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THE OF ICE		Control Number: 403.02.01.001	Version: 8.0	Adopted: 5-1-1996

# Chad Page, chief of the division of prisons, approved this document on 01/30/2019.

Open to the public: ⊠ Yes

## SCOPE

This standard operating procedure applies to all Idaho Department of Correction (IDOC) correctional facilities, including community reentry centers (CRCs), inmates, staff members, volunteer and religious activity coordinators (VRCs), and faith-based volunteers.

## **Revision History**

Revision Date (01/30/2019) version 8.0: Added section allowing Level 2 volunteers to supervise limited service volunteers; revised terminology and provided clarification regarding size and material of religious cards in Appendix D, removed religious beard exception information.

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## **BOARD OF CORRECTION IDAPA RULE NUMBER 06.01.01.403**

Inmate Religious Practices

### **POLICY CONTROL NUMBER 403**

Religious Practices

### **PURPOSE**

The purpose of this standard operating procedure (SOP) is to provide guidance and direction for recognized religious activities and to provide procedures for reviewing inmate requests for accommodations of religious activities not covered in this SOP.

### **RESPONSIBILITY**

### Chief of the Division of Prisons

The chief of the division of prisons is responsible for:

- Designating persons to serve on the religious activities review committee (RARC)
- Serving as the approval authority for new and unfamiliar religious component requests

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## **CRC Managers**

The CRC managers are responsible for designating persons to serve on facility religious activities oversight committee (RAOC).

### **Division VRC**

The division VRC is responsible for:

- Developing and delivering training to religious volunteers
- Overseeing religious activities in facilities
- Developing and delivering training to facility VRCs and staff members

# Facility VRC

The Facility VRC is responsible for:

- · Coordinating and overseeing religious activities in facilities
- · Recruiting religious volunteers if the need arises
- Maintaining volunteer records

## Facility Heads

Facility heads are responsible for:

- Implementing this SOP
- Ensuring that staff members adhere to the provisions provided herein
- Designating a person to serve as the facility VRC if no contract position exists
- Designating a religious activity oversight committee (RAOC)

#### STANDARD PROCEDURES

### 1. Introduction

The IDOC provides reasonable and equitable opportunities to inmates of all faiths to pursue religious beliefs and activities, when those opportunities can be provided within budgetary limitations and are consistent with the safe and orderly operation of a facility and its custody level.

The IDOC does not interfere with an inmate's religious belief. However, the IDOC has a compelling government interest to maintain safety and security in its facilities. Therefore, the IDOC may substantially burden an inmate's exercise of religion when the application of the burden is based on a compelling IDOC interest and it is the least restrictive means of furthering that interest.

## 2. Religious Volunteers

Religious volunteers conduct religious ceremonies and provide religious instruction and spiritual guidance to inmates. Religious volunteers provide teaching, worship, and pastoral care for the inmates in the facility in which they volunteer. For more information regarding religious volunteers, see SOP 606.02.01.001, Volunteer Services in Correctional Facilities.

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## 3. Religious Activity Oversight

The oversight of religious volunteers and religious activities is accomplished using a combination of IDOC and contract staff.

**IDOC staff** –When a facility does not have a contract VRC, the facility head or designee must designate an IDOC staff member to serve in that role. At the facility head's or designee's discretion, this designated staff member may continue performing the primary job duties for which he was hired and as a secondary job duty, oversee religious volunteers and religious activities as an extra duty.

**Contract staff** – In accordance with the contract that establishes volunteer and religious activity services, there is a volunteer and religious activity coordinator (VRC) at each facility. Contract staff provides most of the coordination and oversight of religious activities.

For the purpose of this SOP, the acronym VRC is used to describe both IDOC staff and contract staff serving in the oversight of religious volunteers and religious activities.

## 4. VRC Responsibilities

In addition to the information provided in the 'responsibility' section and section 3, facility VRCs and contract staff are responsible for the following:

## Religious Volunteers

VRCs are responsible for locating, developing, and managing religious volunteers who are representative of the facility's inmate population.

## Inmate Marriages

In accordance with SOP <u>311.02.01.001</u>, *Marriage Procedures for Inmates*, VRCs, upon request, must assist an inmate with finding a qualified person to conduct the marriage ceremony. Inmate marriages must be requested, processed, and coordinated in accordance with SOP 311.02.01.001.

#### Inmate Family Deaths or Personal or Family Crisis

VRCs may be involved when inmates receive notices of a family death or personal or family crisis. Each facility must outline in a field memorandum the process for dealing with family death or personal or family crisis calls.

### 5. Prohibited Activities

The following activities are prohibited:

- Animal sacrifice
- Belittling or ridiculing other religions
- Curses, spells, or rituals meant to cause harm, distress, problems, or other unwelcome events
- Consumption of alcohol
- Consumption of illegal substances
- Consumption of tobacco
- Domestic or foreign terrorism
- Nudity

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- Inmate organizations or practices that put inmates in positions of power, authority, or leadership over other inmates
- Paramilitary exercises
- Profanity
- Proselytizing (coercing, harassing, or attempting to convince an inmate to change his religious affiliation)
- Self-defense training
- Self-mutilation
- Sexual acts
- Superiority of one race or religion over another
- Use or display of weapons (or what appear to be weapons)
- Violence

## 6. Designating Worship Areas and Scheduling Religious Activities

Facility heads or designees must designate areas for religious activities that fairly and equitably accommodate the needs of all religious groups in the inmate population. This includes one outdoor worship area established and maintained in a location that is suitable, secure, and in an area that is reasonably separated from non-participating inmates, but staff can supervise or observe. However, outdoor worship areas are not allowed where building design or security considerations prohibit its construction and/or use. The appropriate division chief or designee, or CRC reentry manager or designee, must approve any exception where an outdoor worship area is not provided.

The facility VRC must schedule and oversee religious activities and coordinate weekly religious activities within the facility's master schedule. When scheduling religious activities, the facility VRC must consider both the availability of IDOC staff or religious volunteer supervision and the need to share the available time and space among the faith groups. Program schedules must be posted in English and Spanish on bulletin boards that are clearly visible to the inmate population.

On a volunteer basis, inmates in general population can access religious resources, activities, and instruction consistent with the custody level of the facility. Inmates in restrictive housing may access religious activities with religious volunteers as coordinated by the facility VRC.

Each month the VRC must submit the following month's schedule of religious activities to the assigned deputy warden or second-in-command for approval. The deputy warden or second-in-command must review religious activities at least annually.

### 7. Suspending, Reducing, or Delaying Religious Activities

In an emergency, such as a disturbance, the incident commander can suspend religious activities. Any such suspension, reduction, or significant delay must be reported to the facility head or designee.

In a situation such as fog, facility lockdown, or staff shortage, the facility head or second-incommand can temporarily suspend, reduce, or delay religious activities. If the reduction of

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religious activities extends beyond one week, the facility head or second-in-command must notify the chief of the division of prisons or CRC reentry manager, as applicable.

## 8. Work or Programming Conflicts

If a facility work assignment or programming interferes with an inmate's ability to practice the tenets of his faith, the inmate may discuss the conflict with his work supervisor or programming staff to see if an adjustment in duties or scheduling could eliminate the conflict. Exceptions granted to a facility work assignment or programming must be documented in the Offender Management System as a 'special concern' c-note entry.

If the conflict is concerning a special event or religious holy day, no job reassignment or permanent schedule change is necessary, and time off should be accommodated if possible. The inmate must submit a written request to his work supervisor or programming staff at least 48 hours before a special event or religious holy day.

If the conflict cannot be resolved, the inmate may submit a written request to the facility VRC for assistance. The facility VRC must take the request to the religious activities oversight committee (RAOC) for discussion, and if the issue cannot be resolved at the facility level, the RAOC must forward the issue to the Religious Activity Review Committee (RARC) for review and decision.

Conflicts with work assignments that are outside of the facility such as prison industry enterprise (PIE) programs, vocational work projects, or private work force job at a CRC must be resolved with the employer, not the IDOC.

# 9. Religious Activity Protocols

### Languages Allowed

Sermons, teachings, and admonitions must be delivered in English. However, inmates can recite customary prayers in the language required by their religion or faith.

The facility head or designee can approve activities delivered in other languages if it meets the overall needs of the inmate population. Use Appendix B, *Religious Activity Foreign Language Approval Log* to document approval of foreign language activities.

#### Supervision

The supervision definitions below are for the purpose of this SOP only.

**Direct supervision** means that a staff member, VRC, or religious volunteer must be physically present in the same room or area as the inmates being supervised. The staff member, VRC, or religious volunteer must not be separated from the inmates by glass, wall, or partition. If the staff member, VRC, or religious volunteer leaves that area, he is no longer in direct supervision of the inmates, even if he is in the same building. Direct supervision cannot be conducted from a tower or video technology.

**Indirect supervision** means that a staff member, VRC, or religious volunteer is not physically present in the same area as the inmates being supervised but is in a position to observe the inmates through a direct line of sight, through a window or video technology.

**Constant** means continual from the beginning of the assembled period to the end of the assembled period.

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**Periodic** means at a specified interval (as described in field memorandum) during the assembled period.

Intermittent means at unspecified intervals during the assembled period.

Religious activities must be supervised as follows:

## Inmate-led Religious Activities

- Minimum Custody
  - ◆ Requires **periodic direct or indirect supervision** as defined above and as described in the facility's field memorandum.
  - Staff may provide constant direct or indirect supervision.
- Medium Custody
  - Requires prior authorization by the facility's deputy warden or second-incommand and must have **periodic direct or indirect supervision** as defined above and as described in the facility's field memorandum.
  - ♦ Staff may provide constant direct or indirect supervision.
- Close Custody
  - Requires prior authorization by the facility's deputy warden or second-incommand and must have direct supervision by a staff member, VRC, or religious volunteer, and constant direct or indirect supervision by a security staff member.

## Volunteer-led Religious Activities

All religious activities led by a religious volunteer who has restricted status (see SOP 606.02.01.001, *Volunteer Services in Correctional Facilities*) require **constant direct supervision** as defined above.

- Minimum Custody
  - Requires periodic direct or indirect supervision as defined above and as described in the facility's field memorandum and intermittent direct or intermittent indirect supervision by a security staff member
- Medium Custody
  - Requires periodic direct or indirect supervision as defined above and as described in the facility's field memorandum and intermittent direct or intermittent indirect supervision by a security staff member
- Close Custody
  - Requires constant direct and indirect supervision by a staff member or facility VRC and intermittent direct or intermittent indirect supervision by a security staff member

Any religious activity provided by a limited-service volunteer requires **constant direct supervision** by IDOC staff members or a Level 2 volunteer.

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## Supervision Exceptions

The facility head or designee can approve exceptions to the supervision requirements. While it is preferable to have religious volunteers for every religious group, sometimes religious volunteers are not available in the community. If a staff member, facility VRC, or religious volunteer cannot directly supervise an activity, the facility head or designee must ensure that security staffing and other activities are sufficient to maintain order and safety and are in accordance with the supervision requirements described in this section.

## Participation: CRC Inmates

Inmates housed in CRCs may be allowed to participate in religious services in the community. For further information, see, SOP <u>605.02.01.001</u>, Furlough Program for Inmates and SOP <u>606.02.01.001</u>, Volunteer Services in Correctional Facilities.

## Staff Members and VRCs

With the exception specified in section 10, inmates under the sentence of death, staff members, and VRCs are prohibited from conducting, leading, volunteering, or participating in religious activities or services. As directed by the facility head or designee, staff members and/or VRCs are required to provide supervision for services and activities that do not have a religious volunteer. Staff members and VRCs must monitor religious volunteer-led activities and services to ensure that the standards established in this SOP are followed. In addition, facility VRCs must provide monitoring as established in the volunteer and religious activity coordination contract.

#### 10. Inmates under the Sentence of Death

SOP <u>135.02.01.003</u>, Execution Procedures, provides specific guidelines regarding access to inmates who are under the sentence of death once a court has issued a death warrant. During that time, the inmate has increased access to certain individuals including a spiritual advisor of his choice. A VRC may be required to assist the IDOC in locating a spiritual advisor for such an inmate. The IDOC does not require that a VRC serve as spiritual advisor or participate in any procedure directly connected to the execution process, with the exception of assisting with finding a spiritual advisor as needed. However, a VRC may serve as a spiritual advisor if (a) the inmate requests the VRC to serve as his spiritual advisor, (b) the VRC is willing to serve as the inmate's spiritual advisor, and (c) the facility head approves.

### 11. Inmates in Long-term Restrictive Housing

## Facility VRC Requirements

The facility VRC providing service at any facility with long-term restrictive housing is required to visit each unit and tier at least once each month, making himself available to any inmate with questions or concerns regarding religious or volunteer activities. The facility VRC must document such visits and submit the documentation to the division VRC on a monthly basis in a format determined by the division VRC.

### Inmate Request for Access to a Religious Advisor

Inmates in restrictive housing can submit a written request to the facility VRC requesting access to a religious advisor. The facility VRC must contact a religious volunteer or approved representative of the faith and arrange a visit consistent with security and order of the facility. Religious volunteers and faith group representatives must always be escorted or under staff observation when visiting inmates in restrictive housing.

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## 12. Inmates in Hospital

Inmates who are hospitalized can request access to representatives of their faith group. The facility head or designee must approve any visit between a religious representative and an inmate hospitalized in a hospital that is outside the secure confines of the facility. The facility head may determine the frequency of such visits.

## 13. Religious Use of Wine and Other Sacraments

Sacraments such as wine can only be used under the direct supervision of a staff member, facility VRC, or level-2 religious volunteer. When wine is used as a sacrament, the minister or priest may consume no more than three ounces of wine. Inmates shall not consume any wine.

Sacraments such as wine must be approved by the facility head or designee and be removed by a religious volunteer from the facility after each use.

The facility head or designee must document the approval in a memorandum and forward the memorandum to the facility VRC and other applicable staff. Normally, the memorandum must be reviewed at least annually and reissued if needed. The facility VRC must keep a copy of the memorandum on file in the religious activity center or chapel and forward a copy to the chief of the division of prisons or CRC reentry manager, as applicable.

## 14. Sweat Lodge

The IDOC recognizes that sweat lodge ceremonies are an important part of Native American culture. The following procedures have been established regarding the procurement of rocks and firewood. Sweat lodges are not open to other religions or groups and are specific to the practice of the Native American religion. However, sweat lodge ceremonies are open to all IDOC inmates who wish to practice the Native American religion. During some portions of a sweat lodge ceremony, a staff member, facility VRC, or religious volunteer may not have a direct line of sight to inmates but must observe the sweat lodge.

Each month, the facility VRC must document rocks and firewood supplied, collected, and donated using the *Sweat Lodge Firewood and Rock Tracking Log*.

## Rocks for Sweat Lodge

Each facility that has a sweat lodge must develop a process to provide rocks for use during the sweat lodge ceremony.

At medium custody facilities, the rock storage area must be outside the perimeter fence. A staff member must provide direct supervision when rocks are moved inside the perimeter and when unserviceable rocks are removed.

The rock supply must meet the following criteria:

- At least 100 rocks per year
- Be approximately eight to 10 inches in diameter
- Be stored in an area the facility head or designee has designated

Each facility that has a sweat lodge must develop a process for collecting the rocks. Inmates who are classified **minimum custody** and approved to work away from the facility (off facility grounds) do the rock collection for **minimum custody and adjacent medium custody facilities**. Staff supervises rock collection crews as determined by the facility head or designee.

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Rocks are collected from IDOC property, or other state of Idaho, federal, or private property where the owner or management authority has granted the IDOC permission to collect rocks.

If rocks cannot be collected legally from a location that is reasonably accessible to the IDOC, then rocks may be donated.

## Firewood for Sweat Lodge Ceremonies

Sweat lodges are authorized to use up to one cord of firewood per month for a total of 12 cords of firewood per year at each facility with a sweat lodge. The chief of the division of prisons or the division chief responsible for CRCs or their designee must approve any firewood use exceeding the 12-cord per year limit.

The IDOC will reject any firewood that poses a security risk or contains contraband.

In the sweat lodge area, there will be a rack that holds one cord of firewood. Before the first sweat lodge ceremony of each month, inmates, under the direction and supervision of staff, fill the rack with firewood from the designated storage area. Firewood stored in the designated storage area must be neatly stacked.

Firewood for the sweat lodge is provided by one or more of the following methods in the following order:

- 1. Collected from IDOC-owned property or other authorized property
- 2. Donated Firewood
- 3. Purchased Firewood

## Collected From IDOC-owned Property or Other Authorized Property

If available, firewood may be collected from IDOC property. Inmates approved for work assignments collect the firewood under staff supervision as determined by the facility head or designee. Collected firewood may be shared with neighboring IDOC facilities or stockpiled for future use.

Firewood can also be collected from other sources such as state of Idaho, federal, or private land if the firewood is legally obtained and reasonably accessible as part of vocational work projects and does not cause the IDOC to incur additional staff or resource expenses.

#### **Donated Firewood**

Designated staff and facility VRCs will solicit for firewood donations. Examples of sources for donated firewood include, but are not limited to, mill ends from lumberyards or construction companies and firewood from individuals, organizations, or businesses. All firewood donations are accepted, unless the firewood is unfit to burn, unsuitable for use, or contains contraband. The shift commander or designee is responsible for inspecting firewood before it is moved inside the facility perimeter. Inspections may include a physical search and/or use of drug-detection canines. Donation sources and complete donations may be rejected if contraband, such as drugs, weapons, or tobacco is found in the firewood.

Donated firewood must be free of glues, chemical treatment, nails, or any other foreign objects that pose a safety or security risk. Any firewood received that has glue or other chemical treatment must not be used for ceremonies and must be disposed of or destroyed.

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Facility heads or designees must designate an area for receiving and storing donated firewood. At medium custody facilities, the storage area must be outside the perimeter fence. When firewood is needed, it is moved inside the perimeter under the direct supervision of IDOC staff.

The facility VRC coordinates the delivery of firewood, and each facility head must describe the reception processes in a field memorandum to ensure that unscheduled donations are not turned away. Donations may be shared with neighboring IDOC facilities or stockpiled for future use.

#### Purchased Firewood

Each facility with a sweat lodge must budget a minimum of three hundred dollars per year to be used to purchase firewood for the sweat lodge ceremony. However, this money is only to be used if collected or donated firewood becomes unavailable or is expected to be unavailable for at least a two-week period. If the purchase of firewood becomes necessary, it is purchased from local vendors at the current market price.

#### Firewood Fund Donations

In addition to the three hundred dollars per year, the IDOC will match dollar-for-dollar money donated to a fund dedicated to the purchase of firewood at each facility with a sweat lodge. The matching funds will not reduce the annual minimum budgeted amount of three hundred dollars. The donated money and the IDOC match are not used until the three hundred dollar annual budget has been spent. Any unspent donated money continues to accumulate; however, the state of Idaho match must not exceed the market price of six cords of firewood during a fiscal year.

Contributions to the firewood fund can be made from inmates or from private individuals, organizations, or agencies if inmates have not used coercion or committed other IDOC rule violations as described in SOP 318.02.01.001, *Disciplinary Procedures: Inmate.* The facility donation match will not exceed six cords of firewood per sweat lodge during the current fiscal year and only at a rate of one cord of firewood per month.

Only inmates actively participating in the sweat ceremonies can contribute to the fund. To qualify as an active participant, an inmate must have attended the sweat lodge ceremony at least 60% of the time during the 90-day period just before the date of the donation. The facility head or designee can make an exception because of medical conditions that limit participation and/or an inmate being new to the facility.

Each facility with a sweat lodge must provide inmates information on how to donate to the firewood fund. Upon request, the division of prisons will make available to sweat lodge participants the firewood fund balance and expenditure records (*Sweat Lodge Tracking Log*).

## 15. Religious Activity Completion Certificates

Religious activities, education, and services are not IDOC-approved core or ancillary programs or treatment. Inmates are not ordered to complete or attend religious activities as part of their treatment or release plans. To avoid confusing the attendance or completion of a religious activity with an IDOC core or ancillary program, only a <u>Certificate of Completion:</u> <u>Faith-based Class</u> can be used for completion or participation in faith-based religious activities, education, and services.

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## 16. Religious Activity Review Process

The IDOC may conduct periodic reviews of religious practices and volunteer programs at IDOC facilities. The division VRC provides the report format and reporting instructions. When a religious activity review is conducted, the reports are sent to the division VRC. The division VRC compiles the reports and presents the results to the department leadership.

The facility VRC's compile monthly reports and submit them to the division VRC monthly. At a minimum, the reports must contain the following:

- Summarized Inmate Concern Form tracking data
- Inmate participation numbers
- Religious volunteer tracking information
- Religious activity by faith group
- Special events
- New and unfamiliar religious practice requests
- Donations
- Restrictive housing visits

## 17. Religious Activity Committees

## Religious Activity Oversight Committee (RAOC)

Each facility head must designate a committee to oversee religious activities, consisting of at least three individuals and must include the facility VRC and a deputy warden or second-in-command. A lieutenant or higher rank may be used in lieu of a deputy warden of security or a program manager may be used in lieu of a deputy warden of operations; however, at least one deputy warden must serve on this committee. The division VRC may participate in any RAOC meeting at any time.

This committee oversees religious activities at the facility and communicates with the division's religious activity review committee (RARC).

CRC managers must designate a similar committee; however, the membership of the committee may vary but must include the community reentry center VRC and a member of the CRC's management team.

RAOC must meet (see section 19) when an inmate request for a new or unfamiliar request is received. The RAOC is encouraged to meet more frequently to review facility religious activities, even when there are no requests.

## Religious Activity Review Committee (RARC)

The division of prisons chief must designate a division RARC, consisting of at least three individuals and must include a deputy attorney general (DAG) who represents the IDOC to serve as legal advisor and the division VRC. A deputy chief or their designees may attend the RARC meeting. In the event that the request came from a CRC, a deputy chief or designee from the division responsible for CRCs must be included in the committee.

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The RARC is responsible for making recommendations (in writing) using a <u>Request for New or Unfamiliar Religious Component</u>, and submitting it to the division of prisons chief or designee for the final decision.

## 18. New or Unfamiliar Religious Components

SOP <u>320.02.01.002</u>, *Property: Religious*, identifies personal ceremonial items and group ceremonial items to accommodate most religions or faiths.

If an inmate's religion or faith requires a component that is not approved in this SOP or 320.02.01.002, this section provides a method for the IDOC to consider new or unfamiliar religious property and/or practices. Inmates can request consideration of a new or unfamiliar religious property and/or practice by submitting an *Inmate Concern Form* to the RAOC through the facility VRC. In order for the IDOC to consider the request, the inmate must submit the request on an *Inmate Concern Form*. If there is a request for a new or unfamiliar religious component to review, the RAOC must convene by the 5<sup>th</sup> working day of the month after the request is received and must submit their recommendation to the division VRC by the 10<sup>th</sup> working day of the month after the request is received. The RARC will submit their recommendation to the Chief of Prisons no later than 30 calendar days after receipt of the RAOC recommendation. The Chief of Prisons will submit the final decision no later than 14 calendar days upon receipt of the RARC recommendation.

#### RAOC Role

The RAOC's role is to provide a detailed description of the component and/or practice, consider whether restricting the practice substantially burdens the inmate's ability to practice their faith, determine if there is any compelling government interest to restrict the practice, and if a compelling government interest exists, identify least restrictive alternatives to allowing the practice as requested. Each least restrictive alternative must be given consideration, and if there is a compelling government interest to restrict an alternative, then the compelling government interest must be explained. Then the RAOC must consider the next least restrictive alternative and so forth until either a least restrictive alternative is recommended, or all least restrictive alternatives were considered, but rejected.

Compelling government interests must be explained in detail. For example:

- Do not state that SOPs do not allow the component or practice.
- Do explain in detail the specific risk to safety, security, or inability to provide resources necessary to permit the component or practice.

Individuals on the RAOC also serve different roles. The facility VRC's role is to obtain details and clarification of the request from the inmate, research the component or practice to provide a clear understanding of the request, and to determine what, if any, least restrictive alternatives exist. The facility VRC's role is to assist the IDOC by identifying least restrictive options for the religious component or practice. The facility VRC's role is not to advocate against the request.

The IDOC staff role is to determine if a compelling government interest exists to restrict the component or practice and apply that analysis to each alternative until one is recommended or until the alternatives are exhausted.

Input from the facility level is critical to provide quality information so the division of prisons chief or designee can make an informed decision.

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### RARC Role

The division RARC's role is to review the RAOC's recommendation and consider how the recommendation would affect the division if implemented. The division RARC may have additional information or a different perspective. For example, something that seems acceptable for one inmate at a small minimum custody facility might create a large problem if implemented at all facilities for all inmates.

The division RARC also considers input from a DAG who represents the IDOC.

The division RARC periodically reviews and updates applicable SOPs to implement decisions made that affect the division as a whole.

The combined viewpoints of the RAOC and division RARC provide the division of prisons chief or designee with vital information to make a decision and determine if the decision is isolated to one inmate or is implemented at all facilities.

## Request for a New or Unfamiliar Religious Component

When an inmate requests new or unfamiliar religious components or practices, use these process steps:

Functional Roles and Responsibilities	Step	Tasks
Inmate(s)	1	Submit an <i>Inmate Concern Form</i> to the facility VRC.
	Facility VRC 2	<ul> <li>Review the request, and if necessary, obtain more information from the inmate.</li> </ul>
Facility VRC		Complete sections 1, 2, and 3 of the Request for New or Unfamiliar Religious Component.
		Forward the Request for New or Unfamiliar Religious     Component and the Inmate Concern Form to the facility RAOC.

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Functional Roles and Responsibilities	Step	Tasks
•		Review the submitted Request for New or Unfamiliar Religious Component and Inmate Concern Form.  Determine if additional research or documentation is required. If additional research or documentation is required, return the Request for New or Unfamiliar Religious Component to the facility VRC with instructions and timeline for completion.
RAOC	3	<ul> <li>If the Request for New or Unfamiliar Religious         Component is completed adequately, consider whether         the component or practice would substantially burden the         inmate's ability to practice their faith. Determine if there         is any compelling government interest or penological         objective being met by restricting the request (i.e. risk to         safety, security, or good order of the facility may be a         compelling government interest).</li> <li>Complete sections 4, 5, 6, and 7 of the Request for New         or Unfamiliar Religious Component.</li> </ul>
		<ul> <li>Forward Request for New or Unfamiliar Religious Component (the Word version) and copy of the Inmate Concern Form via email to division of prisons VRC by the 10<sup>th</sup> working day of the month.</li> </ul>
Division of Prisons VRC	4	<ul> <li>Review the Request for New or Unfamiliar Religious Component and Inmate Concern Form.</li> <li>If the Request for New or Unfamiliar Religious Component requires additional information, return it to the facility RAOC chairperson with instructions and a timeline for completion.</li> </ul>
		If the Request for New or Unfamiliar Religious     Component is complete, forward it and a copy of the Inmate Concern Form to the RARC.
RARC	5	<ul> <li>Review the Request for New or Unfamiliar Religious         Component and Inmate Concern Form and if necessary,         request additional information from the submitting facility         RAOC or other sources. The division RARC may solicit         additional information or input from other facility RAOCs.</li> <li>Make a recommendation on the Request for New or</li> </ul>
		Unfamiliar Religious Component and forward it with a copy of the Inmate Concern Form to the chief of the division of prisons or designee no later than 30 calendar days upon receipt of the RAOC recommendation.

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Functional Roles and Responsibilities	Step	Tasks
Division of Prisons Chief or Designee	6	<ul> <li>Review the recommendation and make a decision.</li> <li>Forward the completed Request for New or Unfamiliar Religious Component to the division RARC or designee no later than 14 calendar days upon receipt of the RARC recommendation.</li> </ul>
RARC or designee	7	<ul> <li>Forward the completed Request for New or Unfamiliar Religious Component to the affected facility RAOC.</li> <li>Post the completed Request for New or Unfamiliar Religious Component in an online-centralized location where all RAOC's can access the information.</li> <li>File the completed Request for New or Unfamiliar Religious Component that has the original signature.</li> </ul>
		<ul> <li>If necessary, implement the process steps needed to get the component added to or addressed in all affected Idaho Administrative Procedure Act (IDAPA) rules, IDOC policies, and SOPs.</li> </ul>
	8	<ul> <li>Implement the decision and inform the inmate and the RAOC.</li> </ul>
Facility RAOC Chairperson	9	<ul> <li>In those cases involving an individual inmate and the approval of property or other practice that is not routine, not approved at other facilities, or will not be added to the SOP, document the decision in CIS as a 'special concern' c-note entry.</li> </ul>
		<ul> <li>If warranted, issue a memorandum to the inmate and other staff as needed.</li> </ul>

## 19. Religious Diets

Inmates must choose from the IDOC diet options to meet the needs of their religion's dietary requirements.

### 20. Religious Literature

Facility VRCs must collect all literature that volunteers bring in and mail sent from organizations for general distribution to include booklets, books, magazines, posters, pamphlets, etc. The VRC must submit the materials to the facility head or designee for approval before the literature is distributed or posted. Literature that poses no problems is made available to the inmates.

Inmates may donate religious books with the understanding that the donated religious books become property of the state of Idaho, and the IDOC may dispose of or redistribute the books to other facilities at its discretion.

Personal mail sent to individual inmates is processed through the mailroom. If the mailroom staff believes the literature does not comply with SOP <u>402.02.01.001</u>, *Mail Handling in Correctional Facilities*, the literature must be forwarded to the deputy warden or second-incommand.

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If the facility head or second-in-command determines that any personal religious literature requested by, sent to, or obtained from an inmate does not meet the requirements of applicable SOPs, the literature must be processed as a new or unfamiliar religious component (see section 19).

Unsolicited literature sent to the facility that does not meet applicable SOP standards is destroyed. Literature brought by religious volunteers that does not meet applicable SOP standards is returned to the religious volunteer.

Religious books, magazines, or periodicals must comply with this SOP and SOPs 320.02.01.001, *Property: State-issued and Inmate Personal Property;* 320.02.01.002, *Property: Religious;* and 402.02.01.001, *Mail Handling in Correctional Facilities.* 

Each facility must outline in a field memorandum any further instruction regarding the management of religious literature.

## 21. Religious Observance

The IDOC recognizes that many religions observe certain days or periods as an important component of the religious practice. If the observance of the religious practice requires deviation from the standard facility schedule and/or processes and is not already covered in policy and restricting the religious observance would place a substantial burden on the inmate's ability to practice their religion, the IDOC will, to the extent possible, accommodate the religious observance.

An inmate must submit an *Inmate Concern Form*, based on the guidelines below. To ensure there is sufficient time to review, and if approved, coordinate the observance, inmates must submit the request at least 60 calendar days before the observance would take place.

For some religions, food items are an essential part of an observance. If it is determined that food is required for a ceremony, this must be specified in the *Inmate Concern Form*. Food items may only be provided through one of the following ways:

- 1. Upon approval of the facility head or designee, a Level 2 volunteer as defined in 606.02.01.001, *Volunteer Services in Correctional Facilities*, may purchase and bring the food items into the facility. The food items must be purchased from a store, packaged in sealed containers, and donated to the religion or faith group.
- 2. The RAOC may approve the purchase of food items, by the facility VRC or designated staff, for a specific religious group from money donated to a special fund account, based on Section 26, *Special Fund Accounts*.
- 3. Upon approval of the facility head or designee, inmates may use food items purchased from the commissary and brought to a designated worship area.

**Note:** If the facility head approves the sharing of food as part of the religious observance, the sharing of the approved food does not constitute bartering. Inmates are still subject to the disciplinary process if bartering is actually taking place during the religious observance.

If a religious beverage is requested and approved as an essential part of the religious observance, staff will provide a container for the beverage. For example, if tea is required, containers will be provided to brew the tea.

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To request participation in a religious observance that deviates from the standard facility schedule and/or processes and is not already covered in policy, the following steps must be followed:

Functional Roles and Responsibilities	Step	Tasks
Inmate	1	<ul> <li>Submit an <i>Inmate Concern Form</i> to the VRC detailing the request for religious observance at least 60 calendar days before the actual observance would take place.</li> <li>Include all of the details required to accommodate the religious observance including, but not limited to: date of observance; accommodations, including food items; whether it's a group or individual observance, etc.</li> </ul>
Facility VRC	2	<ul> <li>Conduct research and discuss the request with the inmate to determine if denying the request would substantially burden the inmate's ability to practice their religion. Document discussion with inmate.</li> <li>Submit the <i>Inmate Concern Form</i> and documentation to the RAOC for review.</li> </ul>
RAOC	3	<ul> <li>If the request was not submitted within the 60-calendar day requirement, consider whether there is still a reasonable amount of time before the observance to process the request. If there is, proceed to the next step. If there is not enough time to process, explain this in writing to the inmate and the process ends here.</li> <li>Review the <i>Inmate Concern Form</i> and VRC documentation. Determine if denying the request would substantially burden the inmate's ability to practice their religion.</li> <li>If denying the request would not substantially burden the inmate's ability to practice their religion, submit a recommendation to deny the request to the division VRC.</li> <li>If denying the request would substantially burden the inmate's ability to practice their faith, proceed to step 5.</li> </ul>
	4	<ul> <li>Determine if there is any compelling government interest or penological objective being met by restricting the request.</li> <li>If denying the request would substantially burden the inmate's ability to practice their religion and there is no compelling government interest or penological objective being met in restricting the request, the VRC will facilitate the appropriate accommodations for the observance and the process ends here.</li> </ul>

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Functional Roles and Responsibilities	Step	Tasks
	5	<ul> <li>If there is a compelling government interest in restricting the request, determine the least restrictive means for accommodating the request. Document the approved accommodation and notify the inmate.</li> <li>The VRC will facilitate the appropriate accommodations for the observance and the process ends here.</li> </ul>
Division VRC (if applicable)	6	<ul> <li>Review the <i>Inmate Concern Form</i>, the VRC's documentation, and the RAOC's recommendation to deny the request.</li> <li>Make a decision and notify the facility RAOC. Save the decision in an online-centralized location accessible by all RAOC's.</li> </ul>

## 22. Religious Activity Center Group Ceremonial Items

The IDOC maintains certain group ceremonial items for religions represented in the inmate population.

The list of religious activity center group ceremonial items (Appendix D) is provided as a guide to items most groups use. Facilities are not required to provide every item listed and facilities are not prevented from having additional items needed for the inmate populations if approved by the facility head or designee and in consultation with the division VRC. Facilities should try to provide items listed if inmates practicing a religion that use the items are housed at that facility. Facility size and type affect the number of items that should be provided. For example, a CRC does not have the space or resources to maintain as large an inventory as a large facility such as the Idaho State Correctional Institution (ISCI). Facility heads or designees must consult with the division VRC regarding proper inventories based on the facility's inmate population and resources.

Approved items that require an open flame, such as candles and incense, may only be used in the outdoor worship area.

Group ceremonial items must be stored and secured in the religious activity center and used only during group ceremony in the religious activity center, outdoor worship area, or sweat lodge area.

## 23. Budgets

Each facility must establish a budget for religious group ceremonial items. To the extent possible, facilities must strive to make the distribution of funds equitable, while recognizing that funding cannot be based solely on a percentage basis. Facility VRCs may communicate the budgeted amount with each religious group so the practitioners can monitor the use of consumable items.

### 24. Donations for Group Ceremonial Items

Donations for group ceremonial items are solicited from represented religious groups in the community. In addition to donated items, the IDOC may provide limited amounts of consumable religious items (such as herbs, oils, candles, firewood, and incense). Facilities

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are not required to stock all approved items but should communicate with inmate religious groups to determine those items most frequently used.

Inmates can donate items for group ceremonial use if the items are on the approved list (Appendix D). Any inmate who donates items to a specific group or activity must have been an active participant in that group, attending ceremonies, services, or group meetings at least 60% of the time during the 90-day period just previous to the date of the donation. The facility head or designee can make an exception to the 60% rule because of medical conditions that limit participation and/or an inmate being new to the facility. Donations must be freely given and not coerced or required for participation. Any inmate using any form of coercion or manipulation to obtain a donation is subject to disciplinary action in accordance with SOP 318.02.01.001, *Disciplinary Procedures: Inmate.* 

Before an item that was approved for group ceremonial use can be converted to general use, the facility head or designee must make a reasonable effort to contact the person or group that donated the item and give them an opportunity to take possession of the item rather than have it converted to general use.

## 25. Special Fund Accounts

Religious special fund accounts may be set up to accept monetary donations to a specific faith. Donated money will not be used for personal ceremonial or personal religious items. Donated items may be used to purchase religious group ceremonial items and/or food for a group religious observance, if approved in accordance with section and Section 22, *Religious Observance*.

Donations to a specific religious special fund account may be made by inmates or from individuals, organizations, or agencies from the community as long as an inmate has not used coercion or committed other IDOC rule violations) to obtain the donation. Any inmate using any form of coercion or manipulation to obtain a donation is subject to disciplinary action in accordance with SOP 318.02.01.001, *Disciplinary Procedures: Inmate.* 

The amount of money inmates can donate to a specific religious special fund account may not exceed \$100 per fiscal year, per inmate. To donate money, an inmate must have attended the faith's ceremonies at least 60% of the time during the 90-day period just before the date of the donation. If the inmate is a recent transfer from another facility, this attendance requirement must be verified with the previous facility. To donate, an inmate completes an *Inmate Personal Funds Withdrawal Slip* made out to the specific fund account (for example, 'ISCI Odinist religious special fund account') and submits it to the facility VRC. The VRC will verify that the inmate meets the attendance qualification and return the withdrawal slip if the inmate does not meet the attendance qualification. If the inmate meets the qualification, the VRC will complete *Religious Special Fund Account Donation and Expenditure Log*, log the amount of money donated and forward the withdrawal slip to the central office fiscal unit. At contract facilities, the VRC will return withdrawal slips to be processed in accordance with the contractor's fiscal procedures.

Inmates from the group may inquire about their religious special fund account balance and items purchased. Inmates are not provided any information regarding who donated money or donation amounts.

To request expenditure from a religious special fund account for a group ceremonial item, use the following steps.

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Functional Roles and		
Responsibilities	Step	Tasks
Inmate(s)	1	Submit an <i>Inmate Concern Form</i> to the facility VRC requesting a purchase from a specific religion's special fund account.
	2	<ul> <li>Discuss the request with the religion's inmate attendees.</li> </ul>
		If no consensus is reached, the process ends here.
		Ensure the item is authorized.
Facility VRC	3	<ul> <li>If an item is not authorized, complete the new and unfamiliar religious component process in section 19. If the division chief approves the component, the authorization for the expenditure resumes in step 3 of this section.</li> </ul>
		If the item is authorized, forward the <i>Inmate Concern Form</i> to the RAOC chairperson.
		Review the request with the RAOC.
RAOC Chairperson	4	Ask for additional information or offer suggestions to the inmates.
To the Cristin person.		Approve or deny the request based on the needs of the faith group.
Facility VRC or Designee	5	If approved – ask the central office fiscal unit to issue a check to the vendor; or if a facility staff member or designee is making the purchase, use the facility purchase-order process.
		If disapproved – notify the religious group of the decision. The process ends here.
Facility VRC or		Purchase the group ceremonial items.
Designee	6	<ul> <li>Bring the items and receipts for the items to the facility VRC for verification and recordkeeping.</li> </ul>
Facility VRC	7	Log the expenditures <b>and</b> attach the receipts using the Religious Special Fund Account Donation and Expenditure Log.

# 26. General Use Religious Activity Donations

The IDOC accepts donations for all religious activities. All parties (to include inmates) who donate, with the exception of those who donate anonymously, must adhere to the parameters outlined in this section, and complete Appendix E, *Religious Activity Item Donations* 

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Any inmate using any form of coercion or manipulation to obtain a donation is subject to disciplinary action in accordance with Disciplinary Procedures: Inmate, SOP 318.02.01.001.

Donated items, including but not limited to, religious books/literature, become property of the state of Idaho. The IDOC will redistribute items to other facilities or dispose of the items at its discretion.

The IDOC recognizes that certain items carry a special significance to a specific faith. For example, a Native American ceremonial pipe would be significant to those practicing the Native American faith. The person or group donating such an item can request that the item only be used by a specific group. The facility head or designee decides whether the item is restricted for use by a specific group. The facility head or designee must inform the person or group donating the item whether it is a restricted use item or a general use item. The person or group donating the item has the right to withdraw the donation following the facility head's or designee's decision.

## Money

Monetary donations can only be accepted if there is a specific religious special fund account set up for that purpose. When a monetary donation is accepted, the donation must be recorded using *Religious Special Fund Account Donation and Expenditure Log*.

### **DEFINITIONS**

**Direct supervision**: a staff member, VRC, or religious volunteer must be physically present in the same room or area in the same area as the inmates being supervised. The staff member, VRC, or religious volunteer must not be separated from the inmates by glass, wall, or partition. If the staff member, VRC, or religious volunteer leaves that area, he is no longer in direct supervision of the inmates, even if he is in the same building. Direct supervision cannot be conducted from a tower or video technology.

**Indirect Supervision:** Visual supervision of inmates, volunteers, contractors, etc. by observation through windows, line of sight, or the use of video technology.

**Religious Activities Oversight Committee (RAOC):** A committee that oversees religious activities in a correctional facility, including community reentry centers (CRCs).

Religious Activity: Participation in a religious service or individual form of worship.

**Religious Activity Center:** Any outside or inside area (multi-purpose area, classroom, etc.) designated for religious activities.

**Volunteer and Religious Activity Coordinator (VRC):** An Idaho Department of Correction (IDOC) staff member(s) or contractor(s) who (a) coordinates, recruits, and manages volunteers and volunteer activities; and (b) coordinates and supervises religious activities for the IDOC.

#### REFERENCES

Appendix B, Religious Activity Foreign Language Approval Log

Appendix D, Religious Activity Center Ceremonial Items

Appendix E, Religious Activity Item Donations

Certificate of Completion: Faith-based Class

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# Request for New or Unfamiliar Religious Component

Religious Special Fund Account Donation & Expenditure Log

Sweat Lodge Firewood & Rock Tracking Log

**VRC Manual** 

Standard Operating Procedure 311.02.01.001, Marriage Procedures for Inmates

Standard Operating Procedure 318.02.01.001, Disciplinary Procedures: Inmate

Standard Operating Procedure <u>320.02.01.001</u>, *Property: State-issued and Inmate Personal Property* 

Standard Operating Procedure 320.02.01.002, Property: Religious

Standard Operating Procedure 402.02.01.001, Mail Handling in Correctional Facilities

Standard Operating Procedure 605.02.01.001, Furlough Program for Inmates

Standard Operating Procedure 606.02.01.001, Volunteer Services in Correctional Facilities

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# IDAHO DEPARTMENT OF CORRECTION Religious Activity Foreign Language Approval Log

Activity	Schedule*	Language	Description	Facility Head's (or Designee's) Signature and Date

<sup>\* =</sup> Subject to change.

Appendix B 403.02.01.001 (Appendix last updated <u>06/01/15</u>)

# IDAHO DEPARTMENT OF CORRECTION Religious Activity Center Group Ceremonial Items

Item	Specifications				
item	Maximum Size	Material	Other	Quantity	
Altar Box	66 quarts	Plastic or cardboard; wood if requested	For storage	1	
Altar cloth	22" x 22"	·	Red, White, or Black	3	
Antlers	24" in length	Deer Antlers	Sweat lodge area only	1	
Athame	6" in length	Cardstock paper, cardboard, or rubber only	Can be laminated	1	
Bandanas		•	Red, white, yellow, and black	1 of each color	
Bell	3" tall	Brass		1	
Book of shadows		Paper; leather cover okay	No spiral binding	1	
Besom	6" tall			1	
Brick Dust				½ lb. per year	
Buffalo skull			Sweat lodge area only	1	
Candles			Unscented	7	
Candle holders	2" high			7	
Caldron	3" diameter	Natural materials		1	
Ceremonial bowls	2" diameter x 1" deep	Wood, stone, terra cotta		5	
Ceremonial pipe and storage box	30" in length	Natural materials		2	
Chalice	6" tall			1	
Chicken Bones	3 ½ length x 1" wide		Use for divination	5	
Cornmeal				½ lb./service	
Coffin Nails		Sheet paper or cardboard only		No more than 3	
Cowrie Shell	3" long			Not to exceed 18	
Cowrie Shell Rattle					
Deity figurines	11" tall	Terra cotta, plastic, resin	No metal, stone, or other heavy material	2	
Dirt/Sand				2 oz./service	
Drinking Horn	24" long x 6" diameter			1	
Drum: hand	18" in diameter		Sweat lodge are only	1	
Drum: kettle	24" in diameter		,	1	

Appendix D 403.02.01.001 (Appendix last updated (<u>08/22/18</u>)

# IDAHO DEPARTMENT OF CORRECTION Religious Activity Center Group Ceremonial Items

	Specifications				
Item	Maximum Size	Material	Other	Quantity	
Drum: water	12" to 18" in diameter		Sweat lodge are only	1	
Eggshell Dust				1 oz.	
Elemental pebbles	<sup>3</sup> ⁄ <sub>4</sub> " X <sup>1</sup> ⁄ <sub>2</sub> " X <sup>1</sup> ⁄ <sub>2</sub> "	no precious stones	accompanying pouch/container	13	
Fan	12" to 16" spread		No eagle feathers	1	
Feathers			320.02.01.002, Prop		
Herbs	Must meet s	standards in SOP 3	320.02.01.002, <i>Prop</i>	erty: Religious	
Incense			Approved selection, no fragrances that are similar to drug odors such as marijuana		
Incense burner/holder	3" high	natural materials		1	
Mortar and pestle	2.5" high x 2" diameter	natural materials		1	
Moot Horn	24" long x 6" diameter			1	
Musical	Guitars, keyboards, drums etc. Optional based on facility design, custody				
Instruments	and storage.				
Oils	Must meet s		320.02.01.002, Prop	erty: Religious	
Oil diffuser ring	6" in diameter	natural materials	use on a light bulb	1	
Oil diffuser (Electric)			use with essential oils	1	
Oath ring	12" diameter	Wood		1	
Pentacle	3" diameter		Coaster style	1	
Pendulum	12" in diameter		retail or made by practitioners	1	
Rattles	6" in length	gourd, tortoise shell, or rawhide			
Ribbon/Yarn/String	36" long; 1/8" diameter		Not allowed in close custody <b>or</b> for administrative segregation inmates	1	
Religious Cards (including Tarot cards) with original container	Cards may not be larger than 4" x 8"	Paper, No Lamination	Tarot decks may have minimal nudity; no graphic nudity permitted	1 set	
Runes		Natural Materials	storage/container or pouch	One set	

# IDAHO DEPARTMENT OF CORRECTION Religious Activity Center Group Ceremonial Items

Item	Specifications				
ILEIII	Maximum Size	Material	Other	Quantity	
Scourge	Handle 12" long;	Ropes made of	retail or made by	1	
Scourge	ropes 12" long	cloth or paper	practitioners	I	
Sea salt/Kosher				Up to 3 ounces	
Salt/Black Salt				Op to 5 ounces	
Shell: abalone	6" to 8"			2	
Tea strainer		Cloth		1	
Thor's Hammer	12" in length	No metal	With bag/case	1	
Wand/Gand	16" in length	Wood	Dull ends	1	
Ceremonial items will not be plastic or similar processed materials.					
*Size is not to exceed	the maximum in the	first column, but the	item can be smaller.		

# IDAHO DEPARTMENT OF CORRECTION Religious Activity Item Donations

Facility: Donated Item:	Date:
Donated by:	
Contact Information	
Name:	
Address:	
Telephone number:	
All donated items become the property of the state of Idaho. Most items are go means the items are made available for use by all faiths. The IDOC disposes of redistributes the items to other facilities at its discretion. Certain items that hold significance to a specific faith may be restricted for use by members of that faithead or designee determines whether an item is restricted or general use.	of the item or d a spiritual
☐ I understand that the donated item(s) become property of the state of I	daho.
I wish to donate the item for:	
☐ General Use	
☐ Restricted Use (used only by a members of a specific faith)	
If the item is donated for restricted use, what faith would be using the item:	
Please explain the spiritual significance of the item to the faith and why it s for use by that specific faith:	should be limited
Staff Use Only	
Volunteer and Religion Coordinator (VRC)	
The donation should be: Accepted Not Accepted The donation should be: General Use Restricted Use	
Comments:	
Facility Head  Approved  Output  Restricted Use	
Facility Head or Designee Signature  Date  Distribution: File completed declaration in the facility VRC's office.	e

Appendix E 403.02.01.001 (Appendix last updated <u>02/27/16</u>)