

RESEARCH REPORT NO. 9  
INFORMATION PERTINENT  
TO  
CORRECTIONAL PLANNING

September, 1978

85885

JUN 28 1979

## PLANNING ISSUES

## ACQUISITIONS

Prior to the identification of issues and the subsequent planning process, it is important to discuss Correction's role and function in the criminal justice process. As may be seen in Figure 1, "A General View of the Criminal Justice System", Corrections is the final element in the system. Figure 3, "Organizational Chart - State Department of Social Services", depicts the Utah State Division of Corrections as part of the Department of Social Services. This dual placement has resulted in some role confusion for Corrections. District agents when asked to identify the major goal of their agency, responded 44% of the time, "rehabilitation" and 44% responded, "protection of society" (John Howard Association, July, 1976, p. 165).

Society's expectations of Corrections appear even more diverse. A public opinion poll conducted in this state (Lou Harris & Assoc., 1971, p. 82) showed that in 1971 Utahns were divided on the major goal of Corrections as follows: (1) rehabilitation, 40%; (2) protection, 23%; (3) punishment, 22%; and (4) not sure, 15%. Since 1971, both society and Corrections have been much more pessimistic regarding the ability of Corrections to rehabilitate criminals (Corrections Magazine, May, 1975, p. 3).

In an attempt to promote uniformity and develop accountability, the Division of Corrections developed a mission statement (See Chapt. 2, p. 4). The primary mission of the Division of Corrections is that of public protection, and circumscribed within that goal is the provision of programs to assist the offender in developing more socially acceptable behavior. The mission statement, as it currently exists, was approved by the Board of Corrections; however, to this point, it has not been recognized by the Department of Social Services nor the Legislature. The use of the mission statement for programming, budgeting, and evaluation is just beginning. *Certainly part of the master plan should address how to gain support for the mission statement and operationalize it into the functioning of the Division of Corrections.*

CORRECTIONS AND THE CRIMINAL JUSTICE SYSTEM

A sound master plan for the Division of Corrections requires coordination and continued cooperation with other criminal justice agencies. Some question the appropriateness of referring to the plethora of criminal justice agencies as a "system" due to occasional difficulties between them, as well as the sometimes apparent conflict in their operational procedures. Characteristically, law enforcement attempts to apprehend the criminal, prosecution to incarcerate him, defense to free him, and corrections to return him to society. As previously indicated the complexity of the criminal justice system is portrayed in Figure 1.

-----  
Insert Fig. 1  
-----

Analysis of Figure 1 illustrates that the Utah State Division of Corrections is the final agency in the system to become involved with the offender and that many individuals who enter the system are diverted before they reach Corrections. Good data is not available, however, it is estimated that only 1.5% of the serious crimes committed result in the offender going to prison. Somewhere between 3% and 6% of the serious crime result in the offender being supervised on probation. This situation, which has serious implications for the Division of Corrections is illustrated in Figure 2, "An Approximate Portrayal of the Utah Criminal Justice System From Corrections Perspective 1975".

-----  
Insert Fig. 2  
-----

As may be seen, the information contained in Figure 2 has two very important implications for Correction's planning: (1) Since most offenders are not under correctional supervision, the impact that the Division of Corrections will have on the amount of crime committed in the State is very limited. (2) A very small change in the functioning of the criminal justice agencies that deal with clients prior to Corrections (i.e. one that results in an additional 1.5% of offenders being incarcerated) would double the prison population; such changes in the functioning do occur.



HIDDEN CRIME

(Nobody knows how much)

Reported Crime (Part I)  
64,000

Arrests  
(Part I)  
Both Juvenile  
and Adult  
8,500

Adult  
Prison  
200



Halfway Houses  
50



Adult  
Probation  
500



Figure 2

An Approximate Portrayal of the Utah Criminal Justice System From Corrections Perspective  
1975

## CORRECTIONS AS A SOCIAL SERVICE AGENCY

As depicted in Figure 3, in 1967, a reorganization of state government in Utah resulted in Corrections becoming a division within a Department of Social Services. Such a placement implies that human service programs be offered in an attempt to assist the offender to live a law-abiding life and that there should be close coordination between corrections and other functional units of the Department of Social Services (e.g. Assistance Payments, Alcohol and Drugs, Mental Health, etc.). Ideally, every service available to any other resident of the State of Utah should be available for Corrections' clients.

-----  
Insert Fig. 3  
-----

## UNDERSTANDING UTAH CORRECTIONS

As the result of fragmentation of both criminal justice and social service data and the general poor quality of available data, sound decision making is somewhat difficult. *The Master Plan addresses the development of a strong data base for management information, research, and evaluation.* The last several years have seen some improvement in the data base and new information is rapidly becoming available.

### Nationwide Comparison

It is possible to compare the functioning of Utah's Correctional system with the rest of the nation on some variables. One of the most meaningful of these is the incarceration rate per 100,000 state population. The State of Utah's rate of 60/100,000 population is the eighth lowest in the nation; this is illustrated in Figure 4, "Sentenced Prisoners in State Institutions: Number Per 100,000 Population, December 31, 1976".

-----  
Insert Fig. 4  
-----

This low incarceration rate becomes very meaningful when it is contrasted with the crime rate for the year 1976. Utah's rate of reported crime for that year was 4,978/100,000 population. Twenty-seven states reported lower rates (FBI, 1977, pp. 44-48). It is somewhat surprising to learn that the relationship

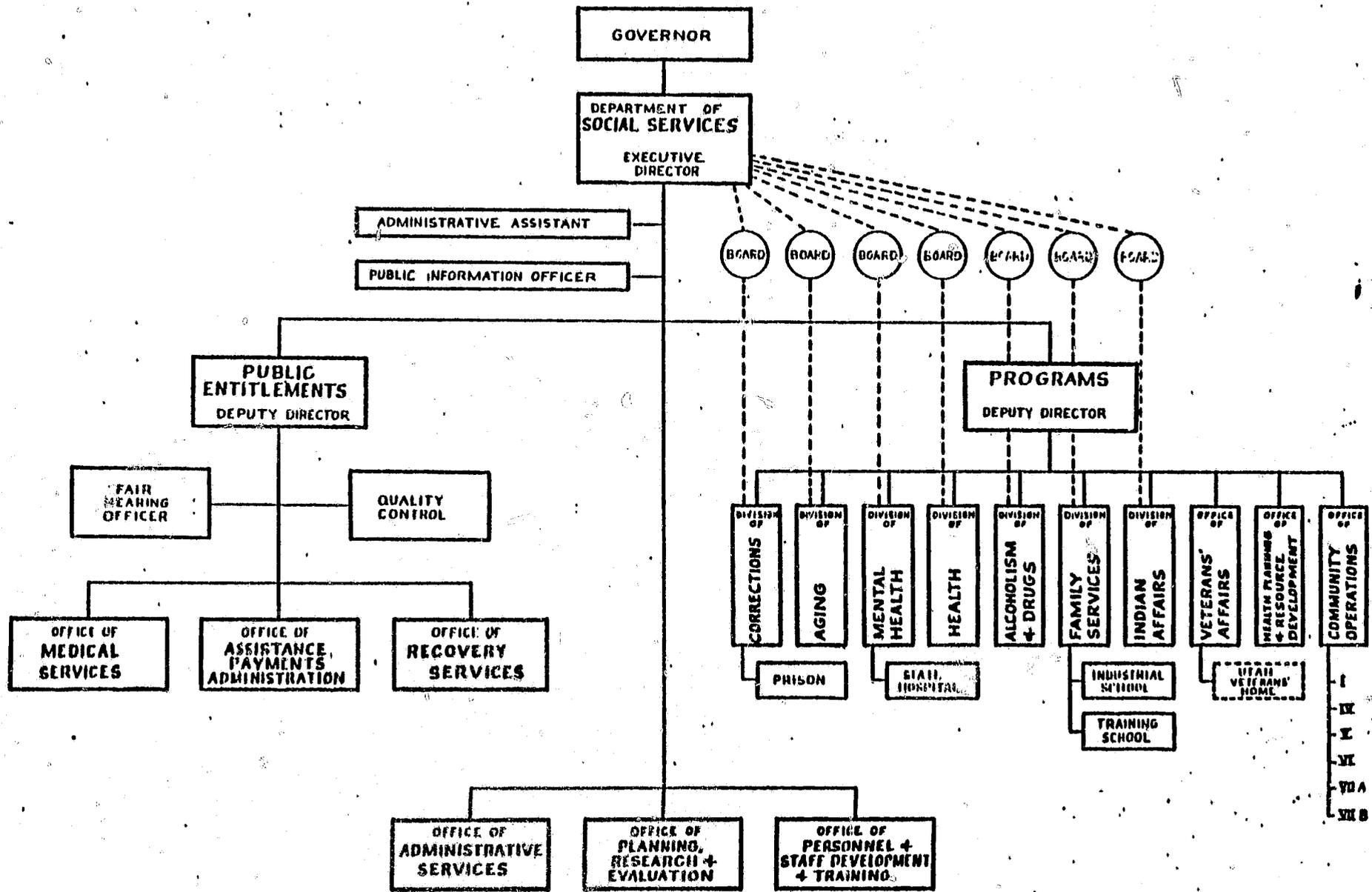
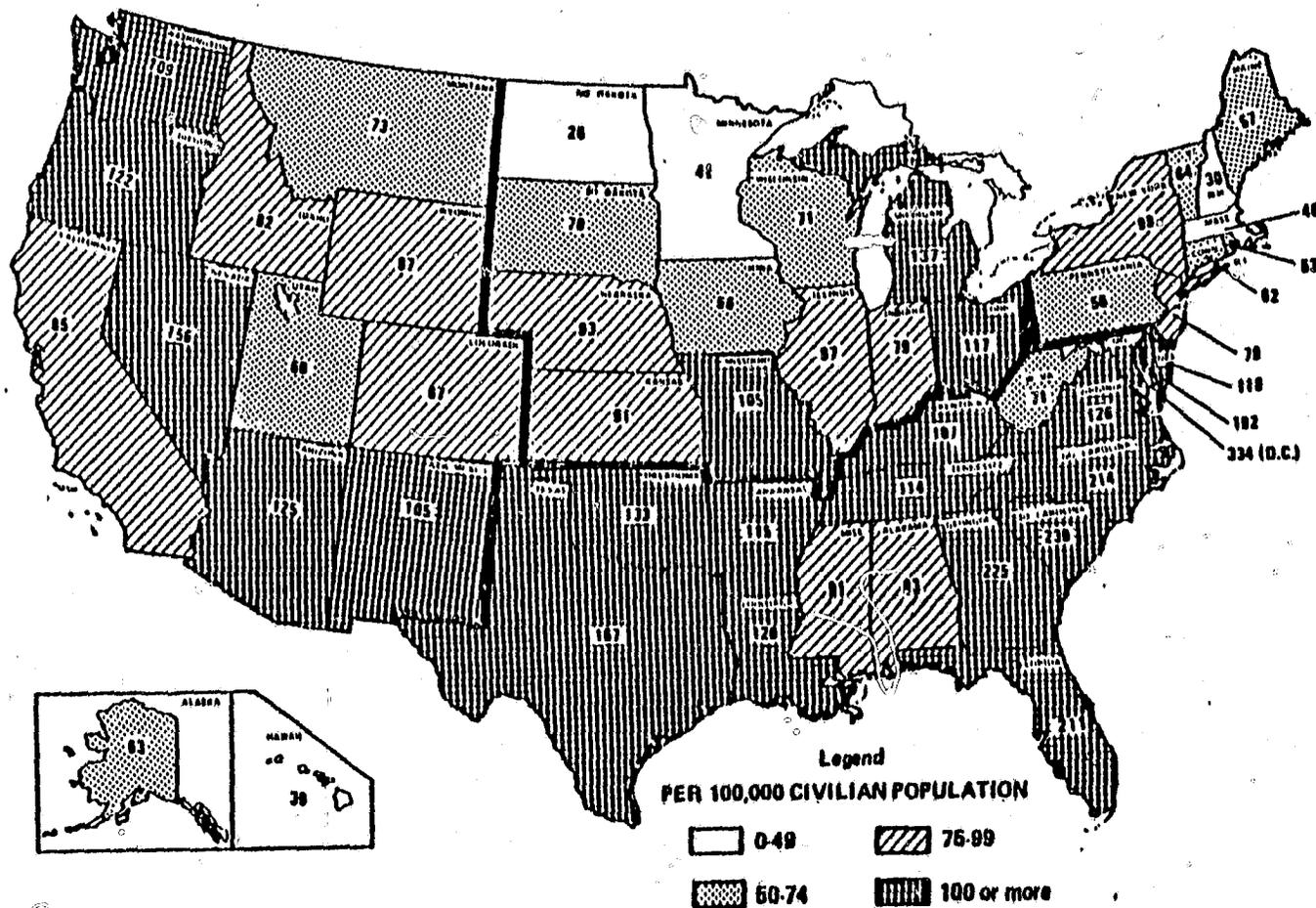


Figure 3

ORGANIZATIONAL CHART - UTAH STATE DEPARTMENT OF SOCIAL SERVICES

Figure 4. Sentenced prisoners in State Institutions: Number per 100,000 population, December 31, 1976



between the states' crime rates and their incarceration rates is quite low ( $r = .27$ ). There appears a much higher relationship between the proportion of a state's population that is Black and its incarceration rate ( $r = .81$ ) (Oldroyd, 1977, p. 14). Such statistics suggest that there is inequity in our society and that incarceration may be more a function of policy than a function of crime. It may be noteworthy that the percentage of Utah's Black population is also eighth lowest in the nation (U.S. Dept. of Commerce, 1976, p. 32).

The State of Utah's low incarceration rate contrasted with an average crime rate implies that the Utah Criminal Justice System uses probation more frequently than most states in attempting to deal with offenders. However, a recent survey suggests that this is not the case. Nationally, there are 471 adults under probation or parole supervision per 100,000 population. Utah's Adult Probation and Parole section supervises approximately 464 adult offenders per 100,000 population (Criminal Justice Newsletter, May 22, 1978.) The survey also suggested that Adult Probation and Parole in Utah supervises more misdemeanants than is typical on a nationwide basis (75% contrasted to 50%).

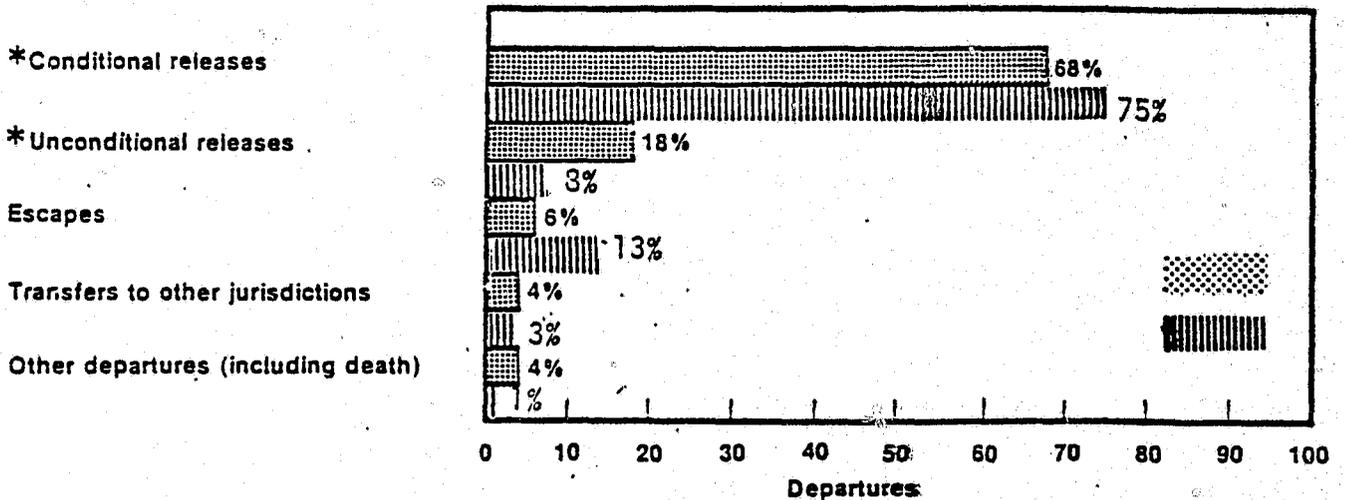
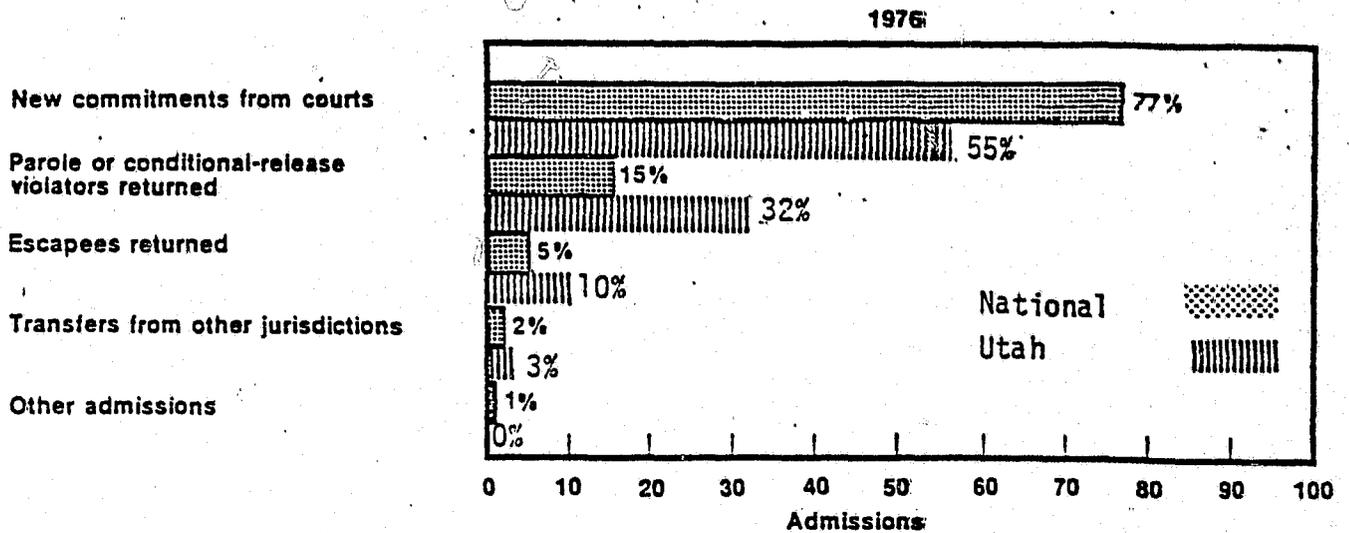
The dispositions of Utah's District Courts were monitored during fiscal year 1974 (Utah State Dept. of Social Services, 1974, pp. 12a - 12c). This data revealed that the initial disposition of felony cases resulted in 76% being placed on probation supervision and 24% being sent to the prison.

In spite of Utah's comparatively low incarceration and felony probation rates, the Utah Criminal Justice System appears to demand and receive responsible supervision. Approximately half of those incarcerated at the prison were incarcerated as juveniles. Nearly a third of those admitted to the Utah State Prison are parole violators, a condition which is illustrated in Figure 5, "Admissions and Departures From State Correctional Institutions".

-----  
Insert Fig. 5  
-----

Utah's rate, 32% of prison admissions being parole violators, is more than twice the national average. Only the State of Alabama has a higher rate

Figure 5. Admissions and departures from State correctional institutions



\* Conditional releases include parole (59%) and probation, supervised mandatory and other conditional releases (9%) unconditional releases include expiration of sentence (16%) commutation of sentence and other unconditional releases (2%).

(U.S. Dept. of Justice, 1978, p. 22). Other factors inflate this rate: (1) Utah paroles a higher percentage of its prisoners (75%) than the national average (68%) (U. S. Dept. of Justice, 1978, p. 25). (2) Utah parolees are generally under parole supervision for a minimum of 24 months. Nationally, approximately 21% of parolees are terminated during the first year (special report prepared for Utah by the Uniform Parole Reports Project, 1978). This report revealed that Utah parolees (11%) are returned at nearly twice the rate of parolees nationally (6%) with new major convictions. The technical violation rate (16%) for Utah was even more discrepant from the national rate (7%). Utah's parole component has a law enforcement posture which may account, in part, for the high parole violation rate.

Recently, some prosecutors have expressed concern regarding the high violation rate suggesting that the Board of Pardons is inappropriately releasing some inmates. A census of prisoners taken in 1973 showed that Utah inmates had served more time (17.6 month median) than those in any other state with the exception of Indiana and Florida, (U.S. Dept. of Justice, 1976). The amount of time served for several pertinent crimes is shown in Table 1, "Average Time Served by Crime (Males Released From 1960-1975)". Inasmuch as there is no accepted criteria or standardized formula fitting each individual circumstance, Utah's parole practice must be regarded as conservative.

- - - - -  
Insert Table 1  
- - - - -

The amount of time inmates serve in the Utah State Prison is illustrated in Figure 6, "Average Time to First Parole". At the end of 1976, the amount of time served exceeded 31 months (mean) and the general trend from 1965 has been an increase in time incarcerated (Albiston, 1977).

- - - - -  
Insert Fig. 6  
- - - - -

Reference is made to Table 2, "Characteristics of Utah Prisoners Compared to National Characteristics", which contrasts the characteristics of Utah prisoners with those of the typical prisoner in the United States (U.S. Dept. of

TABLE 1  
Average Time Served By Crime  
(Males Released From 1960-1975)

Crime	Average Time Served (months)	Number of Inmates
1. Assault	54	8
2. Aggravated Assault	33	91
3. Automobile Homicide	21	26
4. Kidnapping	23	5
5. Manslaughter	33	23
6. Murder 1st Degree	191	10
7. Murder 2nd Degree	87	24
8. Rape	47	46
9. Sodomy	44	11
10. Arson	22	11
11. Burglary	22	679
12. Forgery	22	279
13. Fraud	20	10
14. Bad Checks	20	416
15. Grand Larceny	21	294
16. Obtaining Money By False Pretenses	22	21
17. Receiving Stolen Goods	18	20
18. Robbery	54	163
19. Aggravated Robbery	73	4
20. Embezzlement	21	33
21. Distribution of Drugs	18	32
22. Possession of Drugs	18	31

AVERAGE TIME TO FIRST PAROLE

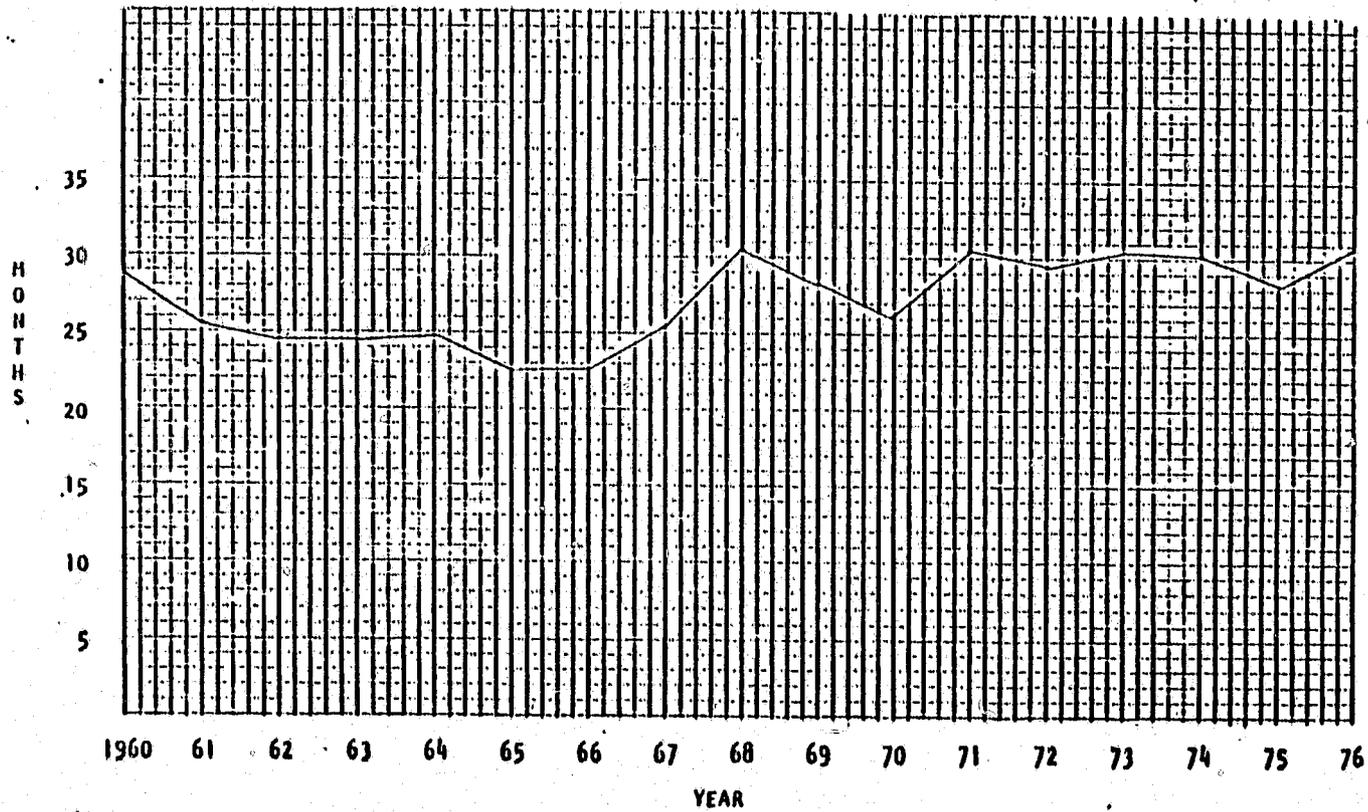


Figure 6 - AVERAGE TIME TO FIRST PAROLE

Justice, 1976). The greatest difference between them was the 16% higher percentage of Utah prisoners who had been sentenced as juveniles. Twelve percent more Utah prisoners had dropped out of high school. A slightly higher percentage of Utah prisoners were sentenced as property offenders rather than for crimes against persons.

-----  
Insert Table 2  
-----

An additional national comparison that can be made is that of incarceration costs. The West Virginia Department of Corrections (1978) surveyed the 50 states. The cost per client day varied from \$50.00 in Alaska to \$7.32 in Texas. The State of Utah's cost of \$25.23 was tenth highest among the 47 states that reported. Seventy-three percent of that total cost was for personnel expenses (9th among 41 states that reported) while 27% were for other expenses (15th among 41 states that reported).

In spite of the fact that Utah spends more per prisoner than most states, the recent entrance of the Federal courts in setting standards and policies for Corrections departments nationwide has resulted in a situation where virtually no state prison system is currently functioning to standard.

#### Description of Corrections in Utah

The Utah State Division of Corrections supervises approximately 7,000 offenders distributed as shown in Figure 7, "Current Distribution of Clients Across Supervision Structure". Approximately 800 individuals are housed at the Utah State Prison, 200 in Community Correction Centers, and 6,000 on probation or parole supervision.

-----  
Insert Fig. 7  
-----

The budget of the Utah State Division of Corrections is divided into seven categories: the Utah State Prison, Community Correction Centers, Adult Probation and Parole, Board of Pardons, Administration, Research and Training.

TABLE 2

## Characteristics of Utah Prisoners Compared to National Characteristics

Characteristic	Utah Prisoners	National Prisoners	Difference
<b>Sex</b>			
Male	97%	97%	0%
Female	3%	3%	0%
<b>Education</b>			
Less than 9 years	19%	26%	-7%
1-3 year H.S.	47%	35%	12%
H.S. Graduate	28%	28%	0%
Some College	6%	9%	-3%
<b>Marital Status</b>			
Married	34%	32%	2%
Widowed	2%	3%	-1%
Divorced	21%	17%	4%
Single	43%	48%	-5%
<b>Crime</b>			
Homocide	13%	18%	-5%
Sexual Assault	7%	5%	2%
Robbery	20%	23%	-3%
Assault	6%	5%	1%
Burglary	21%	18%	3%
Larceny	4%	6%	-2%
Forgery	8%	4%	4%
<b>Juvenile Sentence</b>			
Yes	49	33	16
No	51	67	-16

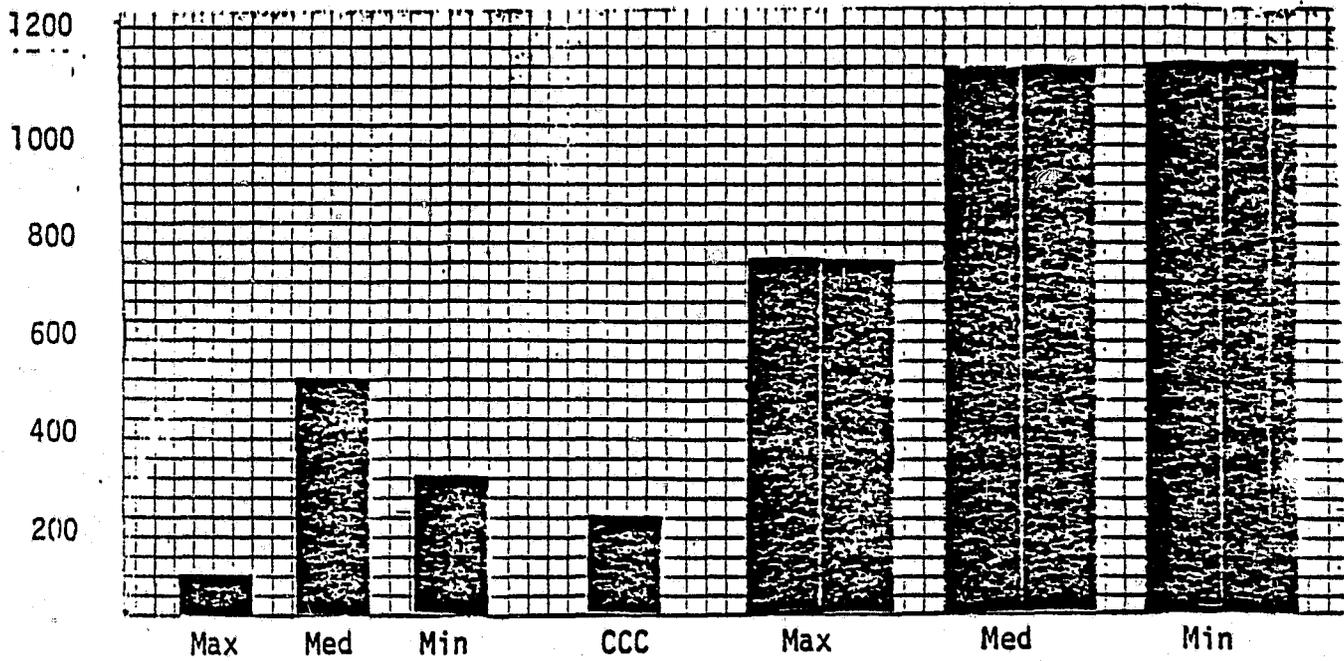


Fig. 7 Current Distribution of Clients Across Supervision Structure

The activities of the Division have been roughly categorized into three areas: (1) To assist the courts and the Board of Pardons in making appropriate dispositions, (2) Administer judgments and ensure offender control as directed by the courts and Board of Pardons, and (3) Enhance the opportunity for offenders to live law-abiding lives. Figure 8, "Corrections Budget: Function by Program", is a matrix illustrating approximately how each of the major units of the Division of Corrections allocates its resources to the three functions previously described.

-----  
Insert Fig. 8  
-----

Further, Figure 8 indicates that it costs considerably more to house an individual in prison than in a community center. The cost of probation and parole supervision is a fraction of the cost of residential supervision. The costs of incarceration are compounded due to the fact that many inmates' families are receiving welfare, the inmate is not paying taxes nor making restitution. *Efficient and cost-effective operation of Corrections can only take place as offenders are housed in the least restrictive setting consistent with public protection.* As has been the case in determining when an offender should be released, there is no widely accepted valid means of deciding how restrictive a setting should be in order to prevent a given offender from committing further crime. These two questions are perhaps the most critical that confront Corrections. The way in which they are answered will, in large measure, determine the function and operation of The Division of Corrections in the near future.

The amount of time spent under supervision by Utah offenders is an area of interest. Time served under supervision varies considerably from case to case. It has already been mentioned that the average length of time a prisoner serves until first parole is 31 months. Those individuals who complete parole successfully are then supervised an average of 29 months. Felony probationers who successfully complete the process are under supervision an average of 20 months while misdemeanor probationers are supervised an average of 11 months (Albiston, 1977). No magic, or even ideal length of time for the supervision of the parolee or probationer has been established. Lengthening

Function	Utah State Prison	Community Centers	Adult Prob. & Parole	Board of Pardons	Administration	Research	Training	Total
Assist Courts and Board of Pardons in making appropriate disposition	\$6,890	\$326,314	\$1,529,040	\$139,800	\$23,166	\$34,021	\$4,940	\$2,064,171
Percent of Total Budget	.04%	.2%	9.62%	.86%	.14%	.21%	.03%	13%
Administer Judgements and ensure offender control as directed by courts & Board of Pardons	\$6,650,749	\$1,520,553	\$1,529,040		\$112,266	\$164,871	\$23,940	\$10,001,419
	41%	10%	10%		.69%	1.02%	.15%	63%
Enhance the opportunity for offenders to live law-abiding lives	\$2,616,061	\$325,833	\$764,520		\$42,768	\$62,808	\$9,120	\$3,832,110
	16%	2%	5%		.26%	.39%	.06%	24%
Total Cost	\$9,273,700	\$2,145,700	\$3,822,600	\$168,800	\$178,200	\$261,700	\$38,000	\$15,886,700
	57%	14%	24%	1%	1.1%	1.61%	.23%	
Anticipated Average Number of Clients	875 *	275	7,000		8,150	8,150	8,150	8,150
Cost Per Client Day	\$29.04	\$21.65	\$1.50		6¢	9¢	1¢	\$5.33

\*Inmates housed at Point of Mountain

Figure 8. CORRECTIONS BUDGET: FUNCTION BY PROGRAM

or shortening supervision time would proportionally affect the number of people under supervision. The current amount of time served is determined by the courts and the Board of Pardons with recommendations being made by the appropriate sub-components of the Division of Corrections.

*How much structure should be provided for a given offender? This is the essence of classification and is the question that is most crucial. It is also the one that totally divides correctional administrators, politicians, and the public.* Some states are increasing their maximum security prisons (e.g. South Carolina, Florida, Georgia, Texas). Other states are moving away from prisons and attempting to deal with offenders in the community (e.g. Minnesota, Massachusetts, Kansas, California).

Upon entering into the Corrections system, the decision regarding placement of a probationer is determined entirely by the courts with input from Adult Probation and Parole in the form of a pre-sentence investigation report. A survey of district court judges in Utah during fiscal year 1974 (Utah Social Services Office of Evaluation and Quality Control, 1974, p. 72a) indicates that some disparity exists in judicial sentencing patterns. The courts and Board of Pardons determine whether the offender is imprisoned or supervised in the community. They also may impose some special conditions, such as requiring a probationer to reside in a halfway house. Generally, however, the structure provided is determined by Corrections as authorized by law. The treatment team is the vehicle that provides this structure within the prison setting. The probation officer and the supervisor make the determination for Adult Probation and Parole.

Examination of demographic and crime data kept on each offender by the Division of Corrections indicates that the more serious offenders are generally supervised more closely than less serious offenders. A base expectancy procedure developed by the Division of Corrections showed that misdemeanor probationers had a mean score of 2.8. This suggests that approximately 85% of the misdemeanor probationers would successfully complete their period of supervision. Felony probationers had a mean score of 5.3 suggesting that

approximately 60% of them would successfully complete supervision. The distribution of clients supervised by Corrections with each score is indicated in Figure 9, "Distribution of Base Expectancy Scores of Division of Corrections' Clients".

-----  
Insert Fig. 9  
-----

In spite of the fact that prisoners have higher scores than probationers, the distribution of these scores is quite different from the amounts of structure presently provided by the Division of Corrections.

-----  
Insert Fig. 10  
-----

Comparing both Figures 9 and 10 suggests that the Division of Corrections has a gap in its continuation of supervision structure. That gap exists in the area of Community Correction Centers. The comparison also indicates that there are probably too many medium security inmates at the state prison and too few minimum security inmates.

Barnes and Van Der Veur (1973) reviewed inmates at the Utah State Prison attempting to identify the characteristics that differentiated medium security inmates from those at minimum security. Results indicated that the only major difference found was the inmates at minimum security had served more time and therefore were closer to release than those in medium security. The same logic generally applies to inmates in the various halfway house programs; they are usually within several months of release. Utah's classification system in terms of requiring structure is mostly a function of time served.

In order to provide some feedback for the recidivism rate of offenders, it may be noted that approximately 12% of the misdemeanor cases do not successfully complete probation supervision. The comparable figure for felony probation is 22% while parole varies between 30 and 40 percent.

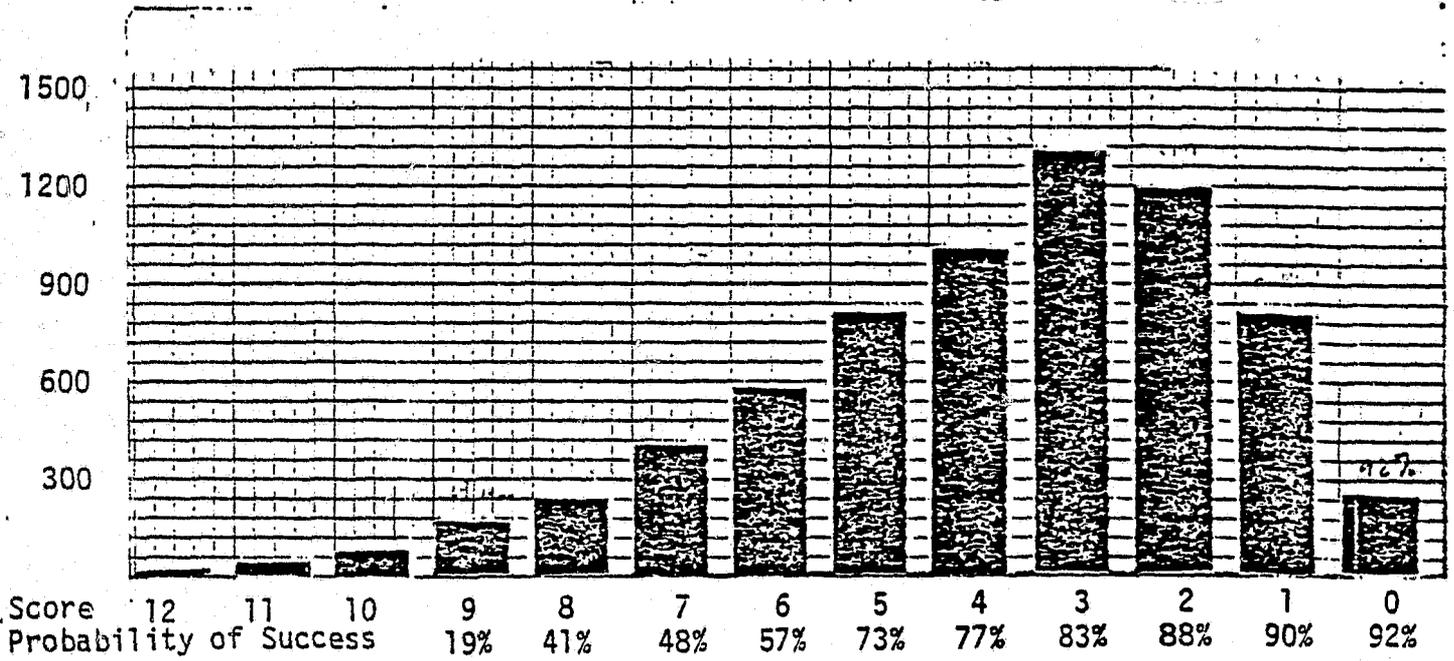


Fig. 9. Distribution of Base Expectancy Scores of Division of Corrections clients.

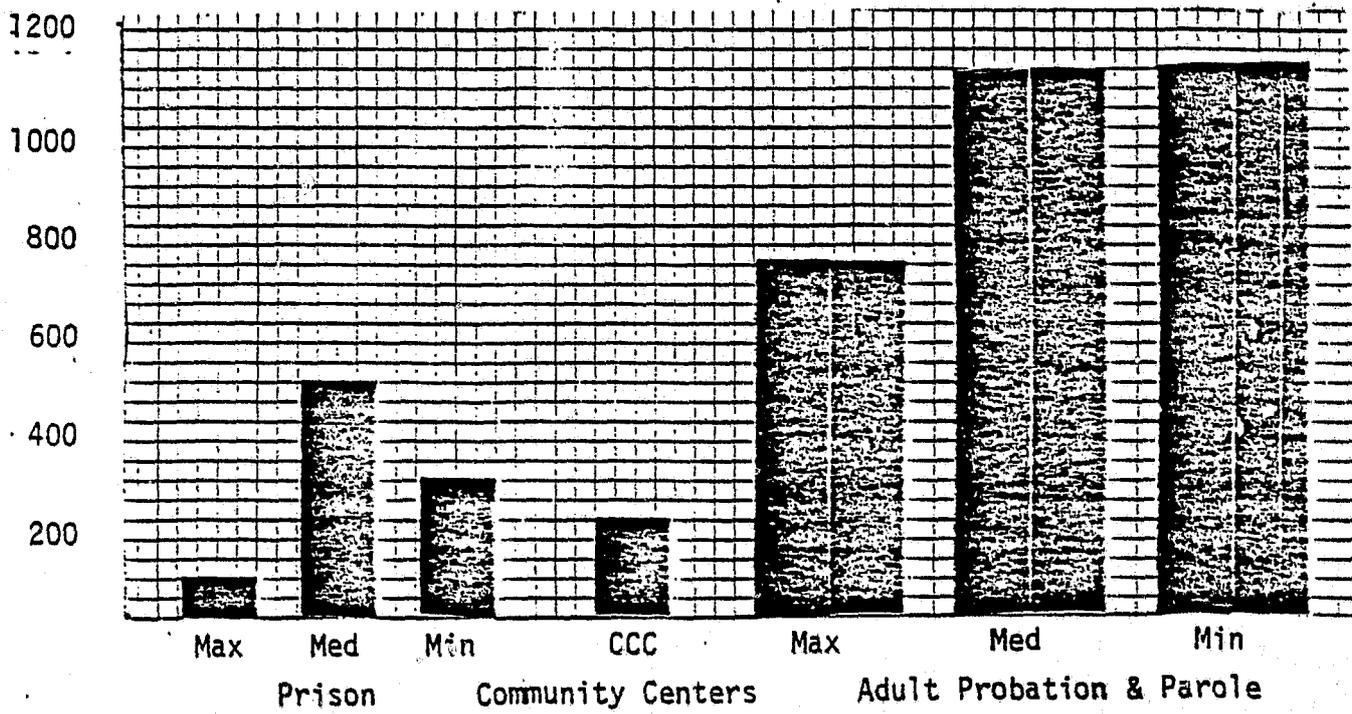


Fig. 10 Current Distribution of Clients Across Supervision Structure

## EXISTING RESOURCES AND FUTURE PROJECTIONS OF CORRECTIONAL CLIENTS

The number of clients served by the Division of Corrections is a function of the number of individuals entering the system and how long they stay. As previously indicated, both of these variables are subject to change. There is no "magic number" as to how many people should be imprisoned or even under correctional supervision. There is talk of decriminalizing some offenses and of abolishing the indeterminate sentence and consequently parole. These and many other considerations could dramatically impact upon Utah's corrections system. *The projections that follow are not necessarily a projection of what will be as they are projections of what will be unless policy changes. Policy could change and dramatically impact the number of clients served in either direction. As a result, flexibility in Correctional planning must be emphasized.*

Before proceeding, two common fallacies need to be reviewed and discarded. The first is that the number of people incarcerated directly increases as a function of "reported" crime; this is not the case. Reported crime has increased consistently since 1940 (President's Commission, 1967). Figure 11, "Number of Sentenced Prisoners in State and Federal Institutions at Year End, 1925-76", indicates that prison population has fluctuated tremendously. In fact, Utah's growth rate has generally paralleled that taking place nationally. Incarceration rate is more a function of policy and attitude than it is of "reported" crime.

The second fallacy is that the prison population is primarily a function of the number of young males in the population (population at risk) since they commit most of the offenses. Advocates of zero population growth expect this process to dramatically reduce the crime problem. Prison population is more a function of public policy and sentiment than it is of the population at risk. During the 1950's when the population at risk was declining, prison populations increased dramatically. The "lower classes" and minorities continue to have comparatively high birth rates. These groups are already over-represented in our prisons.

-----  
Insert Fig. 11  
-----

Figure 11. Number of sentenced prisoners in State and Federal institutions at yearend, 1925-75

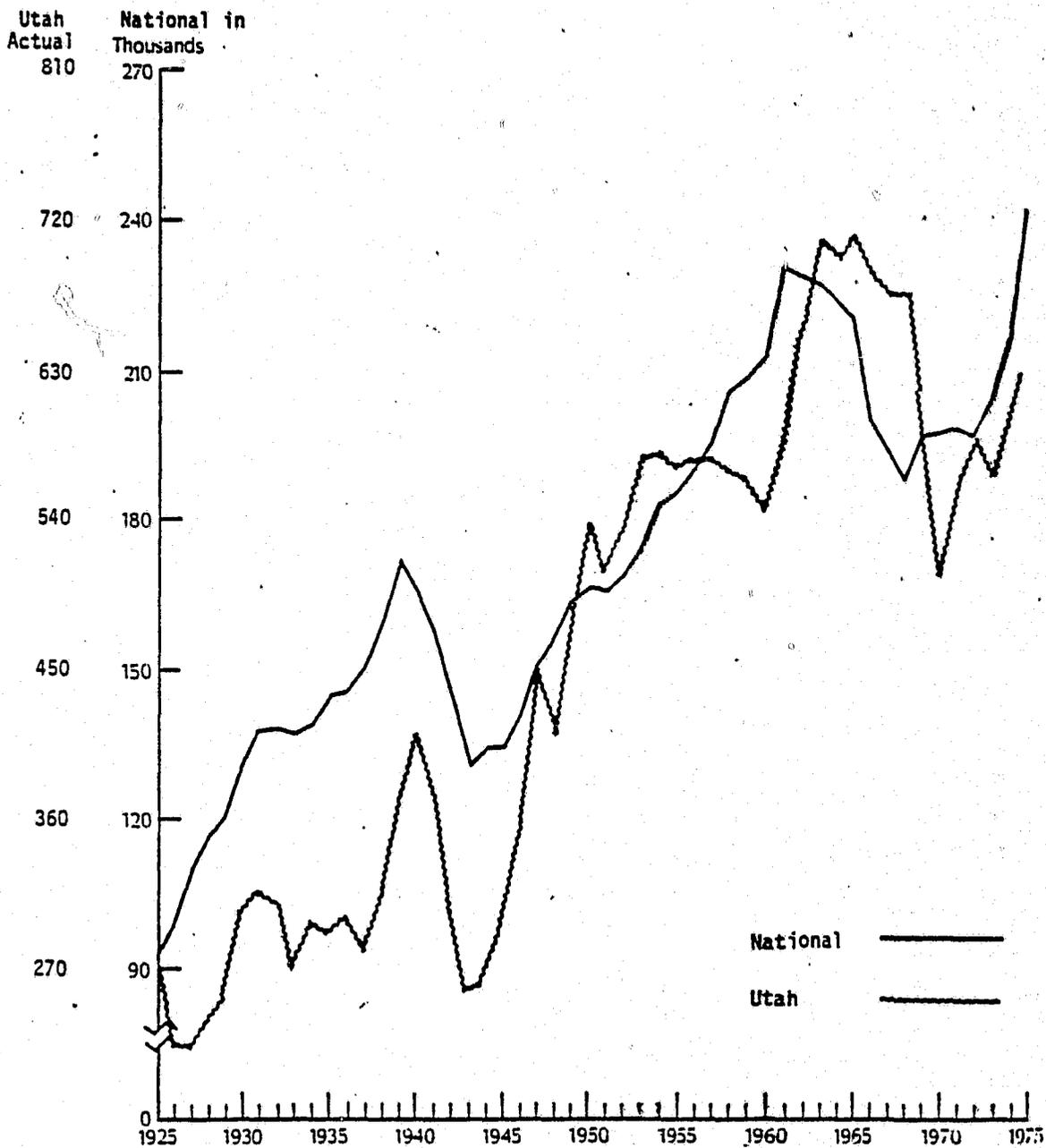


TABLE 3  
 UTAH STATE PRISON CAPACITY  
 APRIL 18, 1978

FACILITY	TOTAL BED CAPACITY	OPERATIONAL CAPACITY
MAXIMUM	61	52
MEDIUM		
A BLOCK	193	144
B BLOCK	128	128
D BLOCK	128	128
B NORTH	28	24
ALCOHOL UNIT	30	30
MINIMUM	300	290
WOMEN'S FACILITY	25	25
TOTALS	893	821

1. Prison operational capacity is 821 (Men, 796; Women, 25).
2. January, 1979, a 113 bed remodeled medium security facility will be completed increasing the total person capacity of the Men's units to 981.
3. Forty-three cells on B Block are currently being used for protection cases.
4. Actual number of persons committed to custody of the prison is greater than the total residing at the prison. As of April 18, 1978, 914 people were sentenced to the Utah State Prison. Of that 914, forty (40) were placed in community correction centers, fifty-two (52) were out-count status at other state or federal prisons, jails, University of Utah Medical Center, or the Utah State Hospital. There were twenty-five (25) women included in the 914 total.
5. Projected prison population for 1985, 1140 persons.

Utah State Prison

Existing Facilities: The Utah State Prison is located near Draper, Utah at the Point of the Mountain. It consists of a Medium Security, Minimum Security, Maximum Security, and Women's Unit. The prison currently has an operational capacity of 823 inmates. This is anticipated to increase to 936 in January of 1979, with the remodeling of an old dormitory (please refer to Table 3, "Utah State Prison Capacity, April 18, 1978").

-----  
Insert Table 3  
-----

The existing Utah State Prison was planned and conceived in the 1930's; however, the original architectural firm no longer exists. The present facility was probably conceived as an improved edition of the prison which existed in what is now Sugarhouse Park. Planning resulted in an increased number of cells and acreage. Construction began in 1940, but the project was halted with the advent of World War II and not resumed until eight years later. In 1951, the inmates were transferred to the present site of the Utah State Prison.

Utah, up to this point in time, has a single state institution to satisfy the correctional needs. Other states, typically, have several correctional facilities located in various areas throughout the state. It is understandable that in the 1930's, a limited inmate population and a rather simple, straight forward correctional operation produced the view that consolidation of resources was a distinct advantage. In today's correctional system the above stated concepts are not administratively feasible. In order to maintain adequate security and control, there has, by necessity, been a duplication of efforts and expenditures in each of the four units which house men and women in maximum, medium, or minimum classification. Attempts have been made to put the present physical facilities to multiple use; most have failed.

The women inmates reside in a facility which lacks any significant recreational or group facilities. From time to time it has been necessary to utilize space at minimum security. Whether attending religious services, therapy sessions,

group meetings, or using the gymnasium, each of these activities has compromised security and control.

The prison complex consists of four main facilities concentrated in a relatively small area of the prison's 1,009 acres of property.

Medium Security: The Medium Security facility is surrounded by two chain link fences, twenty feet apart, sixteen feet high, and topped with diagonal arms stretched with barbed wire. There are five observation towers manned around the clock and supplied with firearms. Tower one, placed in front and center of the entrance walk, is responsible for the review of all entering and exiting traffic.

The entrance to the main prison building, for staff and inmates, is through a single, stainless-steel door. Immediately inside is a foyer which opens to a main entry hall. The hall leads to the offices of the Warden, administrative assistant, business manager, and receptionist. It ends in an area divided, and sub-divided, wherein is located the records office. The main entry hall is a bustling intersection, stairs rise from it to more offices on the second floor and to a coffee room. Beyond the main hall is Control-One through which all traffic enters the prison. A new visiting room has recently been constructed. It represents a vast improvement over what was previously available. A door opens to a visiting area yard which is not yet available for use.

Beyond Control-One are offices for the Captain, Lieutenants, and Caseworker. A-Block houses newly received inmates. This area is constructed in tiers which rise one above another with cells back to back. Concrete catwalks, pipe railed front all cells above the ground floor. B-Block furnishes protective custody on the lower tier. A searchlight has been installed at the end of the block and is required since there is little natural or artificial light.

Along the main corridor are entrances to the inmate hobby shop, large dining room and kitchen, gymnasium and the nondenominational chapel. At one end of

the main corridor is an exit to the main prison yard, which is lawn covered and ringed with concrete walks. At the opposite end of the corridor is a weight lifting room, which is actually is an open area to allow visual inspection and reduce the incidents of assault by inmates upon other inmates. There is an exit from the corridor through a sally port to the industrial area. Buildings house a license plate plant, and machine, metal, sign, upholstery, print, and carpenter shops.

The building once known as the farm dorm, later remodeled for vocational training, is currently being rennovated for the purpose of inmate housing. It is quite apparent that the Utah State Prison was not designed to accommodate the growth which has occurred. New boilers could generate greater volumes of steam to be compressed into lines which have not been replaced and are subsequently to small to handle the increased volume. Electrical and plumbing lines have exhausted their life expectancy.

Women's Facility: The Women's Facility is located just south of the road leading from tower one to the Medium Security buildings and is directly across from Medium Security D-Block. It is constructed in the shape of a capital "T", the cross being the front of the building. It is constructed of concrete brick. On the north side of the building are suspended floodlights. The yard is enclosed by a security chain link fence, topped with barbed wire and the front of the building is unfenced. An entry walk divides the front lawns and there are raised flowerbeds and a planter along the face of the building.

Just inside the facility's door is a small room used for physical examinations. Enjoining it forward is the Matron's office. This glassed-in area looks across the dining room and down the length of the corridor and commands a view of the visiting room and kitchen. The kitchen is equipped with a large commercial type freezer and refrigerator, range, stainless steel sinks, and counters. The dining hall has frequently been used for recreation purposes.

What was once a large sewing room, equipped with commercial machines for the making of inmate clothing, has now been converted into rooms for consultation and an office for the Director. There is a visiting room furnished with chairs and a sofa. Sliding glass doors exit to a grassed yard.

Residents' rooms face each other across a long corridor. They are alike, well lighted, and have a single bed, a small open closet, basin and toilet. The outside windows are small and not barred. Some latitude is allowed in decor and a number of rooms are very attractive, all have curtains. They are small and well lighted. Doors are hollow core metal with observation glass and can be locked from the corridor. The facility contains two isolation cells. Unfortunately there is a lack of much needed recreational equipment and space.

Maximum Security: The Maximum Security is double-fenced with security chain link on the north, east, and south. A triple fence on the west separates this facility from the Medium Security which is adjacent. Two electronically controlled gates protect entry to the building. One tower commands a view to the west and south fences and controls the gates, another commands a view of the west and north fences and Maximum's north yard, a third looks at the north and east yards and sights along the fences on both sides. The building is of steel-reinforced concrete with barred windows. The front and side yards are grassed and, at times, flowers border the buildings. The exercise yard is equipped with a chinning bar and little else.

Entry to the building is gained through three doors. The east entrance is for visitors who must then turn right through a security gate with barred doors on each side. The visiting room is spacious, but without decoration, and is furnished with steel and hardwood benches. Inmates enter this room through another security cage in front of the control room; or if not cleared for the room, they visit by phone through a steel and glass partition. The center entry door opens into a narrow hall that leads directly into the control room. The west door is for staff and the transfer of inmates and opens into a hall with another security cage. Doors exit from this cage to the

dining room and the main corridor. The control room commands a view of the dining and visiting rooms and the entire length of the corridor. From the control room it is not possible to see into any cell or cell block.

There are four cellblocks on each side of the corridor, one of which is for solitary confinement. This block has nine cells with solid steel doors and is without natural light. Some cells have concrete bunks and toilets, others have no bunks and toilets recessed to the level of the floor. All other blocks have nine cells, equipped with toilet, basin, mirror, cot, and each block has a shower room. The cells are four on one side, five on the other, and face each other across an exercise area having bars at each end. The cell blocks are entered through security cages. Each block has a television set, and headphones for each inmate. Located in each exercise area is a long table and a bench. A service aisle runs between blocks, and air moves through vents at the aisle's end. In December of 1967, nine men escaped from the Maximum Security facility in one night. To insure that such an incident would not occur again, roof vents were removed, forms set with a series of pipe spools, and poured in place with reinforced concrete, and the same was done in all service aisles having vents, thereby cutting the flow of ventilating air. The added labor for ventilating fans was evident. It cut the volume of air pulled in through the room (and in some instances exhausted through the roof) and caused some compression in utility aisles and vents.

Minimum Security: Minimum Security includes not only living arrangements for inmates, but also a vocational building and grounds, the dairy and all of its buildings, feedlots, slaughterhouse, meat processing plant, an aerator-type sewage disposal plant, plus an entire farm. Each component part is served with water and electricity in addition to steam heat.

The dormitories are sound, solid structures. The bathroom facilities and shower rooms are plentiful. All steam heat used in the dormitories, offices, gymnasium, dining hall, kitchen, and visiting room is generated at the plant in the main prison building and piped underground to the Minimum Security facility. Controls are operated electrically and by compressed air. They are complicated, sophisticated, are not understood by some who have been

charged with their operation. Thermostatic controls were mounted in each dormitory and are constantly tampered with, vandalized, removed, or destroyed by residents. The facility shows a lack of maintenance inasmuch as floors and walls need painting. Above the false ceiling, piping leaks have developed, ceiling panels are stained, some water swollen, and in a few instances, disintegrating from moisture. Water stains show through the outside brickface, caused by pipe leakage in dividing walls inaccessible for repair. In the utility room, bolted flanges are bare and rusty, and soggy insulation hangs in shreds from piping and tanks. The cost to repair the above mentioned defects would be considerable. An example may best serve to illustrate the process by which the prison today finds itself in difficulty. It is well known that the prison has been the victim of underfunding and forced to make do with contributions of material, or material purchased secondhand. Such was the case with the vocational training building. Originally a uranium mill in the Blanding area, the building was donated to the prison in 1963 following the decline of the "boom period". In a dismantled condition, with all components marked, the building was hauled in its entirety to the institution property. There it was re-erected on a concrete foundation and floor. The roof and skin are of corrugated iron, and it is a typical industrial building. Its designation at the prison was to replace the garage, wherein all prison vehicles and farm equipment were serviced, overhauled, and repaired; and the space was to be shared with construction and maintenance, both of which had been compressed into a shack no larger than a bedroom. The new building was some eighty feet wide and about two hundred feet long. An emphasis on vocational training and rehabilitation brought a change in plans and many "alterations and revisions" in the building. A transverse partition was erected of concrete block and framed above into the roof with lumber and drywall, giving two-thirds of the area to vocational training, leaving the other third to be divided among the garage and construction and maintenance. A longitudinal partition was laid up in their area to divide the departments. Vocational training found it could not operate in the curtailed space, and a hole large enough to permit the ingress and egress of vehicles was knocked through the new block partition to the area designated to construction and maintenance to make more room for auto body and painting. Eventually, the

garage area was given to State Forestry to build fire fighting equipment. More block partitioning was done in vocational training to separate auto mechanics from diesel mechanics, and a large tool room was built, to be shared by both. To meet building standards for Federal funding, a large washroom was built, leads and lines were being brought in where none had been anticipated. North of the building a septic tank was buried, of a size calculated to serve the small crews of construction, maintenance, and the garage, however, not the large of vocational trainees. A small shallow field drain was laid across the yard. Due to the testing of heavy equipment which had been overhauled, the drain area was frequently crushed which caused effluent to surface. The field drain has been rebuilt on numerous occasions and subsequently recrushed. From the east of the cannery building a steam line was brought, fed by the main boilers, and insulation was poured under ground. The line exited across the vocational training yard and surfaced at the southeast corner of the building. Its purpose was to furnish hot water, steam heat, and steam cleaning for automobile and diesel motors. Welded lines were run overhead to a collection of mismatched blower type heaters, the cores of which could not contain the pressure, and were in constant need of repair. The piping was of abandoned boiler flues and hot water was furnished and a condensate tank installed. Motors were steam cleaned over a floor sump which drained into the septic tank; the grease and pollutants thereby suffocating the bacteria within and sealing the questionable drainage properties of the field drain.

For security reasons, a chain link fence was erected around the area. Gateways were left on the north and on the west to allow traffic to the towers and to the dairy. Before the gates were hung, new access roads were routed, and the gateways were spliced in with chain link fence.

A steam line was taken from the vocational training building at the far east end, run overhead to the north side along the full length of that exposure, and out through the west wall. Steel towers were erected with extended arms, and the line was suspended from these across valleys and hills to the slaughterhouse; but no compensating increase was made in the steam trunkline to the vocational training building.

At the slaughterhouse a branchline was pulled and connected to another that ran an uncharted course underground to the tank in which swill was cooked for the hogs. While uncharted, erupting geysers marked its way and this line was frequently patched. The line was not insulated and, in the winter, steam was allowed to escape through it in order that the condensate would not freeze.

Deficiencies: In 1977, as a result of the Keith Nielsen suit entered in Federal court, the Utah State Attorney General's Office requested various agencies to make an inspection of the Prison facility focusing primarily on health, medical, food service, administration, agriculture, plumbing, electrical, ventilation, and fire safety standards. When the reports were completed, hundreds of deficiencies were noted. The Office of Occupational Safety and Health Administration (OSHA), alone, listed over 300 citations in a 65 page report. The health code violations would have closed many businesses operating in the private sector.

The Utah State Prison is presently in its 27th year of an anticipated 30 year utilities life cycle. It is of interest to note that a 30 year estimate is based on an office building rather than one having 24 hour usage. A survey of the primary electrical system revealed that the Prison was operating at 140% capacity. Virtually none of the electrical wiring meets present codes. The following example of a minor problem may best serve to illustrate the current situation as well as the need for complete analysis and subsequent planning.

Both OSHA and the fire marshal cited as a deficiency, the lack of a fire door exit in a cell block. The obvious solution would have been to install an electrically controlled steel door; however, it is anticipated that should the door be activated it will overtax the present electrical system and result in a power outage which will have a domino effect on the electrical system throughout the institution. Also, merely to install the door does not take into account the control which is necessary for the block officer, where and how the wires will be run through the concrete block, the area into which the door allows exit, or any of the other considerations of sound planning.

The Utah State Prison is faced not only with the necessity of providing routine maintenance but also with remedying cited deficiencies without knowledge of the source or the extent of existing problems. It should perhaps be noted that by necessity expenditures will be made for immediate repairs only to have work redone once the utilities assessments have been made and a controlled maintenance program has been implemented. It is estimated it will take three years to correct major existing deficiencies.

The magnitude of problems increases logarithmically when one encompasses the American Correctional Association (ACA) standards. For example, the present average cell size at the Prison is 54 square feet. The American Correctional Association standards require a minimum of 60 square feet per individual and 80 square feet if an inmate spends more than ten hours per day in a cell. As a rule of thumb, architects consider building rather than remodeling when remodeling costs approach 50% of new construction. It is recommended the architectural services of the Utah State Building Board be utilized, not merely the traditional request for drafting services, but also to assist Corrections in developing a five-year building plan compatible with the correctional master plan. *The Division of Corrections is presently faced with attempting to resolve the many deficiencies noted at the Utah State Prison.*

Prison Population Projections: Since August of 1974, the inmate population at the Utah State Prison has shown a dramatic steady increase as previously indicated. This increase is in keeping with a nationwide increase in prison population. Among the many factors to such an increase are the following:

- (1) There is generally a population increase. Utah is the eighth fastest growing state in the nation.
- (2) Continued increases in reported crime are being countered by a "get tough" attitude from the public which has resulted in stronger laws, less lenient judges, and a more demanding Board of Pardons.
- (3) The nation is not at war. A wartime economy results in high employment and engages a large portion of the high-risk group in fighting the war.
- (4) The abolition of the draft further increased the number of high-risk persons that have remained in the state.
- (5) We currently have the post-war "baby boom" in the "high risk" for incarceration age group between 18 and 35 years of age.
- (6) A tremendous amount of Federal money has been expended in

"beefing up" the criminal justice system which has enhanced its ability to apprehend and process the criminal offender. (7) Women have entered the job market and to some degree displaced the poorly trained men who comprise the high risk for incarceration group.

Obviously, many of these factors are difficult to quantify and are unstable. This makes projection, at best, tenuous. Still, the best projections possible need to be made for planning purposes. The Division of Corrections has been charged with projecting prison population for the years 1980, 1985, and 1990. Two projection techniques were chosen after many others were tried or examined. The first technique which may be described as "business as usual" was used to project prison population to 1980. The process has been to examine the rates of growth from 1970 to 1977 and extend that rate to 1980 as illustrated in Figure 12, "Prison Population Projected to 1980". This technique assumes that no radical change will occur in our law or society in the next three years. Also, it is assumed that the expected increasing rate of release will continue to be countered by an increasing rate of commitment. Hopefully, this projection method will be sensitive to some fairly short-term trends.

-----  
Insert Fig. 12  
-----

A second method was used to project the prison population for the years 1985 and 1990. This method was used in an attempt to negate any short term trends. It consisted of going back to 1900 and determining the average prison population for each year, as well as the state population for census years. Estimates of state population were obtained for the five year midpoint between each census. Prison population was compared to the state population using a linear regression curve fitting model. The war years (1920, 1945, and 1970) were not included. Prison population was then projected using the figures developed by the Utah State Planning Office as "alternative future zero" for the state population in 1985 and 1990. Fifty people were added to each projection in anticipation that Utah's incarceration rate would regress toward the considerably higher national average. The results as presented in Figure 13, assumes that the nation will not be involved in war during the years in

PRISON POPULATION PROJECTED TO 1980

(Assumes Business As Usual)

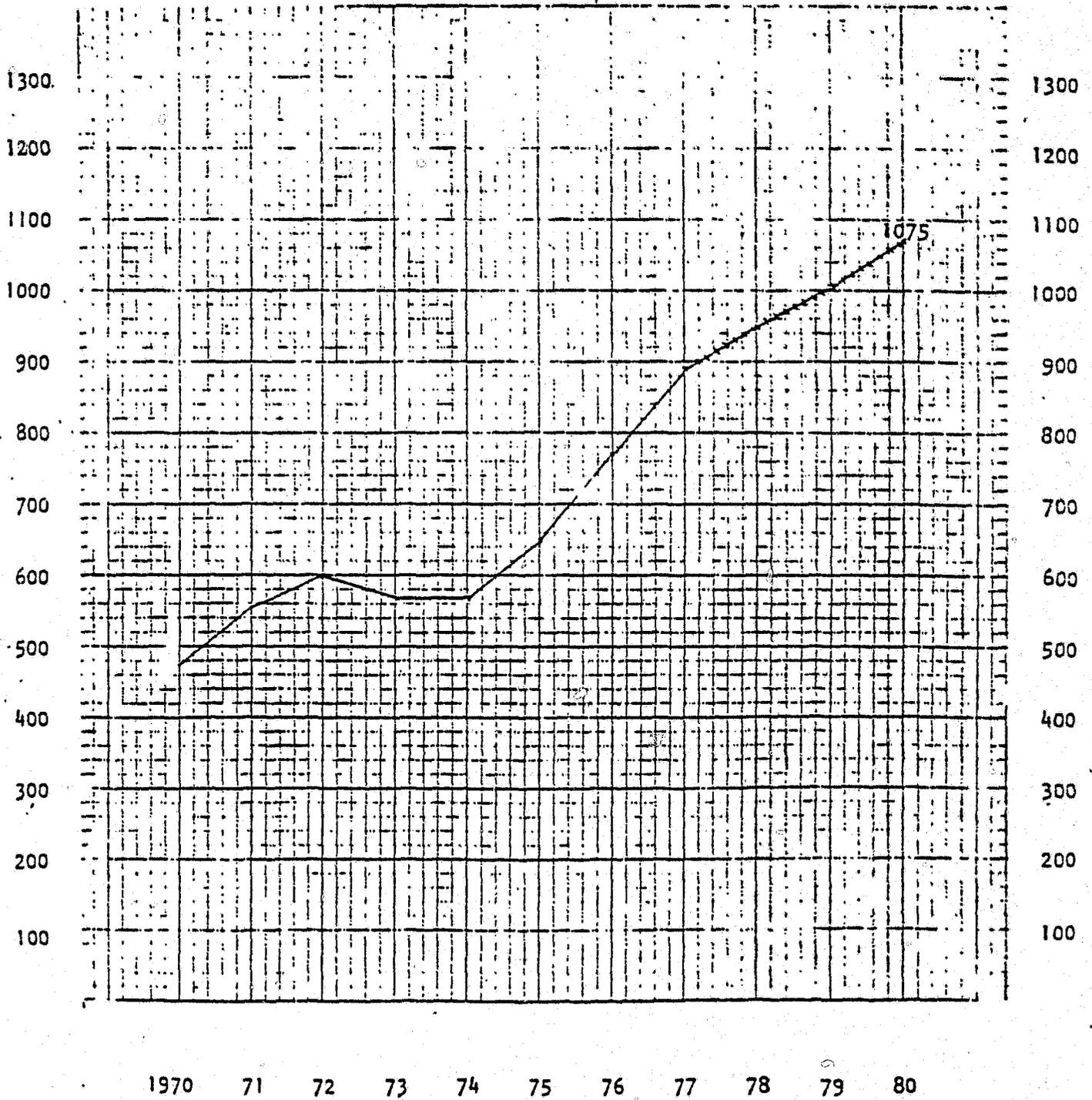


Figure 12. Prison population projected to 1980.

question and that the relationship between state population and prison population will continue as it has in the past.

-----  
Insert Fig. 13  
-----

In summary, it is anticipated that there will be 1,075 prison inmates by 1980, 1,140 inmates by 1985, and 1,230 inmates by 1990. Current remodeling will bring the prison's operational capacity to 936 individuals. *The difficulty currently facing the Division of Corrections is planning for and coping with the anticipated increases in prison population.*

#### Community Correction Centers

Existing Facilities: The first community correction center in Utah was established in 1970. Four others have followed to 1978, and an additional one is planned to open this year. These centers are all leased, and a recent study suggests that there may be advantages to building or buying these centers rather than continuing to lease them. Descriptive information concerning the centers is presented in Table 4, "Community Correction Centers - Fiscal 1978".

-----  
Insert Table 4  
-----

Currently the Community Correction Centers budget represents approximately 13% of the total Corrections' budget. One facility is exclusively for female offenders; the remaining four house males.

Women's Community Correction Center: On the third floor of the Y.W.C.A. located in downtown Salt Lake City is the Women's Community Correction Center. The building is of white stucco and shows good care and maintenance. Shade trees grow along the parking area. Offices for the eleven staff members who provide 24-hour coverage are clean, carpeted, and well-furnished. A small central kitchen is adequately equipped and accessible to the 22 residents. Rooms, halls, and community areas are painted in attractive colors.

STATE AND PRISON POPULATION PROJECTED TO 1990

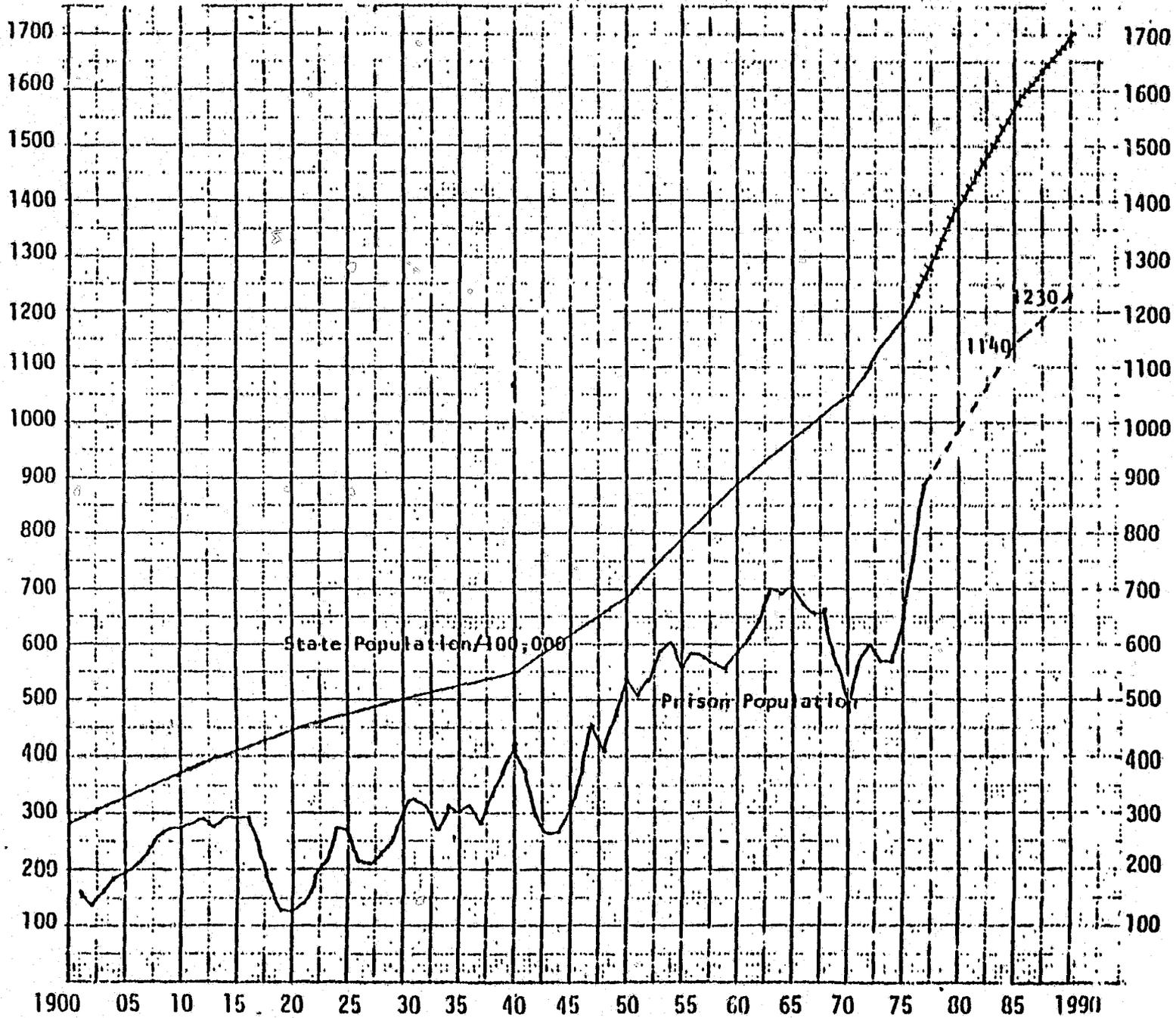


Figure 13. State and prison population projected to 1990.

TABLE 4  
COMMUNITY CORRECTION CENTERS - FISCAL 1978

CENTER	NO. OF STAFF	OPERATING CAPACITY	COST/CLIENT/DAY IF OPERATED AT CAPACITY	BUDGET
Lakehills	15	48	\$19.59	\$ 343,213
Central	14	45	\$14.76	242,358
Ogden	13	40	\$13.94	203,662
Women's	11	22	\$25.16	202,020
Diagnostic	24	85	\$15.20	471,883
Administration	2			53,777
TOTAL	79	240	\$17.31	\$1,516,913

Windows are draped; pictures and hangings adorn the walls. The surroundings elicit of feeling of apartment living rather than of detention.

Residents have access to all the recreational facilities of the Y.W.C.A., some of which are swimming, dancing, tennis, and golf. Educational classes are also available at various levels and in a variety of interests.

The facility is leased at the cost of \$16,000 on a year-to-year basis. The State Building Board estimates that over a 40-year period a savings of \$825,581 would accrue if a comparable facility were built rather than maintaining the present Y.W.C.A. lease. It should be noted the Division of Corrections anticipates opening an additional women's correction center in Ogden with an operational capacity of 35 individuals.

Lakehills - Community Correction Center: The Center is a leased motel located near the Salt Lake Airport. The building is not new, but has been well maintained. The living quarters of the owner have been converted to offices for 15 full-time employees. The facility is staffed 24 hours a day. The pool room was remodeled and doubles as a conference room and visiting area.

All of the residents' rooms are carpeted and draped and contains a wall desk, nightstands, chairs, beds, lighting fixtures, glass mirrors, and framed paintings. Three of the rooms can accommodate three residents, five are singles, and the rest are double, for a total capacity of 48 individuals; there are no cooking facilities. Residents are allowed to eat at local cafes with an occasional lunch put up in the rooms. Dinner or supper is usually taken by the residents with their families at home. The rooms are in good repair, clean, and are inspected daily by staff.

The facility is leased at the cost of \$36,800 per year and is presently in the second year of a five-year lease agreement. In a preliminary life cycle/cost benefit analysis, the Building Board estimates that it would be more cost effective to own than to lease and would result in a savings of \$3,413,847 over a 40 year period.

Central Community Correction Center: This facility, located three blocks west of downtown Salt Lake City, is comprised of a motel and a two-story apartment building. The complex provides room for 45 residents. Unfortunately, the facility is very stages of disrepair. Shingles are curled and cracked, basins are rust stained, ceilings are water stained, and settling cracks have caused multi-layered paint to crack. Fourteen staff members occupy the poorly heated and ventilated offices in what was once the residence of the owner. The reception counter is manned 24 hours a day.

The complex, with its lack of recreational facilities, is leased at a cost of \$30,000 per year and is presently in the second year of a three-year lease agreement. Fortunately, these premises are scheduled to be vacated in the near future, and it is hoped the America Correctional Association standards will be more nearly met when selecting a new location for this program.

Ogden Community Correction Center: This correctional center in Ogden, Utah, is a motel leased by the Division of Corrections. The "U" shaped courtyard is well paved, rolling chain link gates enclose the yard each night. Several units of the south wing have been converted into offices, which are well furnished. All of the residents' units are carpeted and has its own bathroom. Many of the units have kitchens furnished with refrigerators and small gas stoves, and each unit has its own refrigerated airconditioning; closet space is abundant. Dividing walls between units are faced with beautiful oaken panel, geometrically patterned, of a quality that would be hard to come by today.

The facility is operated by 13 staff members providing 24 hour supervision for the 40 residents. It is presently leased for \$25,000 per year and is in the second year of a three-year contract. The Building Board's preliminary assessment indicates that over a 40-year period \$1,727,567 would be saved by state-owned construction.

Diagnostic Unit: This facility is an extensively remodeled section of the former St. Mark's Hospital, providing services for 85 clients (primarily diagnostic referrals from the district court). The ground floor houses

spacious offices, an open community area for visiting and an occasional sponsored program, a photography room, shower and locker rooms for the 24 staff members, and consultation rooms.

On the second floor are two dormitories. A glass cubicle is placed between them and provides correctional counselors with an unrestricted view of the area. Twenty-four hour supervision is maintained. Also on this floor is a kitchen equipped with stainless steel fixtures and appliances. The third floor holds a laundry with washing and drying machines, a small library, recreational and exercise rooms. The fourth floor contains ten resident rooms, each with its own bathroom. The fifth floor will be a replica of the fourth; however, at this time, it is unfinished. The remodeling work throughout the entire unit has a professional look.

Between the facility and an older wing of the hospital is a small, narrow sloping yard and a twelve-foot chain link fence topped with barbed wire. With the exception of this space, detention is accomplished within an aspect of generally cheerful quarters.

The Division of Corrections should give consideration in future planning as to whether it would be advantageous to build rather than lease additional facilities. Three specific advantages of new construction are:

1. The combined total estimate savings of new construction versus present leasing for a 40 year period is approximately \$2,000,000 per facility. (See attached Building Board Project 199 report).
2. Corrections has experienced considerable resistance when attempting to establish residential treatment centers. A state-owned building would meet this resistance only once; whereas, leases are subject to non-renewal or being voided and thereby forcing public hearings and reapproval.
3. New construction would allow the implementation of the American Correctional Association facility standards.

The advantage of leasing lies in requiring a smaller budget appropriation in a given year and not interfering with other building priorities of the Division.

Community Correction Centers Population Projections: Unlike the prison and Adult Probation and Parole, Community Correction Centers do not have a long history and are not well established. As a result, it is untenable to project the future based upon the past.

The "halfway house concept" realizes that there is a tremendous gap between the structure imposed by 24 hour supervision and steel bars at the prison and the several hours of supervision provided on probation. The low number of clients currently housed in community centers is certainly not indicative of the number of clients that appropriately should be housed (please make reference to Figures 9 and 10). Clients should come from both the prison and Adult Probation and Parole.

One of the major obstacles to establishing community centers is community resistance. Everyone likes the concept of such centers, however, they desire them in someone else's neighborhood. This in spite of evidence that these centers do not adversely affect neighborhoods and that the crime rate in such neighborhoods may even be reduced (Dept. of Justice, National Evaluation on Halfway Houses, 1977). Public education appears essential if this important resource is to be developed. Ideally, the population in community correction centers should probably be somewhere between one and two thousand offenders. *The issue currently facing the Division of Corrections is that of filling the gap in services and structure in the area of community correction centers.*

#### Adult Probation and Parole

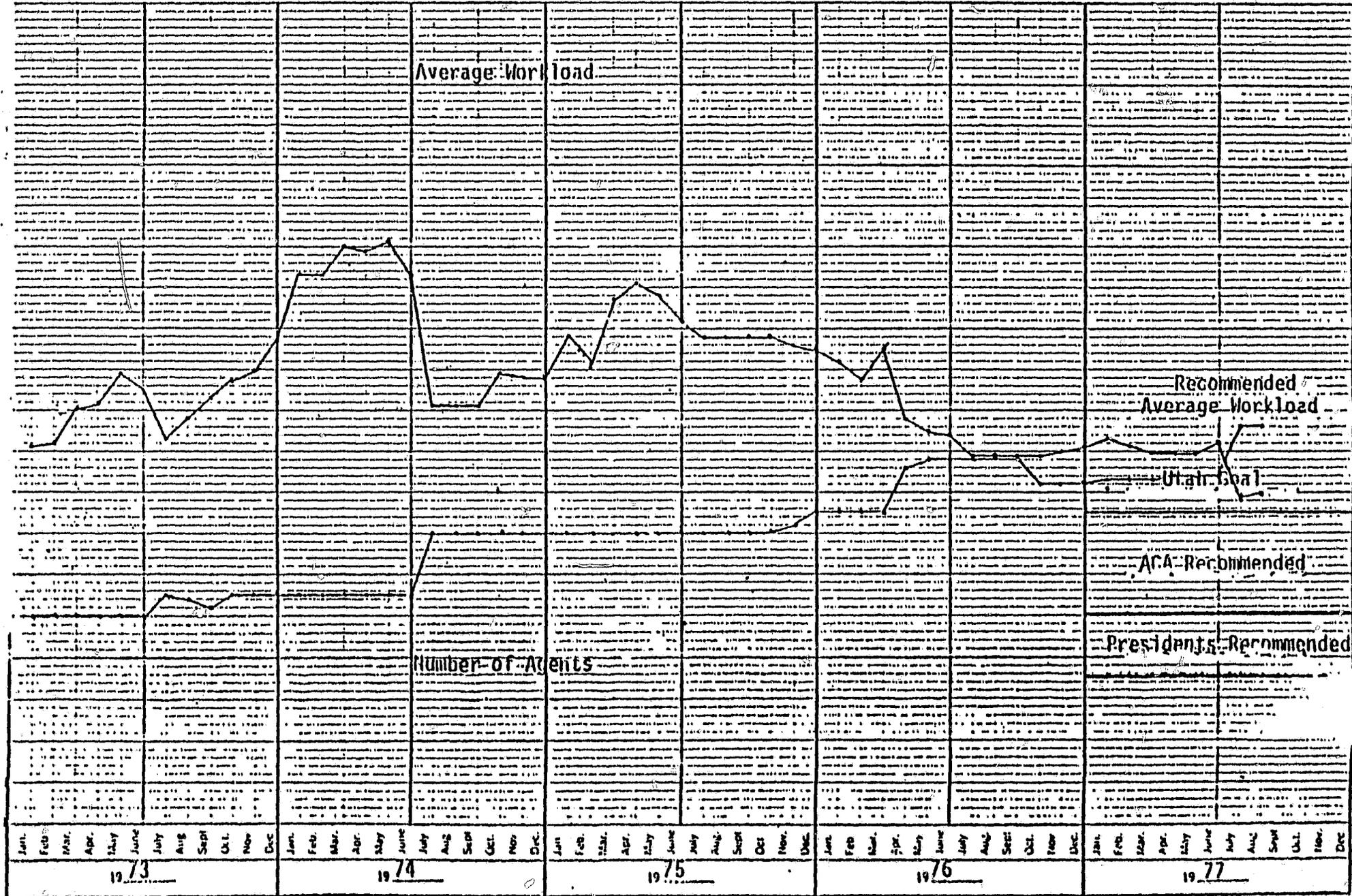
Existing System: Adult Probation and Parole supervises over 6,000 clients statewide with approximately 100 district agents. As illustrated in Figure 14, "Number of Agents Compared With Average Workload", of critical concern to Adult Probation and Parole administrators is the caseload size each agent is required to supervise; this has varied somewhat during the last several years.

-----  
Insert Fig. 14  
-----

FIGURE 14

-NUMBER OF AGENTS COMPARED-  
-WITH AVERAGE WORKLOAD-

200  
180  
160  
140  
120  
100  
80  
60  
40  
20  
0



The traditional method for determining caseload is one recommended by the American Correctional Association (ACA, 1966). This method assigns weights to presentence reports and counts each person under supervision in developing a composite score. The latest recommendation on work units per agent is 35 (President's Commission, 1967, p. 70). Utah's work unit load is over 90 cases per district agent. Research has generally failed to find a sound basis for determining case load size based on impact (Neithercutt & Gottfredson, 1975). The most frequent finding was that when case load size was reduced, the number of probation and parole violations increased. Large case loads result in so little time for supervision that large impact should not be expected with most clients (Dept. of Justice, Special Intensive Supervision, 1977, p. 24). However, recent research (Oldroyd & Stapley, 1976) suggested that misdemeanor probation in Utah does reduce recidivism. Sacks (in process) found evidence to suggest that parole results in lower recidivism than no supervision.

The John Howard Associates (1976) suggested that an additional 165 Adult Probation and Parole agents be hired to reduce the then existing case load size to 35 per district agent; that recommendation was not followed. The American Correctional Association unit standard has been criticized in Utah, possibly because large numbers of misdemeanor offenders are supervised. Some have felt that a misdemeanor case should not require the effort of a serious felony case and as a result should not be weighted equally.

As a result, Adult Probation and Parole is currently developing a classification system and minimum supervision standards which easily translate into manhours required for supervision. Standards for a minimum case require the client to mail in monthly reports. The district agent is required to have personal contact with the client and dictate into the case history quarterly. Constant contact is maintained with law enforcement to ensure that each client has not been arrested on new charges. In addition to the above, a client in the medium category is required to come into the office and report personally to his district agent on a monthly basis. The case history is updated at least every 30 days. A case classified as maximum requires that the district agent, additionally, visit each client at home on a monthly basis and verify that he is

reporting accurately and meeting the conditions of probation or parole. Preliminary findings (Adult Probation & Parole, in process) suggest that it would require approximately an additional 100 district agents to supervise the existing case load to these standards. *The issue currently facing the Division of Corrections is that of assisting Adult Probation and Parole staff in its effort to cope with an existing manpower shortage.*

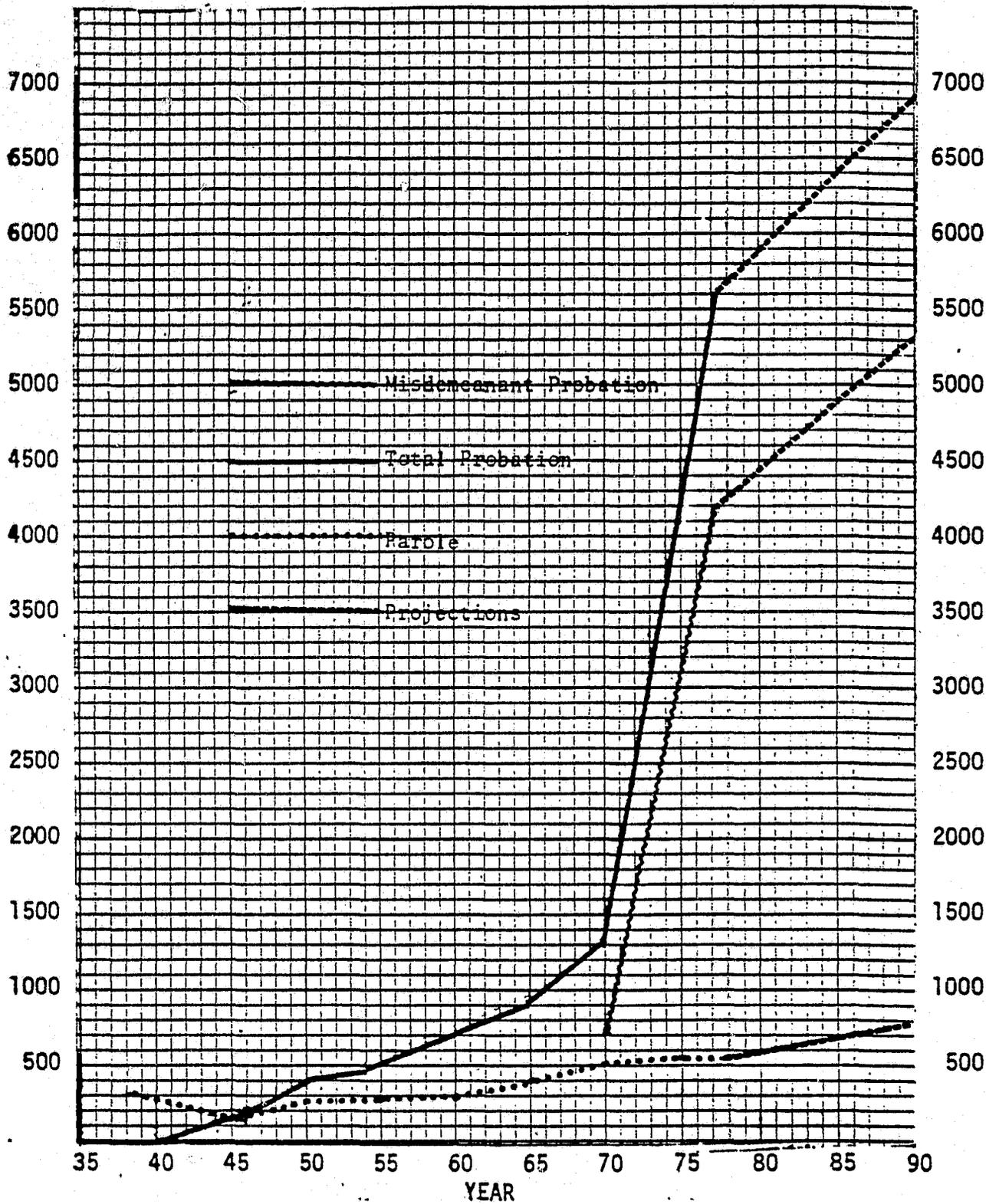
Adult Probation and Parole Projected Population Increases: As with the Utah State Prison population, the number of clients under supervision by Adult Probation and Parole can easily be affected by policy changes in society and throughout the criminal justice system. Perhaps the best assumption is that services will continue to be utilized as they are currently. Assuming this to be the case, the number of people under supervision will generally increase as a function of the growing state population. As may be seen in Figure 15, "Average Number of Adult Probation and Parole Clients", this assumption was utilized in arriving at the projections illustrated.

-----  
Insert Fig. 15.  
-----

Relative to parole supervision, unless policy changes, 610 parolees should be anticipated by 1980; 680 by 1985; and 740 by 1990. This projected increase raises the issue of modifying the structure of the existing part-time Board of Pardons. Relative to felony probation, the projections suggest (unless policy changes) that the case load will be 1,330 by 1980; 1,482 by 1985; and 1,615 by 1990. The projected case load for misdemeanor probation is anticipated to be 4,359 by 1980, 4,857 by 1985; and 5,293 by 1990. Since misdemeanor services are still provided uniformly throughout the state, perhaps these figures should be increased by 500 clients.

The projected increases in Adult Probation and Parole clients would require approximately 20 additional district agents to provide supervision to the minimum standards previously listed. *The issue currently facing Adult Probation and Parole administration is that of dealing with the projected increase in probation and parole population.*

N  
U  
M  
B  
E  
R



N  
U  
M  
B  
E  
R

Fig. 15 Average Number of A.P. & P. Clients

## Special Offenders

*There has been considerable concern expressed that Utah Corrections is not providing for the needs of some special offenders. Among these groups are: (1) women, (2) ethnic minorities, (3) sex offenders, (4) mentally retarded, (5) drug and alcohol abusers, etc. The number of these offenders currently supervised by Corrections is shown in Table 5, "Special Offender Populations".*

-----  
Insert Table 5  
-----

Planning certainly needs to be done regarding these offender types. Of critical importance is the consideration of costs and geographical separation of these offenders from their families.

## UNIFICATION OF CORRECTIONS

Traditionally, Adult Corrections is viewed as punishment oriented and Juvenile Corrections as having a rehabilitation bent. Over the years a considerable amount of treatment resources has been made available in the adult system while many have become dissatisfied with the leniency and lack of structure provided juveniles. The two systems result in no continuity of service provided to those who become 18 years of age (a time in a criminal's life when crime is particularly rampant). Certain economy of operation may also be expected if the Adult and Juvenile Systems were unified. The Legislature contracted with the John Howard Association to make a comprehensive study of the unification issue in 1975. Their report (1976) suggests that unification take place in the area of administration and that program separation of the two areas continue; this issue has not been resolved to date. *The issue currently facing the Division of Corrections is determining to what extent the Division should support unification of Juvenile and Adult Corrections.*

## ACCREDITATION

During the 1960's and 70's the courts abandoned their "hands off" attitude toward Corrections. Subsequently, a tremendous amount of case law has been generated in the area of "inmate rights". The courts have generally recognized that prisons and corrections in general do not meet the basic requirements for

TABLE 5

## SPECIAL OFFENDER POPULATIONS

	<u>CENTRAL</u>	<u>NORTH</u>	<u>SOUTH</u>	<u>PAROLE</u>	<u>PRISON</u>	<u>TOTAL</u>
WOMEN	249	235	227	30	32	773
BLACK	72	69	4	65	78	288
CHICANO	221	195	67	89	123	695
INDIAN	42	33	49	12	11	147
UNDER 21	613	623	552	21	46	1855
ALCOHOL HISTORY	1317	721	1105	307	724	3458
DRUGS HISTORY	904	390	580	311	605	2259
SEX OFFENDERS	68	46	48	24	72	258
PSYCHOTIC					10	
IQ LESS THAN 70 MENTALLY RETARDED					10	

human decency in our society, and, as a result, have attempted on a case by case basis to impose appropriate standards for correctional institutions and process. The standards thus developed have been somewhat inconsistent and troublesome.

In an attempt to bring order to the chaos and to provide some assurance to correctional administrators who have been spending a tremendous amount of time in court, the American Correctional Association has developed, in conjunction with other concerned professional organizations, a set of standards to guide correctional conduct. These standards have received wide acclaim and acceptance. The American Correctional Association will provide the accreditation process for agencies making a request. The Division of Corrections could request accreditation for any or all of its major components. The accreditation process will be time and resource consuming. Meeting the accreditation requirements will be even more demanding; some sub-components of the Division of Corrections could meet the standards more easily than others. *The issue currently facing the Division of Corrections is that of considering application for accreditation through the American Correctional Association. Should this application be presented, the Division must ascertain to what degree or extent accreditation is sought.*

#### JAIL STANDARDS

There are approximately 50 jails in the State of Utah. All but six are situated in rural counties. Capacity of the jails varies from 2 to 345 with only 11 jails having 24 hour, year-round coverage by full time jail personnel. The John Howard Report (1976, p. 219) concluded: "The general finding of all the surveys conducted concluded that no part of the correctional system in Utah is weaker than the local jail facilities that handle prisoners awaiting trial and serving short sentences." The Howard Report noted further that it is unclear what responsibility the state has regarding the jails, if any. In some instances the Division of Corrections has been asked to inspect jails and make recommendations back to the counties. *The issue facing the Division of Corrections, currently, is whether or not to attempt to develop jail standards. If this course of action is pursued the Division must ascertain the manner in which the standards are utilized.*

## REFERENCES

- Albiston, W. G., "Time Served by Crime", A Utah State Division of Corrections Research and Statistics Report No. 16, 1977.
- American Correctional Association: Manual of Correctional Standards. Washington, D.C., 1966.
- Astin, A. and Panos, R. J., The Educational and Vocational Development of College Students, Washington, D.C.: American Council on Education, 1969
- Barnes, E. and Van Der Veur, F., An Evaluation of the Factors Utilized in Inmate Custody Assignments at the Utah State Prison. Masters Thesis: University of Utah, 1973
- Federal Bureau of Investigation: Crime in the United States: 1976. U. S. Government Printing Office, 1977.
- Harris, L. and Associates, "A Survey of Public Attitudes Toward the Criminal Justice System in Utah." Louis Harris and Associates, October 1971.
- John Howard Association, Unified Corrections Study of the State of Utah, Chicago, Illinois, July, 1976.
- Neithercutt, M. G. and Gottfredson, D. M., Caseload Size Variation and Difference in Probation/Parole Performance, National Center for Juvenile Delinquency, 1975
- Oldroyd, R. J. and Stapley, M., "Some Correctional Programs Do Reduce Recidivism", Offender Rehabilitation. Vol. 1 (2), Winter 1976-77.
- Oldroyd, R. J., "Minorities in Utah Corrections." Utah State Division of Corrections Research Report, No. 8, 1977
- Oldroyd, R. J., "Criminal Justice Comparisons." Utah State Division of Corrections Research and Statistics Report, No. 9, 1977.
- President's Commission on Law Enforcement and Administration of Justice. The Challenge of Crime in A Free Society. U. S. Government Printing Office, 1967.
- Roe, A. and Oldroyd, R. J., Utah State Prison Population Projections." Utah State Division of Corrections Research Report, No. 6, 1977.
- Sacks, H. R. and Logan, L., Connecticut Department of Corrections Parole Study. (In process) Connecticut Department of Corrections.
- Serrill, M. S., "Is Rehabilitation Dead?", Corrections Magazine, Vol. 1 (5), May/June 1975.

**END**