
II. **PURPOSE:** To ensure free exercise of religion for all persons in TDOC custody, within the bounds of applicable policy and law.

III. **APPLICATION:** To all Tennessee Department of Correction (TDOC) staff, volunteers who are involved in the operation of religious programming, all inmates, and employees of privately managed institutions.

IV. **DEFINITIONS:**

A. **Chaplain:** A staff member who is an ordained or endorsed minister in his/her faith group and who remains in good standing and meets the requirements established by the Tennessee Department of Human Resources (TDOHR) for employment as a chaplain. This individual is responsible for providing pastoral care and religious leadership within an institution.

B. **Director of Religious and Volunteer Services:** Designated staff person who is an ordained or endorsed minister in his/her faith group and who remains in good standing and is responsible for overseeing and evaluating all religious activities within the Department.

C. **Endorsed:** Legal designation that an ordained minister is spiritually, doctrinally, educationally, and professionally qualified to represent his/her church or faith community in a specialized setting (beyond the local congregation) ministering to all in a religiously diverse context

D. **Faith Group:** A group whose sole purpose is to conduct a religious exercise.

E. **Group Religious Exercise:** An activity or program conducted by or under the supervision of the chaplain or under the supervision of trained staff or approved volunteers. This activity is designed specifically for worship, religious education, spiritual counseling, or other religious service.

F. **Individual Religious Exercise:** Study, prayer, worship, and other activities, usually directed toward a deity, supreme being, object, etc. to achieve benefits in this life and/or eternity.

G. **Outside Clergy:** Ordained or endorsed clergypersons who come into TDOC institutions for the purpose of ministering to inmates.

H. **Religious Activity:** This activity is designed specifically for worship, religious education, spiritual counseling, or other religious service.
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I. Prospectize: To attempt to persuade someone to convert from one religion or belief to another.

J. Religious Activities Committee: A group, established by the Director of Religious and Volunteer Services with approval of the Commissioner, with responsibility for review and approval of religious accommodation requests.

K. Religious Volunteer: A volunteer who participates in or leads religious services, religious activities, and/or religious exercises.

L. Security Threat Group (STG): Any group, organization, or association of individuals who possess common characteristics which serve to distinguish them from other individuals or groups who have been determined to be acting in concert, so as to pose a threat to staff, other inmates, the institution, or the community.

M. Volunteer Chaplain: Religious or faith-based volunteer appointed by the Warden/Superintendent or designee to assist the chaplain in performing his or her duties.

V. POLICY: The Department shall provide opportunities for inmates to voluntarily practice their religion and receive appropriate pastoral care during incarceration.

VI. PROCEDURES:

A. Security Threat Groups (STG): Inmate possession of STG type materials or symbols is prohibited. First Amendment free exercise protection applies to religious ideas and symbols by faith groups whose only purpose is religious, but it does not extend to STG’s use of religious ideas and symbols.

B. Religious Staff

   1. Institutional Chaplains

      a. The institutional chaplain shall be responsible for planning, leading, administering, and coordinating religious activities and developing community resources to meet the religious needs of inmates within the guidelines set by policy with the approval of the Warden/Superintendent. The Warden/Superintendent may delegate approval authority for specific actions to the chaplain or other designee.

      b. In institutions without a chaplain, the Warden/Superintendent shall temporarily appoint one or more ordained or endorsed staff members to perform the chaplain's duties. If no ordained or endorsed staff member is available, the Warden/Superintendent may appoint an individual(s) to perform the chaplain’s administrative duties, such as periodic statistical reports.

      c. Volunteers for religious assignments shall work under the supervision of the chaplain or other designated staff member.
d. The chaplain shall be responsible for initiating programs, drafting budget requests, and submitting reports. The chaplain shall attend appropriate staff meetings and work with other staff for the well-being of the inmates and the institution.

e. The chaplain shall have access to all areas of the institution, all staff, and all inmates.

f. Chaplains shall be available to provide spiritual counseling to inmates in areas of religious concerns, personal matters, crisis or high anxiety situations, and/or family problems upon request from inmates. An appropriate private area should be made available for the chaplain to counsel persons without interruption.

g. Inmates who are in segregation shall have the opportunity to see the chaplain or a volunteer chaplain for crisis situations at least weekly for routine matters. Visits shall be documented in the segregation unit post logbook.

h. Chaplains shall remain in good standing with their faith group and retain their endorsed or ordained status. Chaplains shall be permitted to attend events of their faith group when participation is expected of all persons in their position. The expense for attendance shall be paid by the chaplain, but he/she shall be granted administrative leave for up to five days per year for such required attendance.

i. The chaplain may be asked by the Warden/Superintendent to visit and/or counsel with staff or meet with staff's families in hospitals or funeral homes, which shall be considered as time worked as outlined in Policy #303.01.1.

j. The Department shall not impose upon the chaplain, or any volunteer chaplain, any duties that are in conflict with the chaplain's faith group, i.e., marriage, baptism, communion. When a conflict exists, the chaplain shall make a reasonable effort to assist inmates in locating another TDOC chaplain, outside clergy or volunteer chaplain, or a community religious leader to fulfill the request.

k. The chaplain shall not proselytize for his/her particular faith.

l. With the approval of the Warden or Associate Warden of Treatment (Assistant Warden of Treatment at privately managed facilities), the chaplain may develop training opportunities for clergy and theological students and/or supervise field training for theology students where such programs can provide a valuable supplement to the religious programming at the institution.

m. The Warden/Superintendent may appoint volunteer chaplains as needed.

n. The chaplain shall record inmates changing their religious preference in the offender management system (OMS) indicating a reason for the change. Indication of religious preference by an inmate does not constitute approval by TDOC of the accommodations requested by the indicated group. To permit processing of records, inmates may change their religious preference no more frequently than every 90 days. If retaining the religious property specific to his/her former religious preference exceeds the limits in accordance with Policy #504.01, the inmate must make arrangements for it to be sent home or otherwise
disposed of within 30 days after changing religious preference. An inmate shall not donate any religious property or religious items to other inmates.

| o. Chaplains shall execute their duties relating to inmate marriages as described within Policy #503.07. Neither chaplains nor volunteer chaplains in TDOC or privately managed facilities shall receive a fee or solicit donations to charities in exchange for performing marriages or premarital counseling services. Qualified outside persons may receive such fees as negotiated and agreed to by the inmate. |}

2. **Outside Clergy, Volunteer Chaplains, and Religious Volunteers**

   a. Inmates may receive visits from outside clergy, volunteer chaplains, and religious volunteers.

   b. Chaplains shall maintain an electronic list of all approved outside clergy and certified volunteers. The list shall be updated weekly and provided to all checkpoint officers, the Associate Warden of Treatment (Assistant Warden of Treatment at privately managed facilities), and the Associate Warden of Security (Assistant Warden of Security at privately managed facilities).

   c. All volunteer chaplains and religious volunteers must comply with policies in the #115 series (Volunteer Services).

   d. Outside clergy, volunteer chaplains, and religious volunteers should be recruited to assist in meeting the religious needs of all represented faith groups in the institution.

   e. Individuals or groups aspiring to be volunteers have no First Amendment right to minister in prison.

   f. Religion may be a factor in selecting volunteers, either to maintain balance between faith groups or to recruit a leader for a specific faith group.

   g. As group leaders, volunteer chaplains and religious volunteers must be inclusive and welcoming of any interested inmates. Their failure to do so may result in their dismissal.

   h. Outside clergy, volunteer chaplains, and religious volunteers may speak positively about their own faith but may not speak disparagingly about other faiths.

   i. Volunteers shall not provide any personal contact information such as phone numbers, e-mail address, or street address to inmates but may provide contact information of their sponsoring organizations.

   j. Volunteer chaplains are TDOC-certified volunteers who work either part-time or full-time assisting the chaplain. Duties are assigned according to differing skill levels, abilities, and time commitments to the institution. In the absence of the chaplain, a volunteer chaplain may fill in and assume the chaplain’s responsibilities, subject to approval by the Warden/ Superintendent. Volunteer
k. Outside clergy need not be placed on the approved visitor’s list and do not need to become certified volunteers in order to visit. However, inmates may elect to place outside clergy on their visitor’s list and outside clergy may elect to become certified volunteers. All outside clergy must complete an online Volunteer Services application at https://apps.tn.gov/vserv-app/institution to facilitate processing of NCIC background checks, including an Outside Clergy Application, CR-3347, and have the approval of the chaplain in consultation with the Director of Religious and Volunteer Services. They must acquaint themselves with the rules of the institution and agree to abide by them. Outside clergy visits are scheduled by the chaplain. The chaplain shall also maintain a list of approved outside clergy. The list shall contain the clergy person’s name, address, telephone number, and e-mail address; the name of the faith group; and the name of the inmate(s) the clergy person is approved to visit. The chaplain shall maintain a file evidencing the qualifications of all approved outside clergy.

l. Religious volunteers work under the supervision of, and provide assistance to, the chaplain. Each religious volunteer must comply with Policy #115.01 and complete all required screening, training, orientation, and reference and background checks.

m. All outside clergy (except those approved by the Warden/Superintendent for one-time emergency visits) must receive an acceptable NCIC Criminal History Report which must be updated at least every three years. If an outside clergy has been away from the facility for more than 12 months, he/she shall be processed as a new outside clergy.

n. The chaplain or another staff member designated by the Warden/Superintendent shall submit a NCIC Criminal History Request, CR-3552, within ten working days of receipt of the application for all persons seeking to be approved as new outside clergy. Results of the criminal history report shall be provided to the appropriate staff in accordance with Policy #301.04. If the report discloses evidence of previously undisclosed offenses, the Warden/Superintendent shall take appropriate action in the same manner as provided in Policy #115.01.

o. Volunteers may be allowed to bring in the necessary food and serving items for special events in accordance with Policy #115.01.

C. Individual Religious Practices

1. Religious Diets: Inmates may request to participate in the Religious Diet Program per Policy #116.08. To make a request, they shall contact the Chaplain to complete the Request for Religious Diet Program Participation and Agreement, CR-3814.
2. **Religious Meal**: For any religious meal, the chaplain shall initiate the process and determine the number of inmates requesting participation at least 60 days in advance of the proposed date(s). The Warden/Superintendent may use the food services contractor of the institution to provide the food. Special meals shall be listed separately on an institution’s invoice. Such meals can only be provided by approval of the Assistant Commissioner of Prisons, Assistant Commissioner of Rehabilitative Services or designee.

3. **Religious Literature**: Inmates may receive religious literature, materials (study guides, correspondence courses, etc.), and paperback books, CDs, DVDs, video tapes and tape recordings about religion or religious teaching in accordance with Policies #504.01 and #507.02. Chaplains will make donated religious literature available to inmates. Reasonable access to CD players, DVD players, video tape players and tape players will be made available to inmates in the chapel, the library or another area designated by the Warden/Superintendent. Misuse or tampering with such players may result in disciplinary action. Inmates shall not possess such players in their cells unless they are authorized to do so per Policy #504.01 and the #504.01 Personal Property Memo.

4. **Religious Objects**: Inmates may possess objects of religious significance in accordance with policy and the approved religious property memo. Religious objects are not excluded from the volume limit. Such objects may be purchased by volunteers, outside clergy, or outside organizations from an approved vendor and donated to indigent inmates. All objects are subject to security search and certain objects are prohibited if they are identified as security threat material under Policy #506.25.

5. **Religious Property Memo**: By January 1 of each year, the Commissioner shall publish a list of religious property that inmates are permitted to have in their possession, and/or in approved group religious gatherings. Items shown on the list shall not count against the maximum number of packages an inmate may receive, and the existence of a disciplinary package restriction shall not prohibit the receipt of such property, unless the Warden/Superintendent determines on a case by case basis that receipt of such property by the inmate will jeopardize institutional safety and security. The list may be revised as frequently as needed and may include restrictions on such property. All inmates and inmate groups are required to be in compliance with the list.

6. Any material, having a concentration of 1% or more of any ingredient for which a CAS number is listed in section two of the Material Safety Data Sheet or specifically identified as hazardous by the ACA or by the fire safety officer shall be controlled (i.e., prayer oils).

7. Inmates shall be permitted to wear approved religious headwear only as listed on the Religious Property Memo. Religious clothing or other accessories are subject to respectful search at any time for security purposes. (See Policies #506.25 and #504.01)

8. **Inmate Organizations**: Religious preference or affiliation shall not be the basis for an inmate organization, fund raising by sales or activities, or trust fund accounts. (See Policy #503.01)
9. Inmates shall use approved non-flammable, non-alcoholic sacramental oil in modest amounts for religious practices. The sacramental oil must be purchased from the approved TDOC vendor only. Oils from other sources or vendors shall not be donated or brought into the facility. Inmates may purchase up to three ounces of such oil which is the maximum amount allowed. Inmates may keep such oil in their cells in its original container not to exceed three ounces. Such sacramental oil for religious use shall not count against the maximum number of packages that an inmate may receive and the existence of a disciplinary package restriction shall not prohibit the receipt of sacramental oil for religious practices. Any use of such oil for non-religious purposes shall result in a disciplinary action.

10. Inmates shall have the opportunity to engage in prayer as an individual religious exercise during periods of recreation (while in their cell or bed assignment, during non-work or programming times or privately throughout the day). Corporate or group prayer shall be reserved for scheduled religious activities.

11. In Roman Catholic worship services, the priest (but no inmates) may consume small amounts of consecrated wine, subject to the following restrictions: No more than one half ounce may be brought into the institution by the priest per service, provided the empty container and any unused wine shall be taken out by the priest after each visit. An accurate record of all wine which comes in and out shall be maintained at checkpoint. No staff member, chaplain, volunteer chaplain, or religious volunteer shall be permitted to bring wine into the institution.

12. Abuse or misuse of religious rights and privileges (for example, an inmate using a religious item for non-religious purposes or an inmate with permission to be excused from a job or program assignment to attend a religious gathering failing to attend without a valid excuse such as illness), may result in appropriate disciplinary action.

D. Group Worship and Study:

1. The chaplain shall schedule appropriate group worship and study opportunities to meet the needs of inmates. The groups shall be inclusive and be led by the chaplain, outside clergy, or religious volunteers. The leaders must agree to teach the central and inclusive doctrines common to the major faith group without disparaging or impacting upon the tradition of others. Individual inmate needs or traditions specific to a particular faith group may be met by individual visits with outside clergy of each inmate’s denomination.

2. Except as stated in this paragraph, inmates will not be placed in a position of religious leadership or authority over other inmates. Group religious activities shall be videotaped and/or monitored by staff. If the chaplain or a volunteer is not available to lead a group, the following may occur:

   a. CDs, DVDs, video tapes, or tape recordings of sermons or religious lessons which comply with policy, including but not limited to Policy #507.02, may be made available to the group.

   b. An inmate may be authorized by the Warden/Superintendent to lead the service. Inmates may ONLY lead religious services in the presence of staff.
3. The chaplain shall develop and maintain an up to date religious activity schedule and shall ensure that information about various opportunities for religious activities is available to all inmates. Group worship and study for activities listed on the religious activity schedule shall be conducted only in the designated places and times.

4. The chaplain shall conduct an annual religious and pastoral care needs review or survey and adjust religious programming accordingly. The survey may be included as part of the annual social services survey. The completed review or survey shall be submitted to the Warden/Superintendent and a copy sent to the Director of Religious and Volunteer Services by the due date of the annual social services survey.

5. Religious worship and study groups shall be open to any interested inmate unless such participation is limited to maintain the order and security of the institution. Inmate attendance shall be voluntary.

6. The integrity of worship space shall be maintained at all times. The chapel has been designated as a place of worship and should not be used for searching or detaining inmates except in emergency situations. Inmates who attend religious services shall show proper respect to that particular faith group. Loud talking and disturbing others will result in a disciplinary action, (See Policy #502.05). Any act, whether spoken, visual, or written, which would tend to degrade a particular person, group, or ideology will not be tolerated and will result in a disciplinary action.

7. Loud talking and disturbing others will result in a disciplinary action, (See Policy #502.05).

8. Any act, whether spoken, visual, or written, which would tend to degrade a particular person, group, or ideology will not be tolerated and will result in a disciplinary action.

9. Outside clergy and volunteer chaplains may wear their religious vestments and/or insignia, except in those cases where potential danger may be present to the safety and/or security of the participants or institution.

10. Inmates may carry their personal property rugs to religious services for use as prayer rugs.

11. With the approval of the Warden/Superintendent, chaplains may conduct memorial services for deceased inmates or staff.

12. The Chaplain may make additional requests for worship services and group gatherings for special observances to the Warden/Superintendent/designee. These activities may be conducted by the chaplain or volunteers. These activities must be requested in writing at least 30 days prior to the event and conducted in accordance with guidelines by the Director of Religious and Volunteer Services.

13. Inmates in administrative or punitive segregation shall not participate in religious group worship and study group activities. Compatible inmates in protective custody may participate in religious worship and study groups with other protective custody inmates if the group has an approved TDOC volunteer or outside clergy and is approved by the
Warden/Superintendent/designee. (See Policy #506.16) All segregated inmates may receive visits from the chaplain, outside clergy, and religious volunteers. Segregated inmates may possess religious literature and objects in accordance with this policy.

14. A non-smoking, group religious pipe ceremony for Native Americans shall be permitted and shall not constitute a violation of Policy #112.11, provided:

a. The pipe may only be used in group gatherings at times and in places approved by the Warden/Superintendent.

b. No material whatever will be placed in the bowl of the pipe and the pipe will not be lighted.

c. The pipe must be used for religious purposes only, and any other use shall result in disciplinary action.

d. The pipe must be brought in by volunteers or outside clergy and taken out each time OR stored in a designated area in or near the chapel, as determined by the Warden/Superintendent.

e. The pipe must not be a risk to the safety and security of the institution, as determined by the Warden/Superintendent.

f. The pipe must not contain STG or STG-related markings or insignia.

g. The pipe is subject to inspection and search at all times.

E. Requests for Religious Accommodations

1. Individual Requests: Accommodations for individual requests pertaining to religious matters shall be submitted in writing using the Religious Accommodations Request, CR-3735.

a. The inmate shall submit the form to the chaplain for consideration. Within ten days of receipt, the chaplain shall send a copy of the request (with his/her recommendations) to the Warden/Superintendent for his/her approval or disapproval.

b. If the Warden/Superintendent approves the request, the Director of Religious and Volunteer Services shall be informed of the decision.

c. If the disapproval is based on a policy or prior decision of the Religious Activities Committee the request does not have to be sent to the Director of Religious and Volunteer Services or Religious Activities Committee.

d. If the decision of the request is not based on policy or prior decision of Religious Activities Committee, then within 60 days the Warden/Superintendent and the Director of Religious and Volunteer Services shall work together to agree on the approval or disapproval of the request.
e. If the Warden/Superintendent and the Director of Religious and Volunteer Services do not agree on the disposition of the request, the Director of Religious and Volunteer Services shall submit the request to the Religious Activities Committee to be approved or disapproved in the same manner as a request for group religious accommodations. The chaplain shall notify the inmate of the decision regarding the request.

2. **Group Requests:** Accommodations for group worship services and group activities will only be made for faith groups which comply with the following procedure:

    a. Inmates may request accommodations by completing and submitting to the chaplain on Religious Accommodations Request, CR-3735. Pages one and two shall be completed by the inmate(s). Inmates shall be advised that an incomplete request may cause the request to be returned.

    b. **The request must include:**

       (1) The name and TDOC ID of the inmate(s) submitting the request and an estimate of the number of inmates in the group.

       (2) The official name of the group, including names and contact information of the group’s leaders.

       (3) Information on the group’s teachings, beliefs, and practices including titles of the group’s basic texts and other information helpful in researching the group.

       (4) Names of outside clergy or volunteers available to visit the institution.

       (5) A detailed description of the accommodation requested.

    c. Within 30 days of receipt, the chaplain will consult with the Warden/Superintendent and complete page three of the Religious Accommodations Request, CR-3735. The entire request will then be sent to the Director of Religious and Volunteer Services with recommendations from the Warden/Superintendent and chaplain.

    d. Within 60 days after receipt of the request, the Director of Religious and Volunteer Services, will send the request to the Religious Activities Committee.

    e. The Religious Activities Committee will meet in person on a monthly basis to consider requests received by the Director of Religious and Volunteer Services. At the discretion of the Director of Religious and Volunteer Services, the Committee may consider requests via e-mail at any time.

    f. The Religious Activities Committee will recommend that the Commissioner disapprove the request, if it is determined that any of the following conditions have been met:

       (1) The group is an STG;
(2) The group is a bona fide faith group with beliefs and practices adequately represented by an existing faith group for which similar accommodations have been made; or

(3) The accommodation may jeopardize the security and safety of the institution.

g. The Director of Religious and Volunteer Services will send the recommendations of the Religious Activities Committee to the Commissioner and TDOC Legal counsel. The Commissioner/designee will subsequently approve or disapprove the request.

h. The Director of Religious and Volunteer Services will notify the inmate, the Warden/Superintendent, and the chaplain of the decision by the Commissioner.

i. Inmates who disagree with the determination of the Commissioner will have the right to appeal in accordance with Section VI.(H).

j. Groups that are currently being accommodated as of the effective date of this policy will be exempt from the procedure outlined above. However, failure to comply with the any provision of this policy may result in revocation of their accommodation in the manner set out above.

k. After a group religious accommodation has been approved at one institution, the Director of Religious and Volunteer Services shall have the authority to approve the same request for group accommodations at another institution, unless the Warden/Superintendent at the other institution recommends against such accommodation, in which case the request shall be processed in the manner set out above and the Warden/Superintendent shall be invited to attend the meeting of the Religious Activities Committee.

A Warden’s recommendation to deny a previously approved accommodation pursuant to Section VI.(E)(2)(k) must be documented and supported by a factual determination that:

(1) Denying the requested accommodation would not impose a substantial burden on the inmate’s exercise of sincerely held religious beliefs; or

(2) Denying the requested accommodation is the least restrictive means of furthering a compelling governmental interest.

F. Religious Activities Committee:

1. The Religious Activities Committee shall be composed of:

   a. The Director of Religious and Volunteer Services (Chair)

   b. One representative from the Deputy Commissioner of Administration/General Counsel
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2. The Religious Activities Committee shall be responsible for the following:
   a. Review and approval of all requests for accommodations for religious practices filed under Section VI. (E)(2).
   b. To perform such other duties as the Assistant Commissioner of Rehabilitative Services may require.

G. The Director of Religious and Volunteer Services shall:
   1. Be responsible for policy development regarding religious activities on a department-wide basis.
   2. Develop and deliver training for line staff regarding religious policy and procedure.
   3. Monitor religious services within various institutions to ensure policy compliance.
   4. Develop knowledge of STG issues as it relates to religious functions within the TDOC.
   5. Develop a working relationship with the Office of Investigations and Conduct (OIC), Operations and TDOC STG coordinator regarding religious activities within TDOC.
   6. Serve as the central point of contact for all religious activity and practice within the TDOC.
   7. Work closely with internal TDOC security regarding religious activities.
   8. Stays informed through research about religious issues (both legally and operationally) and advise senior management accordingly. Subject to the supervision of the Assistant Commissioner of Rehabilitative Services, the Director of Religious and Volunteer Services may serve as a resource to the Department’s General Counsel and to the Attorney General as needed.
   9. Have a working knowledge of comparative religions and utilize such in the administration of religious policy and procedure.
   10. Send copies of the final decisions on Requests for Group Religious Accommodations to the wardens and chaplains.

H. Inmate Grievance Procedures and Review
1. Inmates shall utilize the inmate grievance procedures set forth in Policy #501.01 for review of issues affecting the inmate regarding religious activity or religious exercise.

2. Grievances must be filed utilizing Inmate Grievance, CR-1394, and must provide sufficient information regarding and describing the inmate’s specific religious activity or religious exercise which the inmate is grieving. The grievance must also set forth and describe how the inmate’s religious exercise has been substantially burdened by the action(s) of the institution.

3. The review of the grievance (See Policy #501.01) shall examine and document whether the burden on the inmate’s specific religious exercise furthers a compelling governmental interest.

4. If it is determined, upon review, that the burden on the inmate’s specific religious exercise furthers a compelling governmental interest, the review must determine and document if the burden on the inmate’s religious exercise is the least restrictive means of achieving the compelling government interest.

VII. ACA STANDARDS: 5-ACI-5C-07 and 5-ACI-7F-01 through 5-ACI-7F-08.

VIII. EXPIRATION DATE: August 1, 2024