correctional agencies should adopt immediately a program of participatory management in which everyone involved—managers, staff, and offenders—shares in identifying problems, finding mutually agreeable solutions, setting goals and objectives, defining new roles for participants, and evaluating effectiveness of these processes.

This program should include the following:

- 1. Training and development sessions to prepare managers, staff, and offenders for their new roles in organizational development.**
- 2. An on-going evaluation process to determine progress toward participatory management and the role changes of managers, staff and offenders.**
- 3. A procedure for the participation of other elements of the criminal justice system in long-range planning for the correctional system.**
- 4. A change of manpower utilization from traditional roles to those in keeping with new management and correctional concepts.**

UTAH STATUS AND COMMENTS

Various management styles are used by Utah correctional administrators. Generally, all administrators utilize group or team management concepts. There are, however, times when this style of management does not apply (i.e., situations in institutions where controls of a hazardous situation requires immediate action).

The purpose of participatory management is to give all persons in the organization a stake in its directions.

1. Most Utah correctional agencies have conducted training sessions in concepts of participatory management. Training programs of this nature in which correctional staff have participated are:

- a. Regional Institute for Correctional Administrative Study (RICAS).
- b. National Institute of Corrections Management Training Institutes.
- c. POST mid-management training.
- d. Individual sessions conducted by each agency.

2. Little, if any, on-going evaluation of participatory management programs is conducted within the correctional system.

3. On a select basis, not generally as a part of a participatory management program, other criminal justice agencies are consulted in developing long-range plans.

METHOD OF IMPLEMENTATION

Administrative discretion.

STANDARD 3.8 COORDINATED STATE PLAN FOR CRIMINAL JUSTICE EDUCATION

Utah should establish by 1975 a state plan for coordinating criminal justice education to assure a sound academic continuum for an associate of arts through graduate studies in criminal justice, to allocate education resources to sections of the state with defined needs, and to work toward proper placement of persons completing these programs.

1. Where a state higher education coordinating agency exists, it should be utilized to formulate and implement the plan.

2. Educational leaders, state planners, and criminal justice staff members should meet to chart current and future statewide distribution and location of academic programs, based on proven needs and resources.

3. Award of Law Enforcement Education Program funds should be based on a sound educational plan.

4. Pre-service graduates of criminal justice education programs should be assisted in finding proper employment.

Each unified state correctional system should ensure that proper incentives are provided for participation in higher education programs.

1. In-service graduates of criminal justice education programs should be aided in proper job advancement or reassignment.

2. Rewards (either increased salary or new work assignments) should be provided to encourage in-service staff to pursue these educational opportunities.

UTAH STATUS AND COMMENTS

The Higher Education Act of 1969 (53-48-1, et. seq., UCA) established a fifteen-member Board of Regents. The members are appointed to this citizen board by the Governor with the consent of the Senate (53-48-5, UCA).

The Board of Regents has the responsibility to plan a state-wide system of public higher education. It has reviewed the programs in all Utah's public colleges and universities and assigned specific roles. Weber State College has been assigned police science. The role of corrections assigned to the University of Utah is currently being reevaluated by the Board.

Currently, the following programs in criminal justice areas are available: At the University of Utah, a bachelor's degree in Sociology, with an emphasis in criminology and corrections; master's and doctor's degrees in Sociology, with a certificate awarded in criminology and corrections; and other related courses are offered by the Graduate School of Social Work and the College of Law. Utah State University, Weber State College, and Southern

Utah State College have available specialized courses in criminology, corrections, juvenile delinquency, psychology and social problems, etc. Brigham Young University, a private school, offers similar courses.

There is no formalized state plan for criminal justice or corrections beyond that which has been described above. Assignment of curriculum development and degree awarding has generally been made without consideration of a statewide long-range plan of implementation. The Board of Regents generally collaborates with criminal justice administrators in the development of college or university assignments.

Until 1973, Law Enforcement Education Program (LEEP) funds were awarded from the LEAA regional office directly to the college or university. In 1973, Utah formed an ad hoc committee consisting of three members of the Board of Regents and one person from UCCJA to recommend to LEAA Denver Region how LEEP funds should be allocated. A college or university must submit a copy of their catalog with the application for LEEP funds. For FY 1974, Southern Utah State College received \$17,000; the University of Utah received \$65,000; and Weber State College received \$165,275. Brigham Young University has received LEEP funds in the past, but no longer does.

There is no active, organized effort to recruit people who have completed a pre-service program into a corrections agency. Some of those who have completed an educational program while working in a correctional agency have received job advancement and/or reassignment. In some agencies, there were no opportunities for job advancement or reassignment, and the graduate has moved to another agency, not always a criminal justice agency. Those who have received job advancement and/or reassignment have received a higher salary.

METHOD OF IMPLEMENTATION

The Utah State Board of Regents should assume the role of the higher education coordinating agency described in paragraph 1. The board should take a more active role in preparing a statewide criminal justice education plan. In order to implement this Standard, the board should develop staff capability to coordinate their activities with the schools and major criminal justice agencies. To begin implementation, copies of this standard should be sent to the Governor, the Utah State Board of Regents, and the UCCJA Task Force on Upgrading Personnel. .

STANDARD 3.9 INTERN AND WORK-STUDY PROGRAM

Correctional agencies should immediately begin to plan, support, and implement internship and work-study programs to attract students to corrections as a career and improve the relationship between educational institutions and the field of practice.

These programs should include the following:

1. Recruitment efforts concentrating on minority groups, women, and socially concerned students.
2. Careful linking between the academic component, work assignments, and practical experiences for the students.
3. Collaborative planning for program objectives and execution agreeable to university faculty, student interns, and agency staff.
4. Evaluation of each program.
5. Realistic pay for students.
6. Follow-up with participating students to encourage entrance into correctional work.

UTAH STATUS AND COMMENTS

The intern and work-study programs in Utah are not planned, supported, or implemented the way this standard suggests. However, Utah does have such programs.

Generally, the intern programs are developed and administered by a school or department within a university or college. For example, some of the intern programs in which students at the University of Utah may become involved are: Hinckley Institute in the Political Science Department, the Graduate School of Social Work, the Undergraduate Department of Sociology, the Department of Psychology, and the Department of Education. All, except the Hinckley Institute, have placed students in correctional settings. Other colleges and universities in the state have similar programs as part of their curriculum. If a student wishes to be placed in a correctional agency, they will be placed there if feasible.

The Division of Corrections generally has two to four graduate students of social work (MSW) interns and one or two psychology students placed with them for 2½ days a week. The Juvenile Court has had nursing students assigned to the neighborhood probation units. Occasionally, a half- or full-day orientation to the Juvenile Court will be given as part of some class. The Salt Lake County Detention Center generally has three graduate students of social work (MSW) interns who work 2½ days a week, seven to nine undergraduate students of social work who spend 8-10 hours per week in an observer role, and full-time student teachers for one quarter.

Those in a work-study program are usually paid an hourly wage similar to that which a person working full-time in a similar position would receive. Most work-study students work less than twenty hours a week. Some of the work-study programs are called internships, although the interns are paid.

The University of Utah work-study program will be used as an example of how they are conducted in Utah. The Financial Aids Office coordinates all work-study programs for the University of Utah. This office has developed, monitored, and contracted with agencies both on and off campus to place work-study students. Currently, they have 22 off-campus agencies, including the Juvenile Court and the Salt Lake County Detention Center. Originally, the Financial Aids Office actively recruited placement agencies, but are now discouraging new agencies because there are not enough students or money to expand the program. A student wishing to participate is approved for placement and then placed by the Financial Aids Office in an agency which will provide him work experience related to his major or degree.

The Division of Corrections has a work-study program in the Ogden Misdemeanant program and the Ogden Halfway House. The Juvenile Court has had work-study students in the past and has plans for some future use. The Salt Lake County Detention Center has used work-study students extensively in their shelter care program. They are currently developing another work-study program called "Year for Action," which is a full-time person who receives college credit and pay for working at the Detention Center. The MOWEDA Detention Center also has a work-study program.

Most correctional agencies have part-time and/or full-time

employees who are going to school. This is especially true at the State Industrial School, where 15 are attending school, and the Salt Lake County Detention Center, where 25 (40%) of the staff are working on bachelor's or master's degrees. Although these are not true work-study or internship programs, it shows that the administration of most correctional agencies encourages higher education. Jails and private agencies are the only areas where internship and work-study programs have not been developed.

As far as is known, there has never been an evaluation of a program or a concerted follow-up. That which has taken place has been haphazard. If a program works out, it is continued—if not, it is either changed or abandoned. If a student is doing well in the program, he may actively be encouraged to apply for and receive placement in the agency.

Currently, the intern and work-study programs are initiated by either the school or correctional agency as they see the need for such a program. There is little thought given to the linking between academic and practical experience. Another reason these programs are not planned as well as they could be is that there is no meaningful corrections program defined as of yet. When such a program has been defined, a meaningful intern or work-study program with a good evaluation of the program can be developed.

METHOD OF IMPLEMENTATION

The knowledge and expertise to implement this standard exists within correctional agencies, colleges, and universities in Utah. Agency administrators, boards, and agencies of higher education should establish and implement a plan for the full implementation of this standard.

STANDARD 3.10 STAFF DEVELOPMENT

Correctional agencies should immediately plan and implement a staff development program that prepares and sustains all staff members.

- 1. Qualified trainers should develop and direct the program.**
- 2. Training should be the responsibility of management and should provide staff with skills and knowledge to fulfill organizational goals and objectives.**

3. To the fullest extent possible, training should include all members of the organization, including the clients.

4. Training should be conducted at the organization site and also in community settings reflecting the context of crime and community resources.

- a. All top and middle managers should have at least 40 hours a year of executive development training, including training in the operations of police, courts, prosecution and defense attorneys.
- b. All new staff members should have at least 40 hours of orientation training during their first week on the job, and at least 60 hours additional training during their first year.
- c. All staff members, after their first year, should have at least 40 hours of additional training a year to keep them abreast of the changing nature of their work and introduce them to current issues affecting corrections.

5. Financial support for staff development should continue from the Law Enforcement Assistance Administration, but state and local correctional agencies must assume support as rapidly as possible.

6. Trainers should cooperate with their counterparts in the private sector and draw resources from higher education.

7. Sabbatical leaves should be granted for correctional personnel to teach or attend courses in colleges and universities.

UTAH STATUS AND COMMENTS

Depending upon the agency, Utah meets parts of this standard. Correctional agencies recognize and provide for some staff development, although it is not a written policy for any agency except the prison.

1. Qualified Trainers

Generally, correctional agencies have someone responsible for developing or directing a training program. In most agencies,

this person does not provide the training, but coordinates the use of an appropriate "in-house" person or contracts with another agency to provide the training. Exceptions to this general rule are:

- a. The Prison, which has a full-time person who conducts the training or makes contractual arrangements as necessary.
- b. Peace Officer Standards and Training (POST) has the responsibility for training all peace officers in Utah. Those jailers who are peace officers receive this training. They also provide a basic training course for jailers.
- c. The Division of Family Services does not require training for licensing of group homes or certification of foster and shelter care parents. Training is required for certification to have certain types of children placed with foster and shelter care parents. Salt Lake County Detention Center provides some training for its shelter care parents. Individuals may take advantage of workshops or conferences as they become aware of them. Some group homes have developed their own training programs.

2. Management Responsibility

Generally, management has taken the responsibility of training their staff. In the central office of the Division of Corrections, a person is designated to coordinate the training needs, as identified by the regional directors of Adult Probation and Parole, directors of halfway houses, and the training officer of the prison. Since the jailers are under a sheriff's office or police department, they receive the regular departmental training program and POST training. Some departments have sent their jailers to a special jailers course. Each supervisor has a responsibility for the training of those under him at the State Industrial School, although there are some training programs set up for everyone at the school. The Juvenile Court Administrator's Office is presently developing a training program for all Juvenile Court staff. The larger detention centers have someone responsible for staff training as a part of his job. The smaller ones are staffed only while a child is there. The Division of Family Services does not require training for licensing or certification of group homes, foster care, and shelter care parents. Training is required for certification of homes in which certain types of children are placed. Some group home

administrators have developed their own training programs.

3. Opportunity for Training

Correctional staff have the opportunity for training if they wish it. The major exceptions would be foster care, shelter care, group home, and jail staff where there is no organized staff development program. Clients are not usually included. When a client receives training, it is generally as a part of his rehabilitation program.

4. Amount of Training

Depending upon the type and length of training, it may be held either in the agency or at another site. The only agency that has a formal, written training policy is the prison. The rest of the correctional agencies have an informal training policy.

- a. *Management Training:* Some Division of Corrections management personnel receive management training, although not regularly offered. Jail managers are peace officers and receive 40 hours each year (by statute) offered by POST. The State Industrial School management personnel receive at least 40 hours per year, although not specifically stated. The Detention Center and Juvenile Court personnel receive some management training. The Division of Family Services does not provide management training for those agencies with which it contracts.
- b. *New Staff Training:* The Prison Manual of Procedures (page 112) specifies a two-week (80 hour) orientation period prior to assignment for all new employees, and some additional, unspecified amount of in-service training thereafter. The prison has not been able to meet this standard. They also have an 80 hour Prison Academy, which is not necessarily provided prior to assignment. Adult Probation and Parole, jails, detention centers, Juvenile Court, group homes, foster care and shelter care all have on-the-job orientation training for new employees. The Salt Lake Detention Center's new employees receive approximately 20 hours orientation training prior to assignment. Before receiving certain types of children, foster and shelter care parents must receive specialized training concerning the special problems of the children.

- c. *In-Service Training:* The Prison Manual of Procedure (page 112) states that all employees should receive additional in-service training after their basic 80 hours. Ideally, they would like their staff to receive 40 hours per year. College course credit is accepted and is applied toward this 40 hour standard. Other agencies in the Division of Corrections provide additional training for their line staff, which generally adds up to 40 hours in-service training each year. No correctional agency has a formal written policy specifying a minimum number of hours of in-service training provided by POST each year. They may also use college course credit toward the 40 hour standard.

As of February 1, 1974, only 22 of 55 jailers registered had completed the U.S. Bureau of Prisons selfstudy Jail Operations training course, available through the Utah Council on Criminal Justice Administration (UCCJA). As of February 1, 1974, only three jailers had completed the U.S. Bureau of Prisons selfstudy Jail Management Course of 19 who had requested it. Eight jailers have completed the Guard and Jailer Training Academy. A few jailers have received other types of training, but the training specified is almost all that the 99.5 full-time equivalent jailers in Utah have received. Four sessions of a two week Jailer Training Course for 20-25 jailers are planned for through POST between February and July, 1974.

The State Industrial School staff generally meets the 40 hours per year standard, although this is not a formal policy.

Although the Juvenile Court has no formal policy on training, their staff receive approximately 40 hours per year inservice training. At one time, there was a formal training program (funded through Youth Development and Delinquency Prevention and LEAA funds) which met the 40 hour per year standard for all Juvenile Court personnel. The program was dropped because other problems facing the Juvenile Court were given higher priority. They are currently developing a new training plan which will meet the standard.

There are no training requirements for foster care

and shelter care parents or group home personnel for them to be licensed or certified to receive children. There is some training for foster care and shelter care parents to allow them to care for specialized types of children. The Salt Lake County Detention Center provides some training to its shelter care parents. Some of the private group home providers have developed their own training programs.

The Salt Lake County Detention Center has no formal written training policy, although their staff probably receive 35-40 hours per year.

5. Law Enforcement Assistance Administration (LEAA) Financial Assistance for Training

The Utah Council on Criminal Justice Administration has heavily supported training for correctional agencies. As mentioned previously, in 1971, the Juvenile Court received a \$19,382 grant for staff development. The Division of Corrections received \$13,256 in 1973, for staff development in a series of grants. Those group homes who have received a grant from UCCJA have included some staff training in their grants. It is anticipated that these agencies will continue to receive LEAA funds. In January, 1974, Peace Officer Standards and Training received \$14,890 to provide the four Jailor Training sessions between February and July, 1974. It is anticipated that there will be future support of additional sessions each year.

UCCJA has always had correctional training as a priority. Since 1974, this standard has been used as the eventual goal. Funds have been provided to selected correctional agencies to build a training capacity on a gradually increasing basis.

6. Private and Higher Education Resources

These resources are used heavily in Utah. Since most of Utah's correctional agencies do not have a trainer, they use outside sources to present training sessions. Most basic training is on-the-job training under close supervision. There is also in-service training provided to an agency by contract with a private or college source. This is particularly true for the halfway houses and Adult Probation and Parole.

7. Sabbatical Leaves

No correctional agency provides the traditional, partial pay for a year's sabbatical leave. The Division of Corrections will unofficially allow a person to leave for a year without pay for study or teaching with a guarantee that they will receive a job when they return. The Salt Lake County Detention Center unofficially will cover an employee's shifts for two or three days while he attends an educational class. Most correctional agencies are flexible enough for an employee to arrange working hours or shifts so that they may take college courses. A large number of the employees at the Detention Center, State Industrial School, Adult Probation and Parole, and Juvenile Court are working on some type of degree in their spare time at their own expense.

WHERE UTAH DIFFERS

Utah partially meets paragraphs 1 (qualified trainers) and 2 (management responsibility). The prison is the only agency with a full-time trainer, although most correctional agencies have assigned someone on the management level the responsibility for coordinating training needs in their agency. Many training needs are met by contracting with outside agencies (paragraph 6). Most correctional personnel are provided some type of training (paragraph 3). LEAA financial support (paragraph 5) has been provided to all correctional agencies except the State Industrial School, detention centers, and foster and shelter care.

Utah does not meet paragraph 4 as stated. The Prison Manual of Procedures is the only place where a standard for training is specified. Other correctional agencies have informal policies that may or may not meet the standard. The widest variation is in top and middle management training where it varies from none provided by the Division of Family Services for its contracting agencies to 40 hours provided by POST to peace officers. The Prison exceeds the 40 hour orientation training by specifying 80 hours, and suggests that additional training should be provided. The Salt Lake County Detention Center does not meet the 40 hour standard, since it provides only 20 hours of orientation training. Other correctional staff may or may not receive 40 hours of in-service training, depending upon the agency.

No correctional agency provides the traditional partial pay year sabbatical leave, although there are informal provisions for an unpaid year sabbatical leave in the Division of Corrections and a

leave with pay for a few days in the Salt Lake County Detention Center.

METHOD OF IMPLEMENTATION

Legislation to form a Correctional Officers Standards and Training (COST) Council, similar to the POST Council for peace officers, should be introduced in the 1977 legislature with the support of the Department of Social Services and the UCCJA. COST should have the responsibility for setting standards for correctional training and providing a mechanism to provide such training.

Prior to the implementation of COST, each correctional agency should formalize their existing informal training policy and programs.



END