

INTEGRATED JAIL PROGRAMS

A Workbook

June 1993

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INTRODUCTION

What is an integrated jail program?

An integrated jail program combines various types of adult basic education, job-training, and work programs so that an inmate's time of incarceration may be more productive, and the inmate gains practical skills and experience which will be useful upon release into the community. The *INTEGRATED* program begins with an assessment of the inmate's skill levels and then implements a program which provides him/her with the most useful combination of skills available, given the resources of the jail facility.

EDUCATION

The education program begins with an assessment of the inmate's functional literacy and general educational level. S/he would then be placed in an appropriate class such as basic adult education (literacy classes or an ESL—English as a second language—program), GED, or a more advanced (perhaps college level) program.

JOB TRAINING

The job-training program begins with an assessment of the inmate's daily life-skills, basic workplace skills and specific vocational skills, and then identifies a personal plan to help the inmate be more productive in the workplace.

WORK

There are several types of work programs, including: work within the facility (e.g., in the kitchen or laundry), work outside the facility, an in-custody work crew, a work release program, an out-of-custody work crew, and work in a jail industry.

What does integration mean?

Jail program integration is a multi-step process which assesses the inmate at intake, develops a program matching the jail and community resources with the

inmate's need, and evaluates the program's outcome for each inmate.

COLLABORATIVE DESIGN

Educational, job-training, and work opportunities will come from a mixture of jail and community programs. The collaborative design takes into account the resources available, logistical concerns and legal restrictions, and then develops a comprehensive program to address the educational and skill deficiencies within the inmate population.

ASSESSMENT

During intake, a single but comprehensive assessment is made of the inmate's educational/literacy status and work-skill levels, for both the general workplace and specific vocational skills. Out of that assessment, an Individual Service Plan (ISP) is established contingent upon the programs that the jail and community are able to offer.

OUTCOME

Just as a single but comprehensive assessment is made of the inmate at intake based on the available programs, the integrated program relies on a similarly comprehensive assessment to determine the success of the ISP.

Integration with whom?

Designing an integrated jail program begins with a study of the resources available both within the jail and in the community. In particular, it is important to understand which programs offered during incarceration prepare the inmate for release; and to determine the programs that might continue to be available to an inmate after release.

**PROGRAMS WITHIN
THE JAIL**

Work programs within the jail facility are overseen by inmate work supervisors. These may be cooks, maintenance personnel, or other staff responsible for inmates in the service areas of the jails.

Teachers may be part of the basic education and literacy programs, ESL, or vocational instructors, teaching both essential workplace skills and specific job/trade skills.

Work crew supervisors are responsible for overseeing inmates working on specific projects outside the jail

facility. Here security functions are added to the duties of overseeing completion of particular work assignments.

**PROGRAMS WITHIN
THE COMMUNITY**

Programs in conjunction with community agencies have the potential of providing further education or employment opportunities for the inmate after release. Not only does this broaden the range of programs offered to those still incarcerated but opens an avenue for a smooth transition to the community after release.

**PROGRAMS ACROSS
CORRECTIONAL
AGENCIES**

Some of the programs are coordinated between the individual jails and the Department of Corrections. These may be programs in conjunction with the Reception Center at Shelton, the Community Corrections field office, Correctional Industries, or the Division of Offender Programs' education staff.

Advanced courses can be offered to qualified inmates either through attendance outside the jail facility or through correspondence courses. This could lead to continuing education and a college degree after the inmate is released into the community.

Contractors for inmate work crews offer valuable professional experience to the prison population and are able to offer continued employment after release into the community.

Community service agencies can also offer a wide range of experiences, training inmates to work in their agency. They also offer an avenue of continued service work after the inmate is released.

SOCIETAL BENEFITS

What purpose do integrated programs serve?

Money generated through inmate work and vocational programs can produce revenue directly for local governments, reduce the tax burden by accomplishing tasks performed by government agencies, and by providing services to the community at reduced or no cost. Inmates also can perform otherwise undesirable work which is nonetheless necessary for the betterment of the community.

INMATE BENEFITS

An integrated jail program reduces inmate idleness; this is one of ten issues most likely to be considered in the courts finding correctional facilities unconstitutional under "totality of conditions." In addition to activity, the integrated program provides other positive incentives for inmates, such as monetary income, good time, skill advancement, and the opportunity to move outside a confined space.

Through work and vocational programs, inmates grow accustomed to a positive work ethic and become comfortable in the working environment. They also have an opportunity to learn new skills and gain valuable work experience. By generating income, the inmates can pay their debts to society such as court costs, victim compensation, room and board, and restitution. In addition, money earned can be used to support their families or to accumulate as savings to be used upon release.

How do you integrate programs?

There are two ways to integrate programs: One approach moves inmates through the programs sequentially, beginning with several weeks of education, followed by a period of job training, and finishing with time in a work program. The other does all three simultaneously; the inmate spends several hours of each day in education classes and several more hours at work, which usually includes job training.

Does anyone have an integrated program in a Washington jail?

The most fully integrated program is at the Snohomish County Jail where one wing has been converted to a "program module." The unit houses 60 men and provides programs for up to eight women, who are housed elsewhere.

Any inmate in jail for more than 30 days (pre- or post-sentence) may apply to enter the program module. S/he is

interviewed by one of four "track leaders" and a custody staff person (when available). At the same time the inmate is also assessed to determine individual educational background and life skills experience. Both screening and assessment are accomplished using testing instruments which are the same for every inmate. A screening committee (project coordinator, detention liaison, classification officer and four track leaders) determine eligibility and track assignment.

Those inmates accepted for the program module sign a contract in which each agrees to follow all jail rules, meet or exceed the program module's standards of participation, perform all job assignments, and participate in his/her own program plan.

Each inmate is placed in one of four tracks: self-management, substance abuse, vocational/educational, or vocational. Each track has its own core curriculum, seminars and groups. Even so, there are common themes across tracks, such as work, school, life skills, and exercise.

All classes, except school (either ABE and GED), are offered within the module. They include anger management, Think Right, personal power, chemical dependency treatment, business skills, and flagger certification, CPR/First Aid, and HIV/AIDS certification. Program participants may take classes from other tracks as their individual schedule and their counselor permits.

Inmates are scheduled for activity from 5:30AM to 10:00PM daily. Classes are held seven days per week, with each inmate in approximately four hours of classes per day (lighter schedules on weekends). The track counselors and the program's director teach most classes except for ABE/GED and CPR/First Aid which is taught by a detention officer.

The program module is arranged with two floors of two-bunk rooms. There is a large open space which can be partitioned for individual classes. Classes are also held on the mezzanine level, where it is possible to hold three

classes at one time. There is an fresh-air exercise area at one end of the module.

Jail custody staff who have been screened to work in this module provide security supervision from a central location in front of the only exit door.

Each program participant is issued a weekly error/excellence card. This card is a record of the inmate's behavior in relation to both jail and program rules. Attendance at program classes and activities may be limited by the inmate's behavior based on his/her weekly record.

Work assignments in the jail are required for all program participants. As an inmate advances in his own track, s/he may move from one work assignment to another; for example, from the library to booking, from maintenance to laundry. Each track has inmates who work in such places as the kitchen, laundry, maintenance, booking, and the library. There are three training positions in the kitchen where inmates receive 120 hours of legitimate training in institutional cooking.

The programs module operation began in October 1992 with a one-year, \$30,000 grant from the Carl Perkins Corrections Alliance. The jail remodeled space to house the program using its own funds.

Snohomish County Department of Corrections, which also runs the jail, administers this program. Also under its direction is an extensive alternative-sentencing program for non-custody inmates. Bill Harper heads the Department of Corrections, and Tim Ramey is the program module director.

Since November 1992, the program has "graduated" four classes, with an awards ceremony, certificates of completion and presentations by elected county officials.

What happens to participants after they leave the program and the jail has been a concern to jail staff; aftercare for these people is beginning in June 1993.

What is in the rest of this workbook?

What follows are three chapters: one on education, another on job training, and a third on work programs. Each chapter is organized into the following sections:

- ◆ **Action plan** identifies a series of questions a jail administrator might ask when looking at someone else's program(s) or setting up his/her own.
- ◆ **Washington model** describes a full series of programs which a local jail might implement. It reflects the best thinking of correctional experts working in and with Washington jails.
- ◆ **Current practice** describes which programs are offered in local jails, to whom, and under what circumstances.
- ◆ **Gaps and constraints** describes those factors which presently inhibit jail administrators from expanding beyond current practice.
- ◆ **Resources** describes what funding sources and human, technical, and published resources may be available to jail administrators.
- ◆ **National exemplary programs** describes programs which exist in local jails in other parts of North America. This section includes program names and telephone numbers to contact for further information.

Each chapter has been designed to stand alone. Pull one out and use it to design your own program. Likewise, the Worksheets in the back are intended to be removed and used separately.

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EDUCATION

This chapter describes the educational component of the integrated jail program. The information is organized in the following sections:

- ◆ **Action plan** identifies a series of questions a jail administrator might ask when looking at someone else's program(s) or setting up his/her own.
- ◆ **Washington model** describes a full series of educational programs which a local jail might implement. It reflects the best thinking of correctional educators working in and with Washington jails.
- ◆ **Current practice** describes which programs are offered in local jails, to whom, and under what circumstances.
- ◆ **Gaps and constraints** describes those factors which presently inhibit jail administrators from expanding beyond current practice.
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Action plan

The action plan describes the decisions that must be made during the process of developing an educational program in a jail. The same questions can be used to learn about someone else's educational program. Take these questions along if you visit another jail.

What is the objective of your program?

Is it an opportunity for offenders to gain education and skills? Can you write one or more measurable objectives for your educational program? For example, you might choose to assess the literacy of your inmates and raise their reading skills by a grade level.

Who is eligible for an assessment, for classes, or for tutoring?

Do you want to offer all inmates an opportunity for education or only those who lack a high school education? If you don't know how many have a high school diploma, or GED, do you want to assess your inmates to determine their education level?

What you decide to offer will affect whom you select to participate.

Some Washington jails are offering an educational assessment and help with educational deficits to everybody staying longer than three days.

How will you select participants?

Selection for educational assessment and classes can be part of your classification decision. Will only minimum security inmates be eligible? Whatever method you use, the choice should be based on equitable and clear criteria. Arbitrary selection or methods which preclude some recognizable part of the jail population from participating can lead to allegations of unfairness.

What programs will you offer?

Will you have adult basic education or English as a Second Language for the functionally illiterate? Not very many of you do now. Half your jail population may not be able to read at the 10th grade level. They would be considered illiterate by many Washington employers.

Will you offer GED classes? Most of you do now. Will you pay for GED testing? That must be done by an independent testing service, the cost of which may vary from \$60 to \$100.

Will you provide any life-skills training or other specialized classes, such as alcohol/drug information school? Not many of you do now. Yet these classes cover the information many inmates need to learn in order to survive on the streets without further criminal activity.

Whatever choices you make, you should permit inmates to enter and leave the classes at any time. Jail inmates are not around long enough or are too often interrupted by other demands to follow a normal classroom schedule, such as Tuesday night classes for the next 10 weeks.

Who will provide the services?

Today in Washington jails, educational services are provided by the local community college. Basic service is provided as part of the college's responsibility for adult education, usually with funding earmarked for correctional education.

There are alternatives to this arrangement. The jail can have their own teaching staff. This is done elsewhere. The jail can contract with the local school district. The jail can contract with a private, non-profit provider recognized by the State Board for Community and Technical Colleges. Theoretically the jail could have an agreement with the Department of Corrections to manage the educational program in the jail.

In addition, services for disabled inmates under the age of 22 and without a high school diploma or its equivalent are funded through the Office of the Superintendent of Public

Instruction. There should be an agreement which ensures that those inmates receive educational services.

Who selects, supervises and trains staff? Who provides equipment and space?

The provider of services should hire and supervise the teaching staff, arrange for specialized educational supplies and equipment.

You should expect to provide the non-educational furnishings: desks, chairs, blackboard, bookshelves. You will need to negotiate who takes care of getting computers, video equipment, and other expensive multi-use equipment.

Both you and the provider of services should train staff. As jail administrator, you should provide teachers with an orientation to your jail and its standard operating procedures. You cannot expect them to abide by security requirements about which they know nothing.

If you are like every other jail, your multi-purpose space is limited and overused. Some jails make use of attorney visiting rooms and dayrooms. Several jails have turned living units over to educational programming so that everyone housed there is in school.

You also need to be concerned about how correctional staff relate to program staff, and how your educational program is linked to continuing education outside the jail. You should be concerned about transferring information regarding an inmate's educational needs and achievements to other local jails and/or DOC with his/her other papers. And don't forget to include educational programs as a section in your Standard Operating Policies and Procedures (SOP).

How much will these programs cost? Who will pay for them?

A full-time teacher, including the teacher's benefits, will cost you more than a corrections officer. How much

teacher's time you need depends on what educational programs you want to offer and to how many inmates.

Getting your computers set up, assuming you want to augment your teacher's time with individualized learning, could cost you an average of \$7,000 per station. This will buy you a computer and extensive educational software.

There is money for educating jail inmates that comes from the Carl Perkins vocational education funding and from National Literacy Act funds. Right now this money goes to community colleges and on to certain jails (see Appendix A). It buys varying amounts of education for inmates.

There are other sources of money, but you will have to be a tough negotiator and a strong advocate for inmate education to tap those funds. You can also buy educational services out of county funds or using money you generate from pay phones, commissary proceeds and work-crew income.

How will you measure the success of your programs?

Your objectives should be measurable. You should take a measurement before you begin and after you are finished. For example, if you choose to increase reading levels, you should assess reading levels before instruction and after instruction.

Whatever measures you use, you should produce an annual report describing how many inmates were assessed, how many received what kind of instruction, and what results were achieved.



Washington Model

This section describes a prototype of an educational program for a 180-bed county jail in Washington State.

What is the need?

In order to compete in the work force, a high school diploma is the minimum education required.

Among the economically disadvantaged adult citizens of Washington State (including minorities, women, immigrants, dislocated workers, people with disabilities, and the illiterate), about 93,000 do not have a high school diploma or its equivalent. If a 10th grade reading level is used as the standard for literacy, an estimated 750,000 Washington adults (24.8%) are "illiterate."¹

ILLITERACY A disproportionate share of those adults are incarcerated in local jails. One group of authors estimates that the average inmate tests at a ninth grade reading level.² However, these adults are more amenable to educational opportunities while incarcerated than while in the community.

ENTITLEMENT Washington State residents under age 22, whether incarcerated or not, are entitled to receive a high school education. The *1991 Criminal Justice System Capacity Study* reported that three percent of Washington's adult offenders were under 20 years of age. The *Jail Information Program 1991 Annual Report* stated that more than half of the adult offenders were under 30. Federal education funds are available for offenders under 21 who do not have a high school diploma.

DISABILITY Some unknown portion of those younger adult inmates are disabled and their educational needs fall under the purview of the federal Education for All Handicapped Children Act, granting all handicapped children (ages 18, 19, and 20) an "opportunity for a free and appropriate

education at public expense....” It has been estimated that 42 percent of adult offenders are learning disabled.³

What is the goal?

IMPROVE LITERACY

The goal of the education module of the integrated jail program is to assess and raise levels of literacy among jail inmates by encouraging their voluntary participation in an educational program designed to meet their specific educational needs.

Who will be eligible?

Inmates remaining longer than 14 days, whether pre- or post-trial, those sentenced to 10 days following the removal of good time, and those committed to Department of Corrections (DOC) following trial and adjudication are eligible for educational programming.

ASSESSMENT

All inmates remaining in the facility longer than three days are eligible for assessment. Persons staying longer than three days stay three weeks or longer. They comprise about a third of the facility admissions. In jails with populations of 180, this would mean approximately 1,800 potential assessments per year.

LENGTH OF STAY

At least ten percent of those admitted remain longer than two weeks; they are about 80 percent of the Average Daily Population (ADP). Their average length of stay is almost 30 days. They are the primary candidates for educational programs.

Candidates for Basic Education Assessments and Classes

Counties	Annual Assessments (Percent of All Bookings)	Students per Day (Percent of ADP)
Pacific	330 (32%)	17 (71%)
Chelan	1800 (34%)	151 (85%)
King	20074 (35%)	1550 (80%)

Those persons sentenced to 15 days are a special category; they are scheduled for assessment immediately upon admission.

How will students be selected?

Every weekday morning the graveyard booking staff provides program staff with a list of persons still in the facility after ten days. (Names of persons which would have been on a weekend list are submitted on Monday.) Facility orientation materials indicate that any inmate staying longer than three days may submit a kite (request for service) asking for an educational assessment.

The program staff combines the kite requests with the daily list of inmates still in the facility after ten days. They may choose to ask those inmates not submitting a kite if they are interested in an educational assessment.

SCHEDULE ASSESSMENTS

The program staff schedules educational assessments within the first two weeks of confinement, eliminating persons due to be released within the first 14 days. The exceptions are the persons sentenced for two weeks who are automatically scheduled for assessment at the beginning of their confinement.

SAMPLE

The staff of a 180-person facility can be expected to assess just under 1,800 persons a year, or eight every working day.

How will students be assessed?

The presumption is that all inmates who are eligible will receive some type of educational service, competency-based education, preparation for the GED, a more advanced academic program, or specialized classes, such as substance abuse education. Assessment or screening defines that service.

Prior education, including grades completed, is only one indicator of educational service needs. Actual ability to read, write, add and subtract is more important.

CASAS

Assessments are performed using a standard instrument, several of which are available. For example, CASAS (Comprehensive Adult Student Assessment System) is a competency-based test; that is, it evaluates the ability to perform common daily tasks, such as telling time, reading a map, or completing job applications. CASAS is used by the Department of Corrections for its assessments and by the local jail projects funded through the U.S. Department of Education. If it is necessary to administer an ESL test or to screen for learning disabilities, then the appropriate instruments are substituted.

Assessments of the services necessary to pass the General Equivalency Diploma (GED) are also available. Persons who have completed high school and maintained their basic skills are assessed for more advanced course work or other special classes. Persons without a high school level education are eligible for special classes if their skill level is sufficient to manage the material.

LEARNING PLAN

Assessments result in a individual learning plan. The learning plan is designed in cooperation with the potential student and specifies the desired results, given the expected period of confinement and the educational program necessary to achieve those results. In a 180-bed facility, two staff members are required to assess every eligible inmate and prepare a plan.

What programs are offered?

The program is open entry/open exit, designed to meet the inmate's needs at his or her level.

SERVICES Four basic educational services are available: competency based education, GED preparation, special classes, and correspondence courses. Each are described separately below.

The *competency based education program* is designed for the functionally illiterate adult. It provides basic skill training in reading, writing, arithmetic, listening, and speaking. It improves thinking skills, such as creative thinking, decision making, problem solving, seeing things in the mind's eye, knowing how to learn, and reasoning. It provides training in personal attributes: responsibility, self-esteem, sociability, self-management, and integrity/honesty.⁴

The *GED preparation* course is largely individualized, enabling students to master the content areas necessary to pass the GED test. Not all students are expected to complete preparations for the GED during their confinement. They leave the facility with a record of their progress sufficient to permit their entry into a GED preparation course at their local community college and with information on enrollment procedures.

Special classes are designed to provide groups of inmates with information that addresses their special needs. Inmates with a history of substance abuse and those sentenced for an alcohol or drug offense who may be required to complete Alcohol Drug Information School (ADIS) can do so while in the facility. Other special classes include parenting, health, and anger-management classes. New special classes are offered as inmate needs change.

LIFE SKILLS CURRICULUM

All education classes are packaged as part of a broader life skills curriculum, which includes instruction regarding daily living skills (money management, time management, etc), substance abuse, anger management, parenting skills, and health education. Life skills

competencies include the ability to manage personal and family life, to manage unstructured time with appropriate leisure activities, to find and secure adequate housing, transportation, and community resources, and to set and attain personal and family economic goals.

Many inmates have completed high school and others have completed college. For these inmates, basic competency classes and GED preparation are not needed. *Correspondence courses*, offered through the community college extension service provide this group of inmates the opportunity to continue their structured education. For inmates not free to attend competency classes, a limited number of correspondence courses are also available through the community colleges network.

DURATION The inmate will maintain some level of educational participation throughout his/her confinement.

SCHEDULE The classroom schedule is set to accommodate all students for a portion of the classroom day. That day includes some evening time for those inmates who are also working day shift hours.

Depending on student load, the classroom(s) are open and staffed from just after morning count (8:30) until the return to the living area for lunch (11:30), from post-lunch count (1:00) to the return to the living area for dinner (4:00), and from post-dinner count (5:30) until the return for evening count (8:30).

Tutoring in the dayroom is designed as a before- or after-hours activity. Thus, tutoring occurs anytime between 7:00AM and 8:30AM, and between 4:00PM and 10:00PM.

RULES AND SANCTIONS Students are allowed in the classroom as long as their security status permits. If they fail to abide by classroom rules, they are subject to a disciplinary action. Their security status may be modified by that action to prevent their presence in the classroom.

- Rules specific to the classroom are:
- CLASSROOM RULES**
1. Students attend all class sessions. Failure to attend 10 percent of the classes without an acceptable excuse is cause for dismissal. Illness is an acceptable excuse.
 2. Students are actively engaged in learning activities while in the classroom.
 3. Students use classroom equipment with the permission of the teacher and must use that equipment in the manner prescribed by the teacher.
 4. Students do not disrupt the classroom activities of other students.

Who will staff the programs?

One teacher can manage 20 students at one time. Students are expected to spend at least one—and preferably three—hours in the classroom, Monday through Friday.

NUMBER Staff numbers are dependent on the number of students in the facility. A jail of 180 should have at least two full-time teachers working afternoons and evenings, and two half-time teachers working mornings.

Educational services are provided by the community college. Although the college is responsible for supervision of education, the jail administration is actively involved in teacher selection, training, and supervision.

VOLUNTEERS Volunteers—including peers, custody staff, and community members—provide tutoring. Volunteers are recruited and trained using the services of Washington Literacy or Tacoma Community House Training Project.

Those who teach in a correctional setting are required to be more than teachers. They also supervise the inmates who are in their classrooms and must be cognizant of the security requirements of a correctional facility.

QUALIFICATIONS Teachers must be qualified to teach under the provisions of state licensing requirements. They must pass the security screening that a candidate for correctional officer faces.

EXPERIENCE Persons with experience in correctional settings are preferred. In addition they should have experience with multiple instructional techniques, individualized learning, computerized instruction, module instructional packages, etc. They should be comfortable with open entry/open exit classroom settings and reward students for any educational achievement, even though it may be limited by the length of their confinement. Teachers must be able to work largely without supervision from college staff.

RECRUITING Teaching candidates are recruited by the community colleges from persons working with correctional students, adult learners, ESL classes, and with high school drop-out programs.

TRAINING Before beginning work in the classroom, teachers are required to participate in a four-hour orientation to correctional employment which introduces them to the specific security requirements of the facility and to the staff. They receive their identification badge, learn how to enter and exit the facility, and become familiar with the restrictions placed on inmates.

New teachers are required to take an abbreviated (non-correctional) version of the basic correctional academy. It is not necessary to complete this course of study before working with students, but they must enter the next available class.

SUPERVISION College staff supervise the education activities of the teachers. The jail administrator or his/her designee provide correctional supervision.

TURNOVER Low turnover is desirable in a correctional education setting. Both the college and the jail administrative staff work closely with teachers to resolve problems that might result in high turnover.

What is the physical setting?

LOCATIONS Education is provided in three locations within both the secure facility and the work release/work crew area: the

classrooms, the dayrooms, and the person's own sleeping area.

Classrooms are located in multi-purpose rooms which also serve as libraries and meeting areas. That space is in high demand and must be carefully scheduled. Classrooms are used for those structured activities serving larger groups of inmates (typical classroom activities) and for activities which must be monitored at all times by the staff. A separate multi-purpose space is only available for about every 75 inmates. There are two for a facility housing 180 inmates.

In facilities without multi-purpose rooms, sections of the dayroom are used as classrooms. In facilities with multi-purpose rooms, dayrooms are also used for educational activities; however, these are activities which do not require classroom space such as computer-based, self-paced learning programs. Dayroom educational activities include peer, staff, and—in some cases—volunteer tutoring.

Sleeping areas are used for studying, including independent work on projects, special classes, correspondence courses.

EQUIPMENT

Classrooms are equipped with individual computer learning stations sufficient to permit one hour per day of computer time for each student. In the 180-bed facility, 14 computer stations available 12 hours per day could accommodate the 150 inmates eligible for educational services. One vendor's computer system being used in some local jails costs about \$7,000 per station, which includes the cost of the main station; 14 would cost an estimated \$100,000.

Classrooms are also equipped with audio visual equipment: a video, an overhead projector and screen, and several audio cassette machines. Library materials include books (resource, fiction, and non-fiction), tapes (audio and video), and disks for the computers. One system has over 4,000 different educational programs on disk.

Basic educational supplies include paper, pencils, rulers, etc. There are work areas, tables, chairs, teacher's desk, blackboards, filing cabinets, library shelves.

**MONITORING
CLASSROOM**

Classroom space that is not centrally located and visible to correctional staff at all times is monitored visually and audibly from the control room. Teaching staff carry communication devices if correctional staff in the facility do. Teaching staff have emergency calling capability.

Who will administer?

PROVIDER

Educational services are provided by the local community college or some other provider of educational services. Basic service is provided as part of the college's responsibility for adult education, augmenting the funding earmarked for correctional education. The terms of the provision of the services are specified in an inter-agency agreement, crafted and signed by college and county officials.

Services for disabled inmates under the age of 21 are funded through the Office of the Superintendent of Public Instruction.

Additional services are purchased by the jail.

**RELATIONSHIPS WITH
OTHER PROGRAMS**

While in the jail, educational staff are considered an integral part of jail staff. Teachers are participants in planning for changes in program services. They work cooperatively with other program staff and take part in program staff meetings.

**RELATIONSHIPS WITH
CUSTODY STAFF**

Custody staff are often viewed as inhibitors of inmate access to program. In this model, however, they are the facilitators. Custody staff know which inmates under their supervision are active students. They encourage inmates in their work and may provide tutoring assistance on the living unit. Consequently teachers interact with custody staff around individual learning plans and the progress regarding those plans.

Teachers and custody staff are both involved when students are charged with an infraction of classroom rules.

**RELATIONSHIPS WITH
OTHER EDUCATIONAL
SETTINGS**

The *Investment in Human Capital Study*, Office of Financial Management, December 1, 1990 notes that "providers of basic skills training are concerned that other government agencies will begin providing this training without sufficient coordination with current programs and resources."

In order to avoid this potential problem and others of a similar nature, the educational and jail administration meet quarterly with an advisory board comprised of providers of basic education and vocational education, representatives of the business community, labor, and other governmental entities that plan and fund training (e.g., Council of Economic Development, Job Training Partnership Act Service Delivery Area).

Many inmate students are released before making significant progress in overcoming their educational deficiencies. Teaching staff work closely with community college staff—or other correctional teaching staff—to ensure that the needs of these students are understood and that appropriate classes are available. They inform students of the opportunities for additional work at the college. They transfer educational records, including assessment and the individual learning plan, when the inmate is sent to another local facility or to a DOC facility.

**MANUAL OF POLICY
AND PROCEDURES**

The Standard Operating Policies and Procedures for the educational program include those specific to the educational programming and also includes information on facility policies and procedures:

1. Facility emergency plan.
2. Post orders for corrections officers assigned educational responsibilities.
3. Inmate movement procedures.
4. Inmate count procedures.
5. Procedures for searches and shakedowns.
6. Medical emergency procedures.

7. Information on disciplinary procedures.
8. Health and safety procedures.

REVIEW PROCESS

The inter-agency agreement between the college and the jail specifies that joint program reviews occur annually. During these reviews correctional and educational staff examine the results of the assessment process described below. They adopt any necessary modifications in the educational program or in its interface with correctional activities to ensure continued success for the educational program.

What is the cost?

Educational activities are supported, as noted previously, by funding from the State Board of Technical and Community Colleges, from the Superintendent of Public Instruction, and from the county. The costs described below assume various revenue sources and are not subdivided.

DIRECT EXPENDITURES

The program has six direct line items: personnel, benefits, training, supplies, books, and equipment.

Personnel. In a 180-bed jail, 3 FTE teachers and 2 FTE assessors are necessary to conduct all assessments and classes. Teachers' salaries and *benefits* are consistent with those of any other community college teacher with similar experience. Teacher *training* includes the cost of attendance at the correctional academy and offers all teachers the opportunity to participate in two off-site trainings per year. Teachers are also encouraged to attend the Correctional Education Association annual conference.

Community college teachers are paid approximately \$20 per classroom hour plus benefits of about 35 percent for a total of \$27 per hour. The college will charge a fee on top of that for administration, supervision, etc., and add a factor to cover the teacher's other time. The latter charges bring the classroom rate up to \$50.00 per hour. These rates will vary from one college to another. Using \$50 per hour as a reasonable estimate, 5 FTEs, working

8 hour days, 224 days a year, would cost \$448,000 per year.

Supplies are tied to the number of students and calculated at \$100 per annual student position. Student numbers are estimated annually based on anticipated changes in bookings and estimated use of the educational program.

Books include both library books and textbooks. Textbooks are budgeted as a part of the \$100-per-student supply costs.

Purchase of *equipment* is a capital expense. Replacement funding is included in each year's budget. Maintenance is an operating expense.

INDIRECT EXPENDITURES

Indirect expenditures include the administrative overhead at the college. Also included are costs by the jail: administration, correctional supervision, space, utilities, and telephone. Jail costs are a county contribution to the operation of the educational program and should be noted when calculating the revenues and expenditures for educational programs.

How to measure the program's success?

CRITERIA

Educational programs are measured by the number of assessments completed, individual learning plans written, and—most importantly—by measurable improvement in student skills. Programs set annual objectives for each of these criteria based on the prior year's experience and the anticipated student numbers and needs.

There are several indicators of improvements.

INDICATORS

Functional literacy improvements are measured by a second CASAS evaluation or other assessment test battery, and by the achievement of competency in the various skill areas.

Students participating in the GED preparation classes will take the GED and pass some or all of the tests.

Completion of other course work is measured by test results and final grades.

The number of individual learning plan goals achieved is noted.

REPORTING

Annual reports of student numbers and achievement are prepared by educational staff and submitted to the college and the jail administrations as part of their annual review of the program.

**RANGE OF PROGRAMS**

The education program(s) available in a jail setting may include anything from a volunteer who comes to tutor a few inmates in specific subjects to an inmate, enrolled at a local community college, who is released to attend school several hours a day. In between these extremes are programs for four to 400 inmates—programs that include subject matters like financial planning, computer literacy, or basic math skills.

Educational programming in jail has been compared to the old one-room school in which one teacher worked with a class of six- to 14-year-old students. Each student works at his/her own pace under the teacher's direction. Some teaching is done by the teacher in a group setting; some teaching is done by one student with another. Those who are more proficient help those who are less proficient.

Who is eligible?**MINIMUM SECURITY**

Not everyone who comes to jail may be eligible for education programming. Eligibility is often a function of an inmate's housing assignment, which is the result of the offense s/he committed. Hence, a jail may only have education programming for minimum security inmates.

OVER 72 HOURS In those jails where education, like other programs, is considered a tool for population management, it is a program available to everyone in jail over 72 hours, regardless of offense or classification. In this setting, each inmate is screened when s/he enters jail and assigned to a program based on literacy level.

In other jails an inmate must request education programming. S/he is made eligible for education, usually by re-classification, and then accommodated on a space available basis.

How are inmates screened?

Nearly all teachers questioned use some assessment instrument to determine the competency of their students. Many students find, to their surprise, that they test higher than they expected. The students, then, get an ego boost even before they start a structured learning program.

CASAS CASAS (Comprehensive Adult Student Assessment System) is the commonly used assessment tool. Although it measures functional literacy, it does not correlate results to grade level. Hence, determining one's equivalent grade level (for GED purposes) is an awkward process for most teachers.

ESL Other teachers use ESL (English as a Second Language) as a tool to measure basic reading and comprehension skills, or TABE (Test of Adult Basic Education). They find either of these tools more useful than CASAS for those inmates with less formal education regardless of its original language.

GED LEVEL A few teachers simply use a test from one of the GED levels to determine educational proficiency. They find this testing method a short cut to getting a student into the GED level program.

Some teachers only administer pre-tests; that is, they do not conduct classes or tutor students.

What are the program services?

GED GED (General Equivalency Diploma) program is the most common one which Washington jails use. It prepares a student, in a series of tested increments, for a high school equivalency degree. How many hours and how many days a teacher is available to lead the program is the big variable.

ABE ABE (Adult Basic Education), often in combination with ESL (English as a Second Language), is the other commonly used program.

Many teachers combine the two programs, picking elements of each which seem appropriate for their students. One student may be proficient in math (particularly someone who has handled money regularly) and be working on a GED level. At the same time the same person may be very deficient in language skills—both spoken and written—so that ABE material may be used for teaching language skills.

What is the program schedule?

TWICE A WEEK Education programs are usually offered twice a week, for one or one and one-half hours per session. In smaller jails education may only be offered once a week for one hour.

A few programs which meet in longer sessions (up to three hours) usually break, giving free time to both teacher and students.

What are the rules for inmates' participation?

**SIMILAR TO GENERAL
POPULATION**

Most jails have stated rules which inmates must follow to participate in educational programs. The same rules of behavior which apply to inmates in general population also apply to inmates in educational programs, such infractions as failure to obey a correction officer's order or interfering with security operation are considered major rule violations and will result in immediate removal from programming.

MORE RESTRICTIVE

In some jails the rules for "program module" students are more stringent than those for the general population. To some degree this is due to the inmates' ability to move freely within the module. Managers want inmates to understand that education is a privilege, and expect appropriate behavior.

In more conventional settings several, usually two, unexcused absences from class sessions will result in dismissal. Failure to maintain one's own bunk area or perform routine chores will also result in dismissal.

Who provides the teacher(s)?

The local community college usually provides a certified teacher for jail inmates. The college recruits, screens, trains, and supervises the teacher.

How often or in what circumstances the teacher moves from the jail to another teaching assignment is not clear. The teacher's tenure may range from a few months (less than a school year) to five years.

One teacher mentioned she was earning her pension eligibility working at the jail.

The jail manager often does not know what curriculum or program the teacher is using. S/he considers these issues the teacher's responsibility.

What is the teaching environment?

The jail administrator or program manager provides the space and time frames in which inmates may be available for program(s).

MULTI-PURPOSE ROOM

The multi-purpose room is commonly used for classroom space. Occasionally the teacher may move from one housing unit to another through the day, working with different inmates.

If security for the teacher is a concern, the jail administrator provides a corrections staff person, or organizes the space so that the teacher is visible from the control booth operator. In several instances the

administrator may limit the class size in order to provide the teacher with greater security.

EQUIPMENT

Equipment in the classroom is very limited. A chalkboard may be the only teaching tool available. Program materials are usually furnished by the community college. Supplies, such as paper and pencils, are often furnished by the teacher because the jail has no budget for these items.

There are few computers in the jail classroom, because they are expensive to purchase and suitable software programs, until recently, have been limited. Several vendors have developed programs which are designed for jail use; and several jails have one of these programs in place. One teacher, in fact, is using a self-paced introduction to DOS programs as a teaching tool.

Who administers the program(s)?

WORKING RELATIONSHIP

Although the community college provides the teacher(s), the jail administrator or program manager administers the programs. This assumes a cooperative working relationship between the college and the jail.

Unfortunately, this relationship does not exist in many locations.

The jail administrator usually sets aside daytime hours for educational program, and evening hours for other programs. This is often for the convenience of the teacher. Yet those inmates with working assignments in the jail often cannot participate in any education program. In one jail an inmate trustee quit his job in order to go to school, but this is unusual.

INTERACTION BETWEEN TEACHER & CUSTODY STAFF

The interaction between custody staff and teachers may be an issue in many locations. Custody staff, who see the benefits of education programming in terms of population management, may be more willing to actively assist the teacher in arranging space, bringing inmates to class, or even tutoring certain inmates.

Several jail administrators mentioned staff members who assist the teacher when they have slack time in their shift duties.

What are the assessment criteria?

There are presently two programs with assessment criteria, one funded by the Carl Perkins Alliance through Employment Security Department and the other by the Department of Education through the State Board of Community and Technical Colleges.

The Carl Perkins funded program was awarded to the Snohomish County Jail for the period October 1992 through June 1993. It has specific performance goals and measurable criteria.

The DOE funded program (Functional Literacy for State and Local Prisoners) was awarded to the Chelan, Lewis, Spokane and Thurston County jails for a two-year period beginning January 1993. Specific criteria will be established for each site.

DIFFICULT TO IDENTIFY

For other jails, both large and small, the measures of success and failure in education programming are difficult to identify. Inmate students come and go as their jail terms dictate. They often do not participate in programs for any recognized school term (semester or quarter). They may or may not pass several levels of GED testing. They are adults in offense and age, but youth in terms of literacy.

Some jails measure program(s) by the number of participants or by the number of GED tests given per quarter. Neither of these measures says anything about the student's progress: about where each person started and how much s/he accomplished in how many hours.



**COMMUNITY COLLEGE
ADMINISTRATION**

Gaps and constraints

Some community college administrations are not interested in working with jails to develop an educational program that fits the needs of jail inmates. They do not see inmates as students they should serve, or as persons interested in being students.

QUALIFIED TEACHERS

Colleges tend to assign teachers to correctional facilities without considering who is best suited to this environment. There are, in fact, not many teachers with experience or interest in inmate education.

Those teachers who are assigned to jail facilities often do not receive training in new teaching strategies applicable to the correctional environment. The jails themselves do not regularly receive publications which may serve as resource material to their teachers.

A recent study identified several common misconceptions to effective education in the correctional environment.⁵ Among them:

- 1) The belief that inmates are learning disabled (even when they are not) and a failure to recognize their abilities and past achievements.
- 2) The belief that mastering basic skills must precede learning more advanced skills.
- 3) The belief that correctional students learn best in one-on-one situations, when, in fact, group situations may be more effective.
- 4) Trading off obedience for undemanding learning or activities.
- 5) The belief that students need slow, repetitive drill.
- 6) Insufficient focus on the importance of student attitude and motivation.
- 7) Skewing curriculum toward better test scores and exaggerated claims of achievement.

FUNDING

There is little or no money coming to colleges and none coming from jails. There is a small amount of money

coming from the Department of Education to the State Board of Technical and Community Colleges. Obtaining access to funding for the disabled would augment the current levels.

SPACE Little multi-purpose space is suitable for a classroom; and what space *is* available is in high demand for all of the programming offered by the jail.

CORRECTIONAL STAFF Correctional staff may not support an "outside" staff person. They provide little or no supervision of inmates while in classroom.



**U.S. DEPARTMENT OF
EDUCATION**

Resources

Funding

The *National Literacy Act* offers two programs. The first provides discretionary grants for the purposes of establishing, improving, or expanding a demonstration or system-wide functional literacy program. (Functional is defined as "at least an eighth grade equivalence or functional criterion score on a nationally recognized literacy assessment.") All persons who are not functionally literate must be included unless they are serving a life sentence, are terminally ill, under a sentence of death, or in cases where parole is prohibited, a person refuses to participate.

The second is a training program designed to reduce recidivism through the provision of life skills necessary to entry back into society.

These grants may not exceed three years and priority is given to programs showing the greatest potential for innovation, effectiveness and replication.

Recipients for either award can be a state or local correctional agency, or a state or local correctional education agency.

Funding amount is authorized for appropriation at \$10 million for FY 1992, \$15 million for FY 1993, \$20 million for FY 1994, and \$25 million for FY 1995.

Brief descriptions of programs which have been funded are contained in "Demonstration Projects to Establish a System-Wide Functional Literacy Program for Adult Prisoners—Project Abstracts" (October 1992 and March 1993). These may be obtained through the Office of Correctional Education, Division of National Programs, Office of Vocational and Adult Education, U.S. Department of Education.

Contact:

- Gail Schwartz
U.S. Department of Education Correctional Education
☎ (202) 205-5621

**STATE BOARD FOR
COMMUNITY AND
TECHNICAL COLLEGES**

In FY 1993, supplemental grants went to 14 jails. These funds represent the 10% of the U.S. Department of Education's funding for Adult Basic Education which is set aside for correctional education. Monies are used to provide teachers in the jail for Adult Basic Education and GED preparation. The number of hours of education and the number of students depend upon the size of the contract. Community college contracts with jails are constrained by the legislative lids on students, FTEs, credit hours and dollars.

Contact:

- Michael Tate, Program Administrator
319 7th Avenue, P.O. Box 42495
Olympia, WA 98504-2495
☎ (206) 664-9404/SCAN 336-9404/
Fax: (206) 586-6440

**SUPERINTENDENT OF
PUBLIC INSTRUCTION**

The Superintendent of Public Instruction funds the education of institutionalized youth with disabilities until the youth has met high school graduation requirements.

These offenders, age 20 and younger, are estimated to represent 20 to 30 percent of the prison population in their age group.

Contacts:

- Linda Felber or Wayne Johnson
Coordinator of Institutional Education
Office of the Superintendent of Public Instruction
☎ (206) 753-6733

Technical Assistance

The funding agencies can also offer technical assistance in the design and development of educational programs. Other resources include the Outreach Training Center for Mandatory and Literacy Education at the Correctional Education Association in Laurel, MD, which trains administrators and teachers who work in the field of correctional education. One of the main objectives of the program is to improve and expand literacy programming at all correctional education sites. The center supplies training and technical assistance, documents pertinent information and research, and maintains open archives on literacy programming and research for all education scholars and researchers. Model programs are showcased.

Contact:

- The American Correctional Education Association
Steven J. Steurer, Executive Director
8025 Laurel Lakes Court
Laurel, MD 20707
☎ (301) 490-1440
- The Washington Correctional Education Association
Steve Meeks, President
P.O. Box 888, MS NM 85
Monroe, WA 98272-0888
☎ (206) 794-2473/(SCAN) 291-2473

Human resources

VOLUNTEER LITERACY PROGRAMS

Volunteer Literacy Programs provide volunteer tutors who offer one or two hours of weekly instruction for six

months. Much of the training for volunteer tutors in Washington State is provided by or arranged through two private non-profit organizations: the Tacoma Community House Training Project for ESL tutors; and Washington Literacy for tutors working with English-speaking adults. In addition, 20 other programs provide ESL or basic literacy training for tutors.

TYPE OF ORGANIZATION

Tutoring programs are offered through a number of organizations:

- 14 by community colleges (12 through Adult Basic Education; 2 outside ABE)
- 17 programs are operated by private, non-profit organizations whose sole purpose is tutoring
- 16 programs are operated by agencies also engaged in other purposes:
 - 5 multi-purpose agencies (usually ESL)
 - 3 churches
 - 2 church-related organizations
 - 2 community action agencies
 - 2 libraries
 - 1 service arm of Washington Literacy
 - 1 school district
- 4 programs operated by unincorporated entities
- 23 other programs, many small; 4 use Laubach methods and 8 are urban ESL programs

Materials

A number of resources are available from the Educational Resources Information Center (ERIC) Clearinghouse: ☎ (800) LET-ERIC. The National Clearinghouse on Literacy Education (NCLE) has a Resource Guide on Correctional Literacy Education as well as other information on correctional and limited English proficient issues. Contact them at 1118-22nd Street NW, Washington, D.C. 20037. ☎ (202) 429-9292.

Library books may be obtained from Alma Farfan, Free Materials Project, located outside the Reformatory Complex at Monroe, ☎ (206) 291-2688/(SCAN) 794-2688 (Off-SCAN). This is the Washington version of the

National Book Program through which publishers donate materials to agencies in need.

NEWSLETTERS

A.L.L. (Adult Learning & Literacy) Points Bulletin, containing information on programs, conferences and resources, as well as personal profiles, is published bi-monthly by the U.S. Department of Education and is available free of charge upon request by contacting: Division of Adult Education and Literacy, Office of Vocational and Adult Education, U.S. Department of Education, Washington, D.C. 20202-7240. ☎ (202) 205-8959.

ESL Notes is a quarterly newsletter for ESL specialists issued by the Division of Adult Education and Literacy through the ERIC Clearinghouse. ☎ (202) 205-9996.

ELECTRONIC BULLETIN BOARD

The Department of Education now has an electronic bulletin board service to facilitate public access to grant and contact information. Among the information available are current contract requests for proposal announcements, a forecast of contract opportunities, and a database of grant program announcements. The BBS operates 24 hours/day, 7 days/week. The service is cost-free other than long-distance telephone charges. All that is required is a PC, communications software and a modem. The number is ☎ (202) 260-9950. FFI, contact George Wagner at ☎ (202) 708-7811.

National exemplary programs

The following are selected programs throughout the United States and Canada which may serve as national models for the education module of the integrated jail program. The first eight examples are divided by jail capacity into medium-size and large-size facilities (broken at 1,000 inmates); the information is taken from *Learning Behind Bars: Selected Educational Programs from Juvenile, Jail and Prison Facilities*, Correctional Education Association, 1989, unless otherwise indicated.

The last two examples focus on programs which make use of inmate tutors.

MEDIUM-SIZE FACILITIES**Stearns County Jail**

Type of facility:	County Jail
Capacity:	98
Inmates served annually:	N/A
Staff:	Program Division has 2½ positions; volunteer services provide over 5,000 hours/year.

The Stearns County/City of St. Cloud Law Enforcement Center is a state-of-the-art jail facility, completed in the summer of 1987, which contains housing for up to 98 adult inmates, a medical services unit, holding, segregation, and correctional programming areas as well as administrative and support offices. The new facility's layout is based on the direct supervision model. It serves both pre-trial inmates and sentenced inmates incarcerated for up to one year. Programming is operated on a behavior management plan which is designed to add to the safety and security of the facility by constructively occupying inmate "dead time" with positive pursuits. Inmates are assessed and individual program plans are developed. Funding for the programs comes from profits of the inmate "canteen service." The vocational education component of the program focuses on life skills training. In one 18-month period, 45 inmates were directly enrolled in technical colleges and given assistance with financial aid and planning.

PROGRAMS OFFERED:

Life skills training:	employability skills, stress management, goal setting, family relations, etc.
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CONTACT: Coordinator of Correctional Programs, Stearns County Jail, P.O. Box 217, St. Cloud, MN 56302. ☎ (612) 259-3700.

SOURCE: Dave Grant, "Stearns County Jail: An Island of Corrections Opportunities," *American Jails*, March/April 1992, pp. 70-72. ◇

Hampden County Jail and House of Correction

Facility type: County correctional facility
 Capacity: 279
 Inmates served annually: 550
 Staff: 4 full-time and 8 part-time teachers

The Hampden County Jail and House of Corrections of Springfield, Massachusetts serves pre-trial and sentenced men. Its educational goals are to assess and improve literacy and basic academic skills. Assessment tool is a battery of standard diagnostic tests. Classes are offered in both one-on-one and small-group formats.

CLASSES OFFERED:

Competency-based classes: special education; Adult Basic Education (reading, writing, arithmetic).
 GED preparation: 1100 inmates graduated in twelve years.
 Special classes: ESL; health education.

CONTACT: Assistant Deputy Superintendent, Hampden County Jail and House of Correction, 79 York St., Springfield, MA 01105. ☎ (413) 781-1560. ◇

Contra Costa County Office of Education

Facility type: County jail and detention
 Capacity: 505
 Inmates served annually: 9,000
 Staff: Project administrator; 5 full-time and 36 part-time teachers; 3 clerical.

The Contra Costa County Office of Education jail school program has grown from three teachers providing limited basic education in 1979, to an integrated program with 41 teachers today. Assessment focuses on inmate-identified career goals developed from a battery of tests; instruction is always linked to employability. Classes are open-entry/open-exit. Instruction is offered in both small-group and independent study formats. The Contra Costa program has available equipment for computer classes as well as self-instructional audio and video cassettes.

CLASSES OFFERED:

Competency-based classes: Adult Basic Education, including literacy tutoring.
 GED preparation: both GED (98% success rate) and high school diploma preparation.
 Special classes: health education; family planning, parenting skills; physical fitness; art; creative writing, poetry; speech.

CONTACT: Contra Costa County Office of Education Jail School Program, 1000 Ward St., Martinez, CA 94553.
 ☎ (415) 646-2201. ◇

MonDay Community Correctional Institution

Facility type: Community corrections
 Capacity: 532
 Inmates served annually: approx. 180
 Staff: Director; 4 managers; 2 GED teachers, volunteer literacy tutor

MonDay focuses on non-violent felons with criminal histories, diverting them from prison. The participants are assessed and program "contracts" designed. Inmates are strongly encouraged to take an active role in designing their contracts. Both one-on-one and small group instructional formats are used. Computers and audio-visual materials are available. Outcome assessment is measured by standardized tests (principally, the Stanford Test of Academic Skills and the pre-GED test).

CLASSES OFFERED:

GED preparation: offered.
 Special classes: business; health and basic nutrition; parenting skills; prenatal care; budgeting; substance abuse.

CONTACT: MonDay Community Correctional Institution, 1617 South Gettysburg Ave., Dayton, OH 45408.
 ☎ (513) 262-3335. ◇

Model Learning Center

Facility type:	Adult detention center
Capacity:	555
Inmates served annually:	475 (in 1987)
Staff:	Director, administrative associate; 1 full-time and 3 part-time teachers, 7 literacy tutors

The Model Learning Center in Rockville, Maryland offers a full range of education courses from basic literacy through the GED. The program is tailored to meet the academic needs of individual inmates. Literacy Council tutors provide basic skills and ESL instruction.

CLASSES OFFERED:

Competency-based classes: basic skills instruction (preparation for Adult Basic Education); Adult Basic Education (reading, writing, arithmetic).

GED preparation: for inmates reading at the 9th grade level or above; includes a formal writing course.

Special classes: ESL.

CONTACT: Model Learning Center, Montgomery County Detention Center, 1307 Seven Locks Rd., Rockville, MD 20854. ☎ (301) 294-1725. ◇

LARGE-SIZE FACILITIES**Maricopa County Sheriff's Office**

Facility type:	County jail
Capacity:	1500
Inmates served annually:	1350
Staff:	Literacy Volunteers of America, full-time GED/ABE instructors, community volunteers

The Maricopa County Sheriff's Office in Phoenix provides a full range of educational programs leading to the GED program. Remedial reading instruction is offered in small-group format while one-on-one tutoring

is provided by Literacy Volunteers for inmates reading below the 6th-grade level. Local church and community groups also provide volunteers for the education program.

CLASSES OFFERED:

Competency-based classes: remedial instruction; Adult Basic Education.
 GED preparation: 91% success rate.
 Special classes: ESL; parenting skills (I.M.A.G.E.: Inmates Making a Growth Experience); substance abuse (Corozon, AA, Co-Dependents Anonymous).

CONTACT: Maricopa County Sheriff's Office, 225 West Madison St., Phoenix, AZ 85003. ☎ (602) 256-5327. ◇

Philadelphia Prisons

Facility type: County jail
 Capacity: 3401
 Inmates served annually: 2,000
 Staff: 3 non-certified computer-based education instructors, 10 full-time and 9 part-time certified school district teachers, 50 volunteer tutors.

The Philadelphia Prisons offer a full range of educational instruction from literacy tutoring through college-level coursework. Certified teachers are assigned by the Philadelphia School District to the Pennypack House School to provide Adult Basic Education, GED, and special education programming. Computer-based education uses the PLATO program leased from the University of Delaware; it provides both basic curriculum and college-level coursework. Literacy tutors are recruited from community and church groups.

CLASSES OFFERED:

Competency-based classes: Adult Basic Education; Computer-based education (3rd-grade reading level required); literacy tutoring.

GED preparation: taught by certified teachers from the Philadelphia School District.

Special classes: clerical and career education; drafting; law; civil service preparation; computer-based, college-level courses.

CONTACT: Philadelphia Prisons, Correctional Professional Services, 8201 State Rd., Philadelphia, PA 19136. ☎ (215) 335-8200. ◇

PACE (Programmed Activities for Correctional Education) Institute

Facility type: County jail.

Capacity: 5,955

Inmates served annually: 500

Staff: Director, assistant director; 3 full-time and 2 part-time teachers; 4 full-time counselors; 200 volunteer literacy tutors.

PACE Institute in Chicago, Illinois is a private, non-profit educational program for inmates in the Cook County Department of Corrections. It is funded solely through corporate and private donations, foundations, trusts, and government grants. Inmates are assessed using a full battery of academic and career tests. Teaching is primarily one-on-one, complemented by some small-group instruction. PACE statistics indicate that inmates' reading and math scores increase approximately one grade level per month of instruction.

CLASSES OFFERED:

Competency-based classes: basic literacy tutoring; Adult Basic Education.

GED preparation: PACE has one of the highest GED pass rates in Chicago.

Special classes: art; creative writing; discussion groups.

CONTACT: Director, PACE Institute, 2600 South California Ave., Chicago, IL 60608. ☎ (312) 927-1979. ◇

Hacienda La Puente Unified School District

Type of facility: County Jails
 Capacity: 15,584
 Inmates served annually: 1,500 in literacy programs
 Staff: Administrator; 15 teachers

Starting with a single pilot program in 1973, the Hacienda La Puente Unified School District now provides 45 academic and vocational programs for the Los Angeles County jails. The academic component is recognized as one of the exemplary programs in the California correctional system. An additional benefit of the educational program is the money saved by using educational staff rather than custody personnel for supervision. The Sheriff's Library Program ensures that books, newspapers and magazines are available to all inmates. Nearly 1,000 titles are available in 3 jail libraries, many of which were obtained from the National Book Program, through which book publishers donate materials to agencies in need.

CLASSES OFFERED:

Competency-based classes: basic literacy; remedial elementary education; Adult Basic Education.
 GED preparation: instruction for both GED and high school diploma subjects.
 Special classes: ESL; child abuse prevention (T.A.L.K.: Teaching and Loving Kids—including supervised parent-child visits).

CONTACT: Administrator of Academics, Hacienda La Puente Unified School District, Correctional Education Division, 1600 Pontenova Ave., Hacienda Heights, CA 91745. ☎ (818) 369-2729. ◇

INMATE TUTORS

Two inmate-tutor programs are described below. In both cases, benefits of the program include providing a greater amount of instruction at reduced costs, and increasing inmate self-esteem.

Lafayette Parish Correctional Center

Facility type:	County jail
Capacity:	676
Inmates served annually:	320
Staff:	Includes: project director, project instructor; Volunteer Instructors Teaching Adults (VITA) who train inmate tutors; 200 inmate tutors over a 5-year period.

The educational program at the Lafayette Parish Correctional Center, which began in 1984, is said to have significantly reduced recidivism among inmates who have earned a GED: less than 4% compared to a national recidivism rate of 65%. The program not only educates inmates, but Sheriff's deputies have received both GED and Spanish language instruction. The Self-Help Awareness Program (SHAPE) encourages and promotes a renewed feeling of self-worth, self-esteem, self-confidence, positive parenting, and aid in building a healthy positive attitude for daily living. The inmate-tutor program has raised morale in the jail and has improved communications between inmates and prison officers.

CLASSES OFFERED:

Competency-based classes:	basic literacy; Adult Basic Education.
GED preparation:	in the first 5 years, 557 inmates and 28 Sheriff's deputies received their GED.
Special classes:	ESL, Spanish literacy classes for native speakers, Spanish as a Second Language for Sheriff's deputies; Self-Help Awareness Program (SHAPE).

CONTACT: Director of Special Programs, Lafayette Parish Correctional Center, 916 Lafayette St., Lafayette, LA 70502. ☎ (318) 232-9211.

SOURCE: Russell G. Dugas, "An Education Program that Lowers Recidivism," *American Jails*, July/August 1990, pp. 64-72. ◇

Prince Albert Correctional Centre

Facility type:	N/A
Capacity:	N/A
Inmates served:	25-60 per month
Staff:	Literacy Coordinator; 5 inmate tutors

The Prince Albert Correctional Center Literacy Program began in September 1989 with the goals of 1) addressing the needs of illiterate inmates not being met by the regular school classrooms; 2) promoting inmate ownership of the program, and 3) promoting community involvement. Tutors are selected by application and interview; they must exhibit reasonable unit behavior and must be in the general population for at least 28 days. Tutors are responsible for recruiting learners, involving them in the writing program, and keeping their interest. Tutors and learners together promote and sustain the program. There are no grade-level assessments of learners in order not to stigmatize them. The Literacy Program has also become the best means of communication between jail officials and the prison population. A variety of community organizations provide materials and support for the program. Although the program does not claim to reduce recidivism, it does redirect inmates' energies in a positive way while incarcerated.

CLASSES OFFERED:

Competency-based classes:	remedial training in preparation to enter regular school classrooms.
GED preparation:	a GED study group was formed at the request of inmates and tutors.

CONTACT: Prince Albert Correctional Centre, Prince Albert, Saskatchewan, CANADA.

SOURCE: Karen Dvorak, "Literacy Program Report," *American Jails*, November/December 1992, pp. 68-72. ◇

SPECIAL EDUCATION

A two-year pilot program recommended by the Virginia Department of Education was initiated in 1992 to determine costs and guidelines in order to provide special education services for jail inmates. This followed a

complaint filed by the Office of Civil Rights against the Virginia Department of Correctional Education regarding the lack of special education services for a youth with disabilities. Statewide implementation of services is anticipated in 1994.

According to federal requirements, local jails must provide special education services to: inmates under age 18 who are eligible for special education and who have not graduated or obtained a GED certificate; and inmates between the ages of 18 and 22 who are eligible for special education and have not graduated or obtained a GED certificate and desire services.

The implementation plan has three components: 1) establishment of interagency agreements between local school divisions and local jails; 2) interviewing and identification of eligible inmates; and 3) provision of education and related services.

SOURCE: Lissa Power-Cluver and Lisa Yaryan, "Special Education Programs in Virginia Local Jails: A Plan for Implementation," *American Jails*, September/October 1992, pp. 39-43. ♦

APPENDIX A: Funding Sources

U.S. Department of Education

National Literacy Act grant to State Board and from State Board to four local jails provides assessment and functional literacy program. Also places a State Board staff person in DOC to provide technical assistance to local facilities.

- A. Chelan County (\$40,000)
- B. Lewis County (\$50,000)
- C. Spokane County (\$60,000)
- D. Thurston County (\$50,000)

Department of Education grant to Garrett Hayns Educational Center (WCC, Shelton) to assess literacy, to augment current education, and to improve technology.

Department of Education grant to DOC to demonstrate the integration of education, training, *private sector* employment, and post-release transition. A companion grant went to a jail demonstration project in Hennepin County, MN, and to Strafford and Belknap Counties, NH.

State Board for Community and Technical Colleges

Supplemental grants from the 10% set aside from Adult Basic Education, US Dept. of Ed. go to 14 jails (FY93 \$161,783):

- A. Chelan County/Wenatchee Valley College (\$17,983)
Karl Anderson, Director of Basic Educational Services, Academic Skills Center: ☎ (509) 662-1651, x2153
- B. Cowlitz County/Lower Columbia College (\$7,326) (George Dennis, Director, Developmental Education: ☎ (206) 577-3432
- C. Grant County/Big Bend CC (\$ 4,846)
Susan Fish, Assistant Dean of Vocational/Technical Services: ☎ (509) 762-6260
- D. Kent Corrections/Renton Technical College (\$18,000)
Joy Sakamoto Barker, Administrator for Basic Studies and Community Services: ☎ (206) 235-2464
- E. King County/Seattle Central CC (\$18,000)
Rachel Hidaka, Division Chair, Basic Studies: ☎ (206) 587-5492
- F. Klickitat County/Yakima Valley CC (see Yakima below)

- G. **Lewis County/Centralia College** (\$ 7,970)
Nancy Warnstadt, Director of Counseling & Developmental Studies:
☎ (206) 736-9391, x216
- H. **Pierce County/Tacoma Community College** (\$14,766)
Richard Spangler, Director of Developmental Education: ☎ (206) 566-5029
- I. **Snohomish County/Everett CC** (\$ 4,131)
Ted Keaton, ABE Coordinator: ☎ (206) 388-9286
- J. **Spokane County/Spokane CC** (\$20,600)
Roy Spurgeon, Assoc. Dean of Instruction for Adult Education, IEL, Adult
Education Center: ☎ (509) 459-3745
- K. **Thurston County/South Puget Sound CC** (\$8,817)
Nancy Elliott, ABE Director: ☎ (206) 754-7722, x316
- L. **Walla Walla County/Walla Walla CC** (\$6,654)
Judith Krein, Director of Developmental Education: ☎ (509) 527-4304
- M. **Whatcom County/Northwest Indian College and Whatcom CC** (\$19,190)
Jackie Hennes, ABE Program Coordinator, NW Indian College:
☎ (206) 676-2772;
Susan Mancuso, Dean for Educational Services, Whatcom CC:
☎ (206) 676-2170, x275
- N. **Yakima County/Yakima Valley CC** (\$13,500 shared with Klickitat)
Cheryl Falk, Director of Learning Assistance Resource Center:
☎ (509) 575-2430

APPENDIX B: Educational Programming

EDUCATION: County by County

Adams:

No program. AIDS education only.

Asotin:

No program, no inmate requests.

When student (inmate) requests GED testing, Lewis and Clark College sends someone. (This person not named) may come around once a week to check on student's progress.

No volunteers in jail for other programs. Volunteers need corrections staff to supervise, and staff is over-extended already.

Benton:

No program. May take inmates to Columbia College for classes.

AA/NA program. Chaplaincy program for one-on-one counseling.

(Would like to hire part-time person, possibly a retiree.)

Chelan:

Programs includes GED, ESL and ABE.

Wenatchee Valley College provides teacher 10 hours per week. (Jim Bangs)

Part-time person on corrections staff spends 5 hours a week. (Latter being paid for through Learners in Transition (LITE) grant.) Another jail staff person works on math problems with inmates.

CASIS is assessment tool used.

Students: 15/week for GED; 16-20/week for ABE and ESL.

Computers (2) used; Josten's self-paced program(s). Also paid through LITE grant.

Substance abuse program (Community Alcohol Center) provided.

Volunteer programs: AA/NA; chaplaincy. The latter assists inmates when leaving jail, continues contact: work, counseling.

As LITE program is implemented, Dick Winn anticipates space problems.
(Assessment and individual learning plan will be developed for everyone in jail.)

Clallam:

ABE, tutoring for GED. Peninsula College provides teacher, 10 students, 5 days a week, 1 1/2 hours each.

Volunteer programs (by inmate request): AA, anger management counseling, substance abuse counseling.

Job search techniques class 4 days a week, 1 1/2 hours each. **Clark:**

GED, ESL, ABE. ESL and ABE combined into basic reading skills.

Teacher (Richard Dixon) comes in two nights a week for three hours each. 20 students per week. Time period is subdivided so that 10 students work for 1 1/2 hours, then another 10 students work for same time.

Use of assessment tool not known by program administrator.

Inmates request participation. Criteria include LOS of 30 days or more, students may come from segregated housing, students may miss class only twice consecutively. There is usually a waiting list of students for class.

Corrections runs a basic living skills, job readiness training program once a week, Friday evening, in intake unit. One month the program is for men, the next month for women.

YWCA runs a self-esteem class for 15 women, once a week, 1 1/2 hours each. In addition to issues about personal grooming (hair, makeup, nails) women discuss family issues, Y people talk to families. Clothing, particularly underwear, is provided indigent women on release.

No AA or NA in jail.

Cowlitz:

Basic literacy, GED, ESL.

Everyone who comes into jail is screened for educational proficiency as well as other jail programs. Screener (Pat) is also the teacher.

Teacher (a corrections employee) works twice a week, 3.5 hours each.

Basic literacy is handled by a tutor: inmate who is high school graduate or degree student. GED teaching is handled by Pat, the screener. She can handle up to 10 students at one time. Testing is provided by retired person, who contracts with college for this service.²

ESL is handled by community college, who provides someone proficient in Spanish and English. Meets twice a week, one hour each. Can handle 8-10 students every six weeks. This program is sporadic.

Anger control program is ongoing. Two groups meet weekly: one for 90 minutes, the other for 45 minutes.

Franklin:

No program. AIDS education.

GED for work release people only.

Volunteers run religious services.

Mental health provides a person for one on one counseling, including alcohol.

(Would like a GED program, and ESL for Hispanic population. But would most like to teach Spanish to corrections officers.)

Grays Harbor:

GED program. Teacher comes from community college once a week for 1½ hours. Number of students not known.

AA and NA programs. Chaplaincy program.

Kent:

The program coordinator (volunteer) sees everyone coming into jail and takes a brief history. There is a wide range of instructional programs available.

GED program.

Renton Community College (formerly Renton Voc-Tech) provides teacher (Della Shane), who comes in three days a week, for three hours each day. Her position has recently been expanded from 9 to 13.5 hours per week.

She used WECS and CASIS as assessment tools.

Math and ESL are provided by volunteer tutors; these occur at different times from regular classes.

The education coordinator (volunteer) makes up the whole schedule of classes: career development, computers, read/write misc, self esteem, anger management, stress management, parenting, newspaper writing and producing, leadership training.

AA and NA programs. Also Bible study.

Inmates may keep their own disks and schedule computer time any time during a 24-hour day. This work may be for a class or in preparation for court appearance.

All programs, including computer use, are scheduled in one room, which is also used for video arraignment daily.

King:

Inmates are eligible for school depending on their classification (security level).

GED and ABE run as one program. ESL is handled by one teacher, who is strong in Spanish. (According to the program administrator) students help one another in ESL; this is a cultural attitude among Hispanics.

Both Seattle Central Community College and Seattle Vocational-Technical Institute now provide teachers.

Teacher(s) are assigned by floor. They teach 20 hours per week (total) divided among three teachers. Depending on room availability program time may run 1, 1½, or 2 hours per student group. Time of day may range from 12:00 NOON to 8:00PM. May have 400 students per quarter.

For students who do not have the security classification for regular classes, there is the Literacy Action Center. This program, for example, is available to women in minimum security. This is a volunteer tutoring program which works on reading and writing skills one to one. May have 25 to 30 per quarter.

Kitsap:

No Program. Length of stay(s) too short.

AA, Bible study and drug counseling by volunteers.

Kittitas:

GED classes taught by volunteer(s); administrator concerned about reliability. Presently only one student. recently had two. Teacher uses contact visitor room for classroom.

AA, religious groups twice a week.

Klickitat:

Program mostly ABE; teacher asks students what they want to work on. Students have various levels of educational achievement.

Yakima Valley College provides teacher (Barry Murray), who works in Goldendale. He comes into jail once a week for 2 to 3 hours.

Teacher uses TABE (Test of Adult Basic Education) for assessment.

Teacher has self-paced lessons for students; may work either as tutor, or as classroom instructor. Will work with students to continue their education after they leave this jail, usually for another jail!

Maximum number of students: three to five.

AA once a week.

Lewis:

GED program, plus pre-job skills such as résumé writing, job selection, architectural drafting.

Teacher (Jim Macdonald) comes in five days a week for four hours each day. 6 to 8 students at one time. Four Macintosh computers.

LITE grant will mean added software, and part-time teacher. Present teacher will manage program.

One student has been released to attend college (Centralia) spring quarter. This is a first-time program, approved by court.

Okanogan:

Teacher comes in twice a week, four hours each. Six students maximum.

Administrator says people don't follow up with GED after leaving school.

Pierce:

Anyone in jail more than three days is eligible: pre-sentence or post-sentence, felon or misdemeanor. Inmate requests, moves to one of three units. There are rules of behavior for living in these units; ignoring the rules means dismissal from the program and a return to general housing. Inmates who follow the rules and complete the education program do not move back into general housing when they complete classroom instruction.

Tacoma Community College provides 11 instructors, three are bilingual (Spanish). Each person works varying hours, depending on the subject matter(s) taught. May vary from 2 hours per week up to 12 hours per week. One teacher handles all assessments, which are scheduled twice a week, as students enter program.

Program called BULLDOG; its goal is behavior modification. It has two parallel tracks: one for general education and one for building self-esteem skills.

Program operates 4 hours (two morning and two afternoon), five days a week. There are approximately 90 students: 30 women and 60+ men; capacity is limited to size of housing units.

Students are expected to attend 10 hours of classroom instruction per week; assessment, basic math, writing, and social sciences; they may choose from the subject matters below for the remaining 10 hours.

Other classes currently offered include financial planning and responsibility (a court-ordered requirement for some inmates); substance abuse management (for addicted

inmates); workplace literacy (for mothers who are recovering addicts); and survival skills.

Peer tutoring is part of all (?) program areas.

There is no GED testing in jail.

AA runs as a separate program here.

Pacific:

No program. Not enough people who want it. Administrator has been told by GED coordinator at community college that jail needs 10 people.

Skagit:

No program. Had GED program in '85-'86. If inmate requests assistance with preparation for high school diploma, a tutor will be called in.

Skamania:

No program. No space. Would need to use visitation room for classroom.

Pastor comes in once a week for counseling; uses a holding cell.

Snohomish:

Behavior modification program is run in the housing unit. Inmates request participation, are screened, sign contract, and move into space. Process happens weekly. Pre- and post-sentenced inmates accepted if staying more than 30 days (similar to Pierce program).

Rules for behavior are more stringent than in general population. Infractions result in dismissal from program.

Inmates move into a track at the bottom (without a work assignment), then advance to working as someone else leaves.

Program can accommodate 68 men: 17 each in four tracks. Five women can be added for programming only.

This program combines work and education. There are four tracks: vocational, vocational/education, substance abuse and life skills. Students can participate in classes outside their own track.

Carl Perkins Alliance has funded a one year grant, which pays for certified highway flagging instructor (vocational), and staff (program module counselors) training in alcohol and drug information and vocational testing and job placement.

ABE and ESL are available to general population. They are taught in multi-purpose room. ABE is offered twice a week: 1½ hours for men and ½ hour for women. Teacher is provided by Everett Community College.

Spokane:

GED program.

Institute of Extended Learning (at community college) provides two instructors who work together. Instructors go into each module, work with students as one-on-one tutors. Test over 200 students per year.

Teachers use CASIS as assessment tool.

Inmate Welfare Fund pays for indigent inmates to take GED testing.

AA and NA programs are available.

YWCA runs program called Women in Transition to assist women with anger control, lifestyle adjustments.

LITE grant will allow jail to set up classroom, bring five to six inmates into class at one time. New teaching position will be created to supplement GED program.

Stevens:

GED program. Teacher (David Hewes) volunteers once a week for 1½ hours each. Brings in own computer(s) to use with self-paced learning program (DOS Overview). Uses Lubbock series for reading; has math program.

Testing handled by community college.

Thurston:

GED and ABE programs. Anyone in jail over three days may request programming; teacher also recruits students.

Teacher (Bill Heelan) provided by South Sound Community College. Works with up to 15 people, 1½ hour sessions, twice a day, four days a week.

Uses CASIS as assessment tool.

Carl Perkins Alliance has funded one year grant, which provides six computers and software programs.

Program director wants to hire corrections officer as supplementary tutor to teacher, would work during evening shift (another grant application).

Walla Walla:

No program, had GED until Christmas 1992. College told jail administrator there was no money.

Inmates sent out to AA.

Whatcom:

ABE and ESL provided. GED program.

Instructor works two hours per day, five days a week with population from different housing units; also two hours twice a week with trustees. Can accommodate eight per class, 24 students total.

Has two computers with self-paced learning programs.

AA and NA programs available.

Whitman:

GED program provided (by inmate request) by custody sergeant.

Alcohol counseling once a week by Community Alcohol Council, if required by probation officer (CCO).

Mental health counseling by Community Health center.

Yakima:

ABE, GED pre-testing.

Yakima Valley College provides teacher (Barbara McKenna). She uses several assessment tools: TABE, Iowa Basic (vocabulary), WRAT (for math), and GED predictor testing.

She works in two buildings: one hour sessions, 4 per day, 4 days a week.

She has assessed as many as 20 students in one day.

Has one computer, two VCRs.

NOTES

1. *Investment in Human Capital Study*, (Office of Financial Management, December 1, 1990), pp.6-7.
2. John S. Platt, Paul D. Bohac and Wm. G. W. Barnes, "Changing to meet challenges in correctional education," *Corrections Today*, 2/93.
3. R.J. Bell, E.H. Conrad, and R.J. Suppa. "The findings and recommendations of the national study on learning deficiencies in adult inmates," *The Journal of Correctional Education*, 1984
4. The list of competencies was taken from the State Board of Community and Technical Colleges' application for federal funding under the Department of Education grant program, Functional Literacy for State and Local Prisoners, and is the basis for the educational program being tested in Lewis, Thurston, Chelan and Spokane County jails.
5. Judy C. Pfannenstiel, "Teaching techniques determine students' success or failure," *Corrections Today*, February 1993, p. 71.

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JOB TRAINING

This chapter describes the job-training component of the integrated jail program. The information is organized in the following sections:

- ◆ **Action plan** identifies a series of questions a jail administrator might ask when looking at someone else's program(s) or setting up his/her own.
- ◆ **Washington model** describes a full series of job-training programs which a local jail might implement. It reflects the best thinking of correctional job-training experts working in and with Washington jails.
- ◆ **Current practice** describes which programs are offered in local jails, to whom, and under what circumstances.
- ◆ **Gaps and constraints** describes those factors which presently inhibit jail administrators from expanding beyond current practice.
- ◆ **Resources** describes the agencies whose programs may be able to provide assistance to jail administrators.
- ◆ **National exemplary programs** describes job-training programs which exist in local jails in other parts of North America. This section includes program names and telephone numbers to contact for further information.



Action plan

The action plan describes the decisions that must be made during the process of developing a job-training program in a jail. The same questions can be used to learn about someone else's training program. Take them along if you visit another jail.

What is the objective of your program?

Is it an opportunity for offenders to gain skills? To become more employable? Can you write one or more measurable objectives for your training program? For example, do you expect inmates to complete training segments and receive a certificate for doing so?

Who is eligible for an assessment or for the training program?

Do you want to offer all inmates an opportunity for training or do you want to restrict it to those who are also in a work program? Do you want to assess the employability of most inmates or only those interested in training? Do you want to offer vocational assessments at all? To do so may suggest you have more training to offer than you really do.

What you decide to offer will affect whom you select to participate.

A few Washington jails are providing job training to some inmates working as "trustees." An example is the inmate who became an institutional baker at Clallam County. Another approach is to build training as a part of the work crew experience. This can teach self-discipline and other behavior appropriate to regular employment. Both of these approaches tie selection for training to becoming an inmate worker.

Another type of job training takes place in the classroom and can be offered by the teacher. In that case, selection might parallel that for the education program.

How will you select participants?

Selection for vocational assessment and job training can be part of your classification decision. Whatever method you use, the choice should be based on equitable and clear criteria. Arbitrary selection or methods which preclude some recognizable part of the jail population from participating can lead to allegations of unfairness.

What vocational education and job-training programs will you offer?

Vocational education does not necessarily mean the kind of training you got in high school shop or drafting classes. In fact, the kinds of vocational education which take space and specialized equipment are probably not right for jails with their short-stay inmates.

As a part of the vocational education assessments, you may want to provide the opportunity for inmates to learn about different types of work. This may mean you need some library materials.

You may want to offer classroom instruction in vocational education: things such as workplace literacy or how to use measurements on a construction job. If so, you will need a teacher. And you will find that there is not much in the way of curriculum for teaching workplace literacy and workplace culture in jails.

You may want to have your cook or work crew supervisor provide training. Most correctional staff are not prepared to be job-training providers. They will need help in setting up the training program. And there are no performance standards for vocational achievement as a jail laundry worker.

You may want to offer pre-employment preparation programs, something that is a good idea. But you will find that there is no community-based agency which can

pick up where you left off and help misdemeanant offenders locate jobs.

Whatever choices you make, you should be prepared for inmates to enter and leave training at any time. Yet they should still receive some tangible evidence of their progress and achievements in job training.

Who will provide the training?

We suggest that you use the work supervisors you already have: the cook, the work crew supervisor, etc. And that you use the teacher.

The community or technical colleges, which have responsibility for vocational training of adults, may have funding earmarked for vocational education in correctional settings.

Who selects, supervises and trains staff? Who provides equipment and space?

In the area of job training, the answers to these questions will depend on what you offer and who does the training. If your teacher does some training, then the division of responsibility between the jail and the educational provider are the same as for education.

If correctional employees (like the cook or work crew supervisor) provide the training, then *you* will select, supervise and train staff. If the work crew site provides the supervisor, then you will need to work with that agency about providing training.

And don't forget to include job-training programs as a section in your Standard Operating Policies and Procedures (SOP).

How much will these programs cost? Who will pay for them?

The simplest job training—training done by your current staff—will cost you very little. The most elaborate—with trained or specialized staff—will cost you more.

There is money for educating jail inmates that comes from the Carl Perkins vocational education funding. Right now this money goes to community colleges and on to certain jails. It buys varying amounts of education for inmates.

How are you going to measure the success of your programs?

Your objective should be measurable while the inmate is still in jail. In other words, don't measure post-release employment levels. Just as with basic education, you should take a measurement before you begin and after you are finished.

Whatever measures you use you should produce an annual report describing how many inmates were assessed, how many received what kind of training, and what results were achieved.



Washington Model

What is the need?

The *Investment in Human Capital Study*, Office of Financial Management, December 1, 1990 reports that 33 percent of all employers are dissatisfied with their employee's basic skills in reading, writing and arithmetic; about 40 percent are dissatisfied with their communication

skills and work habits, as well as their thinking, reasoning, and problem-solving skills. These concerns were consistent across regions and industries, suggesting that the jail inmate who has even greater deficits in these areas is especially disadvantaged.

Although the same report shows over 30 percent of employers wishing for employees with more technical skills, they are most dissatisfied with their employees who lack problem-solving abilities.

The following occupational areas are expected to generate 20,000 or more new jobs between 1990 and 2010. They require some post-secondary education or training, but no college degree:

- sales occupations
- general office occupations
- transport and material moving occupations
- mechanics, installers, repairers
- construction trades and extractive occupations
- health service and related occupations
- management support occupations
- health assessment and treating occupations
- secretaries and typists
- industry-specific support occupations
- protective service occupations.

Many inmates (some estimate 40%) have no consistent history of employment. Studies have found that inmates who participate in job-training programs are less likely to recidivate.¹

A study undertaken by the Washington State Department of Corrections and the Corrections Clearinghouse found that over a five-year period, graduates of the CCH program were half as likely to recidivate and were making significantly higher wages.

What is the goal?

The goal of the job-training module of the integrated jail program is to assess and increase the employability of the majority of sentenced jail inmates, and to do so by their

participation in job-training programs designed to meet their specific needs. Although inmates may appear to have regular employment, many are intermittently employed, underemployed, or surviving by illegal means.

Who will be eligible?

Only sentenced inmates are eligible for job-training programs. The exception to this rule is the post-trial (post-plea), pre-adjudication inmate who requests to participate. Sentenced inmates must be serving 10 days exclusive of good time. The majority of the inmates remaining after 10 days are sentenced.

Candidates for Vocational Education Assessments
and Classes (based on stays of 30+ days)

Counties	Annual Assessments (Percent of All Bookings)	Students per Day (Percent of ADP)
Pacific	40 (4%)	10 (42%)
Chelan	440 (8%)	100 (56%)
King	2600 (5%)	600 (31%)

How will students be selected?

Every weekday morning the graveyard booking staff provides program staff with a list of persons in the facility more than ten days. (Names of persons which would have been on the weekend list are submitted on Monday.) Facility orientation materials indicate that any inmate staying longer than ten days may submit a kite (request for service) asking for a vocational assessment.

Program staff combine the kite requests with the daily list of inmates still in the facility after ten days. Inmates not requesting an assessment are asked again by program staff. Many are simply not aware of the opportunity—despite the orientation materials—or do not understand its potential value.

**SCHEDULE
ASSESSMENTS**

The program staff schedules vocational assessments within the third week of confinement, eliminating persons due to be released within the first 14 days. The exceptions are the persons sentenced for two weeks who are automatically scheduled for assessment at the beginning of their confinement.

SAMPLE

Staff of a 180-person facility can be expected to assess just under 440 persons a year or slightly less than 2 every working day. This is less than the number for educational assessments. Staff of a 30-bed facility can be expected to do a vocational assessment for about 40. Staff of a 2,000-bed facility would assess about 2,600 annually.

How will students be assessed?

Unlike education, the presumption here is *not* that every assessed inmate will receive job-training services. The assessment and consequent plan may be the job-training service.

A vocational assessment is designed:

1. To identify the inmate's strengths, weaknesses, interests, and needs in light of labor market opportunities;
2. To select—with the inmate—the best match between needs and strengths, and training and job opportunities;
3. To develop a strategy or plan—again with the inmate—through which s/he can achieve the identified outcome(s).

TESTING INSTRUMENTS

Testing and counseling are used to achieve these objectives. One set of assessment tools is CAPS (Career Abilities Placement Survey), COPS (Career Orientation Preference Survey) and COPES (Career Orientation Placement and Evaluation Survey). These paper/pencil tests are self-scoring, require limited staff involvement, and work easily into career planning. They are available from EdITS, P.O. Box 7234, San Diego, CA 92167. ☎ (619) 222-1666 or (916) 488-1666; fax: (619) 226-1666.

EMPLOYABILITY PLAN

Intake into a specific job-training program within the facility is a separate process. For those inmates who may benefit from programs within the facility, intake proceeds through three steps: 1) the initial assessment as to what type of job training would be appropriate; 2) the determination of the availability of the appropriate job training; and 3) a decision on selection.

**IDENTIFYING
COMMUNITY
RESOURCES**

For many inmates the employability plan can best be realized following release. Program staff assist the inmate in identifying those community resources which fit the plan and in making the connections with those resources.

For some, job training while in jail offers the assistance they need to become more employable.

What programs are offered?

All vocational education segments are short, permitting open entry/open exit, and are designed to meet the needs identified in his/her employability plan. Some vocational education occurs in the classroom; some occurs at the work site. The former is taught by the classroom teacher and the latter by the work supervisor.

In an integrated program, workplace literacy and basic literacy instruction will be seamless. In an integrated program, information on workplace literacy, workplace maturity, and specific vocational skills come as an indistinguishable adjunct of one's work experience, whether in the kitchen or on a work crew.

SERVICES

Job training covers a multitude of subjects. The following are the most common job-training packages. They are listed in order of priority. If only one package can be offered, it should be workplace literacy. If two packages can be offered, they should be workplace literacy and workplace maturity.

Workplace literacy. These are basic skills (cf. literacy program under education) but are tied to job training; that is, learning which is relevant to vocational activities. Instructors ensure that inmates can read aloud, carry out

tasks after reading directions, write notes to a supervisor, etc. They learn how to read, write, communicate orally, complete basic computations, work with others, think critically (this includes problem-solving), listen effectively, make decisions, and organize and prioritize their work. Educators sometimes refer to this as contextualized learning: how math or reading applies in the work environment.

Workplace maturity encompasses another aspect of employment: knowledge of employer economics, work behavior, workplace culture, and workplace safety. "People lose jobs because they cannot get along. They don't lose jobs because they lack the specific skills." In this segment they learn the appropriate work ethic, proper attitudes about work, and understand employer expectations for their behavior and their work; they learn how to dress, lead, follow directions, accept responsibility, ask clarifying questions, work as a team member, solve problems, and complete tasks in a timely manner.

Specific vocational skills focus on institutional work assignments; e.g., custodial services, commercial food services, or general maintenance. They learn entry-level competencies, knowledge of safety precautions, work expectations, the changing nature of the work, its technology, and any specific skills.

Traditional vocational skills are those which might complement work crew activities; e.g., painting, horticulture, carpentry, or reading blueprints. Here, too, they learn entry-level competencies, knowledge of safety precautions, work expectations, technology, and specific skills.

Pre-employment services consist of labor market information, job search assistance, job-seeking skills training, and job holding and survival skills training. Pre-employment services will rarely be offered while the person is still in the facility except as components of an employability planning process. The student learns about labor market information, career options, requisite skills

and required abilities, how to identify his/her strengths, interests, and abilities, and how to set educational and employability goals. When pre-employment services are offered, the student learns about job search skills.

DURATION The sentenced inmate will maintain some level of vocational educational participation throughout his/her confinement.

SCHEDULE The classroom activities associated with workplace literacy and workplace maturity are offered in the same classrooms as the basic education classes.

Thus the classroom(s) are open and staffed from just after morning count (8:30) until the return to living area for lunch (11:30); from post-lunch count (1:00) until the return to living area for dinner (4:00); from post-dinner count (5:30) until the return for evening count (8:30). The workplace activities follow the work assignment schedule (see Chapter 4).

RULES AND SANCTIONS Students are allowed in the classroom or work areas as long as their security status permits. If they fail to abide by those rules, they will be subject to a disciplinary action. Their security status may be modified by that action so as to prevent their presence in the classroom or the work area.

Rules specific to the classroom are:

- CLASSROOM RULES**
1. Students attend all class sessions. Failure to attend 10 percent of the classes without an acceptable excuse is cause for dismissal. Illness is an acceptable excuse.
 2. Students are actively engaged in learning activities while in the classroom.
 3. Students use classroom equipment with the permission of the teacher and must use that equipment in the manner prescribed by the teacher.
 4. Students do not disrupt the classroom activities of other students.

NOTE: Rules specific to the work area are given in Chapter 4.

Who will staff the programs?

Two kinds of staff provide job training. One is the classroom teacher and the other is the work supervisor.

One classroom teacher can manage 20 vocational education students at one time. Students are expected to spend at least one vocational education hour per day in the classroom Monday through Friday.

Work supervisors manage the workers necessary to perform the activities in their work area. This ranges from two laundry workers to a crew of 18.

NUMBER Staff numbers are dependent on the number of students in the facility. A jail of 180 with 100 vocational education students should have one full-time vocational education teacher working afternoons and evenings, and .5 FTE vocational assessment staff.

Vocational educational services are also provided by the community college. Although the college is responsible for supervision of education, the jail administration is actively involved in teacher selection, training, and supervision.

Vocational education teachers in a correctional setting are required to be more than teachers. They also supervise the inmates who are in their classrooms. They must be cognizant of the security requirements of a correctional facility. They are not the traditional vocational education teachers who provide instruction in specific vocational activities, such as woodworking or auto mechanics. They provide instruction in workplace literacy.

Work supervisors are not the traditional supervisors, ensuring that the work is finished. They provide, at minimum, instruction in workplace maturity.

QUALIFICATIONS Teachers must be qualified to teach under the provisions of state licensing requirements. They must pass the security screening that a candidate for correctional officer faces.

Work supervisors must be able to perform the activities under their aegis.

EXPERIENCE Teachers with experience in correctional settings are preferred. In addition, they should have experience with multiple instructional techniques, individualized learning, computerized instruction, module instructional packages, etc. They should be comfortable with open entry/open exit classroom settings and reward students for any educational achievement even though it may be limited by the length of their confinement. They must be able to work largely without supervision from college staff.

Work supervisors with experience in both correctional settings and their work area are preferred. In addition, they should be able to teach proper work habits and specific skills. They should be able to certify completion of training packages.

RECRUITING Teaching candidates are recruited by the provider from persons working with correctional students, adult learners, ESL classes, and/or high school drop-out programs.

Work supervisors provide instruction in any specific vocational activities as well as in workplace maturity. They must be able to perform the work itself—i.e., the cook can cook. They work with and, if necessary, train assistants and supervise the inmates who are working with them. They must be aware of correctional security requirements. In Chapter 4 (“Work”) there is more information regarding the requirements for work supervisors.

Work supervisors are recruited by the jail administrator or another county department, and work for that agency. They are selected from candidates who have experience with young, unprepared workers and with the tasks to be performed.

TRAINING Before beginning work in the classroom or as a work supervisor, vocational teachers and work supervisors are required to participate in a four-hour orientation to

correctional employment which introduces them to the specific security requirements of the facility and to the staff. They receive their identification badge, learn how to enter and exit the facility, and become familiar with the restrictions placed on inmates.

New teachers and work supervisors are required to take an abbreviated (non-correctional) version of the basic correctional academy. It is not necessary to complete this course before working with students, but they must enter the next available class.

Work supervisors are expected to have extensive experience at performing the work or as supervisors of the work being performed, but may have limited experience as teachers. Those with limited teaching experience are enrolled in "training for trainers."

SUPERVISION The education provider supervises the education activities of the teachers. The jail administrator or his/her designee provide correctional supervision. The jail administrator—or in the case of another county agency, that administrator—supervises the vocational education activities of the work supervisors.

TURNOVER Low turnover is desirable in a correctional setting. Both college and jail administrative staff work closely with teachers and work supervisors to resolve problems that might result in high turnover.

What is the physical setting?

LOCATIONS Program staff conduct assessments and prepare plans in the classroom(s) or interview rooms, or sometimes in attorney visiting rooms. Some vocational education classes are held in the classroom(s), in the secure facility, and in the work release/work crew area. Other job training occurs at the work site.

Classrooms are located in multi-purpose rooms which also serve as libraries and meeting areas. That space is in high demand and must be carefully scheduled. Classrooms are used for those structured activities for larger

groups of inmates (the typical classroom activities) and for activities which must be monitored at all times by the staff. A separate multi-purpose space is only available for about every 75 inmates. There are two for a facility housing 180 inmates.

In facilities without multi-purpose rooms, sections of the dayroom are used as classrooms. In facilities with multi-purpose rooms, dayrooms are also used for educational activities.

Work sites include the kitchen, the laundry, the custodial/maintenance area, and any work crew locations.

EQUIPMENT

Equipment for the classrooms is the same as for basic education. The worksite equipment depends on the work being performed. Vocational education which addresses specific skills requires special equipment and space. This is not appropriate in the limited space and time available in a jail.

**MONITORING
CLASSROOM**

Classroom or work site space that is not centrally located and visible to correctional staff at all times is monitored visually and audibly from the control room. Teaching or work supervision staff carry communication devices if correctional staff in the facility do. Teaching and supervision staff have emergency calling capability.

Who will administer?**PROVIDER**

Vocational educational services are provided by the local community college or an independent provider. Basic service is provided as part of the college's responsibility for adult education. Some colleges receive funding earmarked for correctional vocational education. The terms of the provision of services are specified in an inter-agency agreement crafted and signed by the college or other provider and county officials.

Additional services are purchased by the jail. Work supervision and associated job-training services are provided by the jail or another county agency, such as the Department of Public Works.

**RELATIONSHIPS WITH
OTHER PROGRAMS**

While in the jail, vocational educational and work supervision staff are considered an integral part of jail staff. They are participants in planning for changes in program services. They work cooperatively with other program staff. They take part in program staff meetings.

**RELATIONSHIPS WITH
CUSTODY STAFF**

Custody staff are often viewed as inhibitors of inmate access to program. They are the facilitators—or in the case of work, even supervisors, and thus, vocational teachers—in this model. Custody staff know which inmates under their supervision are active students. They encourage inmates in their work. Consequently, vocational education teachers, work supervisors and correctional staff interact around the inmate's individual employability plans and progress regarding those plans.

Teachers, work supervisors and custody staff are all involved when students are charged with an infraction of classroom rules.

**RELATIONSHIPS WITH
OTHER JOB-TRAINING
SETTINGS**

The advisory board, mentioned earlier, oversees the provision of job-training programs as well as basic educational services.

Many inmate students are released before making significant progress in overcoming their employability deficiencies. If the inmate is a felon, staff transmit employability records—including assessment and individual plans—when the inmate is transferred to the Department of Corrections or another local facility. They work closely with Corrections Clearinghouse staff to ensure their transfer to a prison-based Pre-employment Preparation Program.

If the inmate has specific vocational education interests, the staff work with the inmate and the community college or other vocational education provider to assist the inmate in accessing instruction. Some inmates are eligible for Pell Grants to attend community college; applications are made available to interested inmates.

**MANUAL OF POLICY
AND PROCEDURES**

The Standard Operating Policies and Procedures for the job-training programs include those specific to the operation of vocational education and also includes information on facility policies and procedures:

1. Facility emergency plan.
2. Post orders for corrections officers assigned vocational educational responsibilities.
3. Inmate movement procedures.
4. Inmate count procedures.
5. Procedures for searches and shakedowns.
6. Medical emergency procedures.
7. Information on disciplinary procedures.
8. Health and safety procedures.

REVIEW PROCESS

The inter-agency agreement between the college or other provider and the jail specifies that joint program reviews occur annually. During these reviews correctional, vocational educational, and work supervision staff examine the results of the assessment process described below. They adopt any modifications in the vocational educational program or in its interface with work or correctional activities necessary to ensure continued success for the program.

What is the cost?

Job-training programs are supported, as noted previously, by funding from the State Board of Technical and Community Colleges and from the county. The costs described below assume the various revenue sources and are not subdivided.

DIRECT EXPENDITURES

The program has six direct line items: personnel, benefits, training, supplies, books, and equipment.

Personnel. In a 180-bed jail, 1 FTE teachers and .5 FTE assessors are necessary to conduct all vocational assessments and classes. Teacher salaries and *benefits* are consistent with those of any other community college teacher with similar experience.

Community college teachers are paid approximately \$20 per classroom hour plus benefits of about 35 percent for a total of \$27 per hour. The college will charge a fee on top of that for administration, supervision, etc., and add a factor to cover the teacher's other time. The latter charges bring the classroom rate up to \$50.00 per hour. These rates will vary from one college to another. Using \$50 per hour as a reasonable estimate, 1.5 FTEs, working 8 hour days, 224 days a year, would cost \$135,000 a year.

Teacher *training* includes the cost of attendance at the correctional academy and offers all teachers the opportunity to participate in two off-site trainings per year. Teachers are encouraged to attend the Correctional Education Association annual conference.

Work supervisors are not counted here. If they are already a part of the jail staff, their salaries are listed under jail staff. Where work crew supervisors are involved, the costs associated with their vocational education efforts remain under work crew costs.

Supplies for vocational education are tied to student numbers and calculated at \$100 per annual student position. Student numbers are estimated annually based on anticipated changes in bookings and estimated use of the educational program.

Purchase of *equipment* is a capital expense. Replacement funding is included in each year's budget. Maintenance is an operating expense.

INDIRECT EXPENDITURES

Indirect expenditures include the administrative overhead at the college. Also included are the costs by the jail: administration, correctional supervision, space, utilities, and telephone. Jail costs are a county contribution to the operation of the job-training program and should be noted when calculating the revenues and expenditures for job-training programs.

How to measure the program's success?

CRITERIA Job-training programs are measured by the number of assessments completed, individual employability plans written, and—most importantly—by measurable improvement in student skills. Programs set annual objectives for each of these criteria based on the prior year's experience and the anticipated student numbers and needs.

There are several indicators of improvements.

INDICATORS Workplace literacy improvements are measured by the achievement of competency in the various skill areas. Completion of course work is measured by test results and final grades. The number of individual employability plan goals achieved are noted.

When specific vocational skills are taught at the work site, or when workplace literacy is tied to actual work activities taught at the work site, then both the teacher and the student are measured by the student's performance.

For example, the cook supervises inmate kitchen workers and provides vocational training in food services. The cook teaches the worker how to operate the commercial dishwasher and so states in a report of the worker's progress. The cook teaches the worker how to measure ingredients—including how to expand or contract the recipe—and provides an assessment of the inmate's skill in that area.

The cook is expected to teach each inmate worker how to operate the basic kitchen equipment, how to meet standards for kitchen cleanliness, how to prepare basic dishes, and how to calculate portions, measure ingredients and other simple mathematical food preparation skills. Each kitchen worker should leave the kitchen and confinement having achieved some or all of these objectives.

STANDARDS The following standards may be used to develop or assess a job-training program:²

Basic skills: Participants should be able to:

- read, write, communicate orally, and complete basic computations;
- work well with others, including human relations skills and multi-cultural sensitivities;
- think critically, including problem-solving, listening effectively, decision making, organizing, and prioritizing.

Workplace maturity: Participants should demonstrate:

- an appropriate work ethic, appearance, and work performance attitudes;
- the ability to lead, follow directions, accept responsibility, ask questions to clarify tasks, and work as a team member;
- the ability to solve problems;
- the ability to complete tasks in an effective and timely manner;
- the ability to learn, change, adapt, and understand employer expectations.

Pre-employment competency: Participants should demonstrate:

- knowledge of career options, requisite skills and abilities;
- job search skills, labor market knowledge, and the ability to apply information to employment opportunities;
- the ability to identify and set educational and employment goals;
- the ability to identify personal strengths, interests, and aptitudes.

Entry-level job skills: Participant should demonstrate:

- knowledge of the chosen occupation, safety precautions, work expectations, and the changing nature of work in the chosen occupation;
- comprehension of technology;

- acquisition of skill mastery in specific occupational training.

Life skills: Participants should demonstrate:

- the ability to manage personal and family life including budgeting;
- the ability to manage unstructured time with appropriate leisure time activities;
- the ability to find and secure adequate housing, transportation, and community resources;
- the ability to solve problems and create options related to real life transitions;
- the ability to set, attain, and arrange their personal and family economic goals.

REPORTING

Annual reports of student numbers and achievement are prepared by vocational education staff and submitted to the college and the jail administrations as part of their annual review of the program.



Current practice

Introduction

Former corrections officers who have worked directly with inmates in their living units recognize how limited inmates' life skills are. Many inmates cannot make a bed, do not brush their teeth or wash themselves, and cannot tell time.

If the same inmate has been incarcerated all his/her working life, s/he has never learned—by watching others or by doing it him/herself—how to get ready to look for a job; how to build self-esteem; how to control one's behavior; how to present oneself.

The inmate may also have limited reading comprehension if s/he can read at all. Teachers who have been hired as GED instructors in the jails may discover they are

teaching Adult Basic Education (ABE) to their students. Even so, these may not be the skills one needs to work. (See pp. 69-70.)

Many program administrators are aware of inmates' needs for job skills. Further, they perceive that inmates need skills which are *not* job-specific before they can learn skills which *are* job-specific.

But they don't know where to begin. In fact, only six facilities offer job training or vocational education of any kind.

Who is eligible?

The existing jail-based, job-readiness programs are based on housing assignment and/or classification.

Both pre-sentenced and post-sentenced offenders with more than 30 days to serve are eligible for program(s) in several jails. An inmate may request (by kite) that s/he participate in the program and, if accepted, moves into the housing unit set aside for that purpose.

In several other jails only work releasees are eligible for programming. In one jail the program is taught within the jail; in another, the program is taught at a separate facility.

How are inmates screened?

Only one jail screens everyone for program eligibility the same day s/he enters the jail. This screening permits staff to identify a person's literacy level, and gives staff a brief picture of what a person's capabilities may be. This is not a skills or interests assessment, mentioned earlier in this section.

In those jails with program housing units, the offender is assessed by staff using a collaborative, therapeutic case-management approach. This approach focuses

considerable attention on personal problems and may include barriers to employment.

What are program services?

Services offered are only limited by the teacher's imagination and the students' interests. Services may be subdivided into three sections: basic living skills, behavior-modification training, and workplace skills.

Life skills training may include how to and why develop personal hygiene, how to develop a clean and neat appearance, and how to develop personal responsibility and ethical behavior.

Substance abuse prevention and anger management are examples of behavior-modification training commonly offered. Financial planning (setting a budget and following it) may be offered. Parenting classes, particularly for women, are another option.

Workplace skills training includes learning good work habits, responding to and dealing with authority, and breaking down chores into units of work.

What is the program schedule?

The program modules offer their classes daily. The same programs may only be offered once a week to a small (less than 10) group of inmates in other institutions.

What are the rules for participation?

Inmates who do not live in a program module participate in job readiness programs voluntarily. There are no program requirements for participation. However, these inmates must follow the same rules of behavior which apply to inmates in the general population. Infractions, such a failure to obey a correction officer's order or interfering with security, are major rule violations and will result in being dismissed from programming. Lesser

infractions, such as performing routine chores or failing to maintain one's bunk area, may also result in dismissal.

Inmates who live in a program module are required to participate in its programs. This means more than attending the class sessions; this also means contributing to discussion.

The rules of behavior for "program module" inmates are more stringent than for the general population. Managers want their participants to understand clearly that this programming is a privilege.

Who provides the teacher(s)?

Correctional staff provide job-readiness instruction in several jails. These people are either program module counselors (case managers) or work supervisors, not corrections officers.

Certified teachers from a local community college provide instruction in one jail. Volunteers from the local community provide instruction in another jail. Privately contracted instructors provide instruction in another.

What is the teaching environment?

The jail administrator or program manager provides the space and time frames in which inmates are available for programs.

The multi-purpose room is commonly used for classroom space.

Equipment in the classroom is very limited. Program materials, including paper and pencils, are usually furnished by the instructor because the jail has no budget for these items.

Who administers the program?

The jail administrator or program manager administers the program. S/he arranges time, space and number of students (inmates) who may participate at one time.

Often the job-readiness classes are scheduled in the early evening to accommodate the institutional work schedule of the inmates.

What are the assessment criteria?

The measures of success and failure in job readiness programming are difficult to identify. Inmate students come and go depending on their willingness to participate and their jail terms.

Only in the program modules do students participate in programs for any recognized time interval. But how much each student accomplishes is not clear.

The real measure of job readiness programs comes with the student's ability to find and retain a job.


Gaps and constraints

JAIL ADMINISTRATION

Jail administrators have little or no experience in providing job training to this population. Neither does anyone else.

CURRICULUM

There is not much in the way of curriculum for workplace literacy and workplace culture.

**WORK SUPERVISOR
TRAINING**

Work supervisors are not prepared to be more active, vocational education providers.

**PERFORMANCE
STANDARDS**

No performance standards exist for vocational achievement in work areas.

FOLLOW-UP There are few community-based agencies which can provide follow-up for inmates with regard to employment, placement, and survival skills.

PROGRAMS FOR MISDEMEANANTS Corrections Clearinghouse, at present, only applies to felons and only in selected locations.

Resources

Work Force Training Board

CARL PERKINS FUNDS

The Work Force Training Board (WFTB) administers the Carl Perkins funds (federal vocational education funds under the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 (PL 101-392)). Congress authorized these funds for three years and must renew them in 1993. The money is distributed primarily to the State Board for Technical and Community Colleges (slightly less than half the unduplicated count of students) and the State Superintendent for Public Instruction.

The one percent set aside for corrections is distributed to the Corrections Clearinghouse and the Carl Perkins Alliance.

- GOALS** The WFTB sets policy for the development of job training. It goals are to:
1. Provide high quality job-training programs and services;
 2. Contribute to the economic development of the state;
 3. Assure all individuals equal access to job-training programs, services, and activities;
 4. Provide and utilize an integrated state planning process;
 5. Promote and market vocational education;
 6. Provide individuals with career development programs and experiences;

7. Assure a quality staff development program;
8. Assure effective local program advisory committees.
(NOTE: Offenders and corrections are never singled out in the objectives enumerated under these goals.)

Contacts:

- Rob Fieldman
Workforce Training and Education Coordinating Board
Building 17, Airdustrial Park
P.O. Box 43105
Olympia, WA 98504-3105
☎ (206) 753-5681/SCAN 234-5681/
Fax: (206) 586-5862
- Linda Felber, Coordinator of Institutional Education
Office of the Superintendent of Public Instruction
☎ (206) 753-6733

Corrections Clearinghouse

The Corrections Clearinghouse (CCH) of the Washington State Department of Employment Security provides employment related services to *convicted felons*, primarily in state institutions or upon release from a state institution. These services include employment assessment and case management, job development and placement, technical assistance and basic services to jails, and a program of tax credits and federal bonding to employers.

**EMPLOYMENT
ASSESSMENT/CASE
MANAGEMENT**

CCH provides competency-based employability assessments, pre-employment skills training (including identifying career choices, using labor market information, preparing résumés and/or job applications, developing interviewing skills), and work maturity skills training (punctuality, appearance, attendance, personal relations). CCH also facilitates both basic and job-specific skills training. At present, the only jail in which these services are available is Pierce County through the Tacoma Job Service Center.

CCH's job placement and job development services are provided on contract in the community. These services

include job identification, assistance with applications, sending potential employees to interviews and following up with employees after they have been placed. The areas currently served are:

- **King County:**

Contacts:

Interaction Transition

Marny Pearce ☎ (206) 461-6925

Operational Emergency Center

Dee Anderson ☎ (206) 725-2100

- **Snohomish County:**

Contact:

M2 Job Therapy

Lou Kaufer ☎ (206) 568-3268

- **Spokane County:**

Contact:

Job Resource Center

Doug Huigen ☎ (509) 747-3071

- **Pierce County:**

Contact:

Employment Security Department

Carl Okamura ☎ (206) 593-5144

- **Thurston County:**

Contact:

Friendship: A Beginning Alliance

Barbara Miller ☎ (206) 586-2731

- **Yakima County:**

Contact:

Yakima Industrial Opportunities Center

Henry Beauchamp ☎ (509) 248-6751

- **Clark County:**

Contact:

Department of Corrections ☎

Bill Miller ☎ (206) 699-2436

CCH also runs the Job Corps Program for at-risk, economically disadvantaged youth between 16 and 24. Job Corps does recruitment and screening in the community, enrolls the youth in job training and basic education, and provides counseling in Job Corps Centers.

It is not currently soliciting participants from jail populations.

CCH can provide technical assistance to jail managers in the areas of vocational curriculum, staff training, program design, and grant applications. It offers a labor market data exchange on job availability to those jails that become subcontractors of CCH. And it can provide basic services to the jails through the purchase of services.

CCH provides services to the employers of ex-offenders in two ways: First, the Targeted Jobs Tax Credit offers tax credits of \$3,600 for each person hired through CCH's Ex-offender Program. Second, the federal bonding program provides individual fidelity bonds for ex-offenders denied coverage by commercial carriers due to record of arrest, conviction or imprisonment, history of alcohol/drug abuse, poor credit history, lack of employment history, or dishonorable discharge.

Contact:

- Doug Jacques, Director
Corrections Clearinghouse
Employment Security Department
P.O. Box 9046
Olympia, WA 98507
☎ (206) 438-4060

Job Training Partnership Act

The Job Training Partnership Act (JTPA) is also administered by the Department of Employment Security. Its purpose is "to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment." [Public Law 97-300, Title I, Sec. 2, 10/13/82.]

The following are the priorities set by the Governor for 1992-93:

- Quality employment, training, and education services that will help provide a literate, skilled, productive, and economically self-sufficient workforce.
- Early intervention strategies for youth....
- Increased collaboration in state and local level planning, goal setting and service delivery activities related to programs provided by the employment, training, and education systems.
- Provide incentives for the development of partnerships and expanded communication among education, business, labor, community-based organizations, apprenticeship programs, economic development, the *criminal justice system*, government, Private Industry Councils, and the Washington State Job Training Coordinating Council....

The funding level for program year 1992 (7/1/92-6/30/93) for basic Title II-A programs was \$23,102,894. Forty percent is targeted for youth ages 16-21. Services can include occupational or institutional skills training, on-the-job training, assessment of reading and math skills, remedial education, apprenticeships, customized training, and job search and placement assistance.

Basic Title II-A funds go from JTPA to regional Service Delivery Areas (SDAs) in which the Private Industry Council (PIC) or the county, as the grant recipient, provides some services and disburses other funds to contracting agencies. Each PIC must establish goals for serving targeted groups. During Program Year 1991, Title II-A funds provided services to 7,757 people. Clark County and Thurston County Corrections may be the only local correctional agencies to have received JTPA funding. (See Appendix A for the Service Delivery Area contact in your county.)

The funding level for Title II-A Education Coordination Set-Aside Programs (8%) was \$2,369,528. These monies have been used for basic education and workplace literacy

during the last three years. They expect to have \$900,000 this year. Grant applications for 1993 were available in April. Grants will average about \$50,000 and will require 100 percent matching funds which can be in-kind but not federal dollars. Jails can apply. Three types of programs will be supported: 1) basic skills, 2) workplace literacy and school-to-work transition, and 3) non-traditional employment of women. Grant applications should emphasize the coordination between the jail, the community college and SDA. They should stress the long-term benefits and the collaboration between partners.

The funding level for Title II-A Incentive/Technical Assistance Set-Aside (6%) was \$1,777,146. These monies go to the SDAs that exceed their performance standards of the Basic Title II-A program. These agencies, in turn, spend the money serving *locally defined*, hard-to-serve participants, such as high school drop-outs and the long-term unemployed.

Contact:

- The Education Coordination Set-Aside and the Incentive/Technical Assistance Set-Aside funds are administered through:

Cheryl Bain
Job Training Partnership Act
Employment Security Department
☎ (206) 438-4612

National Resource Center for Vocational Education Curriculum

The National Resource Center for Vocational Education Curriculum, also administered through the Employment Security Department, is one of seven such agencies which is able to conduct a national search for existing curriculum applicable to a specific vocational education need. They are currently searching for curriculum suitable for jails and basic employability skill building.

Contact:

- Kathlyn Callahan, Director
National Resource Center for Vocational Education
Curriculum
Clover Park Vocational Technical School
☎ (206) 589-5764

Vocational Education Grants

A program authorized by the *National Literacy Act* provides discretionary grants for the purposes of establishing, improving, or expanding a demonstration or system-wide functional literacy program. (Functional is defined as “at least an eighth grade equivalence or functional criterion score on a nationally recognized literacy assessment.”) These programs include both vocational education and adult basic education. All persons who are not functionally literate must be included unless they are serving a life sentence, are terminally ill, under a sentence of death, or in cases where parole is prohibited, a person refuses to participate.

These grants may not exceed three years and priority is given to programs showing the greatest potential for innovation, effectiveness and replication.

Recipients can be a state or local correctional education agency, or a state or local correctional agency. Recipients, and a brief description of their programs, can be found in “Demonstration Projects to Establish a System-Wide Functional Literacy Program for Adult Prisoners—Project Abstracts” from the Office of Correctional Education, Division of National Programs, Office of Vocational and Adult Education, U.S. Department of Education (October 1992 and March 1993).

Contact:

- Gail Schwartz
U.S. Department of Education Correctional Education
☎ (202) 205-5621

Printed Materials

The "Report of the Subcommittee for Food/Beverage Occupations of the Hospitality/Tourism/Recreation Technical Committee" from the Oregon Department of Education (1988) is a guide to jobs in the food/beverage industry. The list of tasks are evaluated as those needed for entry level, retention of the position, or advancement. The objectives, instructions, and equipment necessary are described in detail for each task. This report could be used by a cook to train inmates in specific tasks. After each task is mastered, a "certificate of completion" is issued. An example from the report (p. 42):

Task: Servicemilk dispensers

Performance Objective:

Given an empty milk dispensing machine to service, tools and equipment, service milk dispensers. When task is finished, dispenser must flow and shut off without incident.

Performance Guide:

1. Clean and disinfect outside of dispenser.
2. Turn dispenser control to "off" position.
3. Open door. Note: Some milk dispensers require that you remove a lid and pour milk into dispenser.
4. Clean and disinfect inside of dispenser.
5. Set box containing milk on table next to dispenser.
6. Remove dispensing tube.
7. Place box containing milk in dispenser. Caution: Most persons should ask for assistance in lifting milk.
8. Thread dispensing tube through dispensing valve and cut. Tube should be cut as short as possible and at a 45° angle. Note: Be sure that tube is not twisted.
9. Close container.
10. Test dispenser.
11. Wipe up spills, if any.

12. Check temperature, a spirit stem thermometer should be installed on the interior of the dispenser.

Tools and Equipment:

A 45° angle knife.

Cloths.

Fresh milk contained in plastic inside cardboard box.

Dispenser.

FFI, Contact:

- Marilyn Davis
Department of Education
Division of Vocational Technical Education
700 Pringle Parkway SE
Salem, OR 97310-0290
☎ (503) 378-3584

A resource book to teach *workplace maturity* is "Employability Skills: Case Studies" from the Illinois State Board of Education. The book is divided into 10 sections: Attitudes and Ethics, Basic Skills, Communication, Dependability, Following Directions, Leadership and Supervision, Safety, Technological Change, Work Habits, and Working with Others. Within each section are a number of case studies focusing on one aspect of the topic. An example is given followed by questions for discussion. While not written specifically for the inmate, the book deals with a wide variety of work-related issues for all levels. An example (pp. 20-21):

Developing a Positive Self-Image

Joe is 41 years old and has had major problems with himself and his work situation. His background was a life of trouble from his teenage years up to the present. During most of his youth, he shifted from place to place. Joe became an alcoholic and served time in prison several times for disorderly conduct. He could not hold a job more than a few weeks at a time.

Joe joined Alcoholics Anonymous to help solve his drinking problems and he has faithfully attended the meetings for six months. It appears that he has beaten the

drinking problem and has taken a job as a machinist at a local manufacturing company. Because he has shown great advancement and has learned quickly, the company wants to promote him to a leadership position. Joe has begun taking some self-improvement courses through the local community college. He wants to enroll in a business administration program; however, he is very insecure and worries about handling the course work.

Joe's assessment tests show that he is capable of doing the work, but because of his background Joe believes he will eventually fail. Joe has been seeing a counselor who is encouraging him to build his self-esteem. The counselor Joe is working with has a background similar to Joe's. He has been very patient with Joe, but cannot convince Joe that he can succeed and is now asking other counselors for help.

Discussion Questions:

1. Why does Joe have such a poor image?
2. What are some suggestions other counselors could give to help convince Joe he is not a failure?
3. From Joe's position, what could he do to improve his self-image?
4. As the counselor, what could you do to help Joe develop a positive self-image?
5. From Joe's overall life history, is there any hope for his success? Why or why not?

FFI, Contact:

- Robert E. Nelson, Editor
Department of Vocational & Technical Education
University of Illinois
Champaign, IL 61820

J. Michael Farr, ed. *The Complete Guide for Occupational Exploration*. Indianapolis, IN: JIST Works, Inc., 1993. Describes more than 12,000 jobs and career alternatives, clustered in 12 areas such as artistic, scientific, and mechanical, based on general interests, previous experience, training, and other factors.



National exemplary programs

The following are selected programs throughout the United States which may serve as national models for the job-training module of the integrated jail program. The first six examples are divided by jail capacity into medium-size and large-size facilities (broken at 1,000 inmates); the information is taken from *Learning Behind Bars: Selected Educational Programs from Juvenile, Jail and Prison Facilities*, Correctional Education Association, 1989, unless otherwise noted.

MEDIUM-SIZE FACILITIES

Stearns County Jail

Type of facility:	County Jail
Capacity:	98
Inmates served annually:	N/A
Staff:	Program Division has 2½ positions; volunteer services provide over 5,000 hours/year.

The Stearns County/City of St. Cloud Law Enforcement Center is a state-of-the-art jail facility, completed in 1987, which contains housing for 98 adult inmates, a medical services unit, holding, segregation, and correctional programming areas as well as administrative and support offices. The new facility's layout is based on the direct supervision model. It serves both pre-trial inmates and sentenced inmates incarcerated for up to one year. Programming is operated on a behavior management plan which is designed to add to the safety and security of the facility by constructively occupying inmate "dead time" with positive pursuits. Inmates are assessed and individual program plans are developed. Funding for the programs comes from profits of the inmate "canteen service." The vocational education component of the program focuses on life skills training. In one 18-month period, 45 inmates were directly enrolled in technical colleges and given assistance with financial aid and planning.

PROGRAMS OFFERED:

Life skills training: employability skills, stress management, goal setting, family relations, etc.

CONTACT: Coordinator of Correctional Programs, Stearns County Jail, P.O. Box 217, St. Cloud, MN 56302. ☎ (612) 259-3700.

SOURCE: Dave Grant, "Stearns County Jail: An Island of Corrections Opportunities," *American Jails*, March/April 1992, pp. 70-72. ◇

Hampden County Jail and House of Correction

Facility type: County correctional facility
 Capacity: 279
 Inmates served annually: 550
 Staff: 4 full-time and 8 part-time teachers

The Hampden County Jail and House of Corrections of Springfield, Massachusetts serves pre-trial and sentenced men. Two programs make up the vocational education module: the Skill Center program trains students for entry-level employment in various industries; the Pre-Employment Training program exposes the students to opportunities and responsibilities of working and living in the community.

PROGRAMS OFFERED:

Skill Center program: training for entry-level employment in engine manufacturing, welding, electronics, graphic arts, printing, word processing, and business.

Pre-Employment Training: focuses on issues of self-awareness, family, community, and employment-seeking skills.

CONTACT: Assistant Deputy Superintendent, Hampden County Jail and House of Correction, 79 York St., Springfield, MA 01105. ☎ (413) 781-1560. ◇

Contra Costa County Office of Education

Facility type: County jail and detention
 Capacity: 505
 Inmates served annually: 9,000
 Staff: Project administrator; 5 full-time and 36 part-time teachers; 3 clerical.

The Contra Costa County Office of Education jail school program has grown from three teachers providing limited basic education in 1979, to an integrated program with 41 teachers today. Assessment focuses on inmate-identified career goals developed from a battery of tests; instruction is always linked to employability. Classes are open-entry/open-exit. Instruction is offered in both small-group and independent study formats. The Contra Costa program has available equipment for computer classes as well as self-instructional audio and video cassettes.

PROGRAMS OFFERED:

Classes: employability, firefighting, computer literacy, desktop publishing, landscaping, math for the building trades, blueprint reading, masonry, building, and drafting.

CONTACT: Contra Costa County Office of Education Jail School Program, 1000 Ward St., Martinez, CA 94553.
 ☎ (415) 646-2201. ◇

MonDay Community Correctional Institution

Facility type: Community corrections
 Capacity: 532
 Inmates served annually: approx. 180
 Staff: Director; 4 managers; 2 GED teachers, volunteer literacy tutor

MonDay focuses on non-violent felons with criminal histories, diverting them from prison. The participants are assessed and program "contracts" designed. Inmates are strongly encouraged to take an active role in designing their contracts. The career education and development

program of the vocational education component includes seminars on workplace skills (assessment, career counseling, and job placement) and workplace maturity covering appearance, attitudes, interview skills, résumé writing, and employment responsibilities.

PROGRAMS OFFERED:

Career education & development:	workplace maturity, skill assessment, career goals, educational opportunities, and job placement.
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CONTACT: MonDay Community Correctional Institution, 1617 South Gettysburg Ave., Dayton, OH 45408. ☎ (513) 262-3335. ◇

Leon County Corrections Department

Facility type:	County jail
Capacity:	776, with facilities for future expansion to 1,444
Inmates served annually:	N/A
Staff:	N/A

The new jail for the Leon County Corrections Department in Tallahassee, Florida was scheduled to open in early 1993. The facility is organized into housing clusters and administered by the unit management concept under direct supervision. Educational, vocational, and personality assessment are planned for the intake classification unit. Two programs are available: the Vital Issues Project (VIP) program and the Job Training Placement Act (JTPA) program. The VIP program is designed to improve inmate behavior and reduce recidivism with training that focuses on motivation (habits, attitudes, and conditioning). The recidivism rate of VIP graduates is less than 30%. The program, which is administered by a private company, operates two hours/day, five days/week, and can be completed in four, six, or eight weeks. Eighty hours of class work cover 15 lessons. The JTPA program includes a number of vocational, mental health, and substance abuse courses.

PROGRAMS OFFERED:

Vital Issues Project (VIP): goal setting, motivation, problem solving, family relationships, emotional control, communication, and job seeking skills.

JTPA program: culinary arts, horticulture, and vocational programs such as laundry services, plumbing, carpentry, electrical HVAC, wallpapering, sanitation, and small engine repair.

CONTACT: Administrator, Leon County Jail, 2528 Municipal Way, Tallahassee, FL 32302.

☎ (904) 576-3121.

SOURCE: Curt McKenzie and William A. Stimson, "Leon County Supports Progressive Programs," *American Jails*, May/June 1992, pp. 71-74. ♦

LARGE-SIZE FACILITIES

Philadelphia Prisons

Facility type:	County jail
Capacity:	3401
Inmates served annually:	2,000
Staff:	3 non-certified computer-based education instructors, 10 full-time and 9 part-time certified school district teachers, 50 volunteer tutors.

The Philadelphia Prisons offer a full range of educational instruction, including vocational education.

CLASSES OFFERED:

Special education classes: clerical and career education, drafting, law, and civil service preparation.

Vocational instruction: dry cleaning, culinary arts, building maintenance, horticulture and landscaping, printing, garment-making, furniture refinishing and painting, carpentry, plumbing, and other skills.

CONTACT: Philadelphia Prisons, Correctional Professional Services, 8201 State Rd., Philadelphia, PA 19136. ☎ (215) 335-8200. ◇

PACE (Programmed Activities for Correctional Education) Institute

Facility type:	County jail
Capacity:	5,955
Inmates served annually:	500
Staff:	Director, assistant director; 3 full-time and 2 part-time teachers; 4 full-time counselors; 200 volunteer literacy tutors.

PACE Institute in Chicago is a private, non-profit educational program for inmates in the Cook County Department of Corrections. It is funded solely through corporate and private donations, foundations, trusts, and government grants. Teaching is primarily one-on-one, complemented by some small-group instruction. The career/job testing program was developed in response to evidence that most inmates not only had a poor work history but were also not aware of their own aptitudes, interests, and opportunities. Inmates are assessed using a full battery of career tests with follow-up counseling. The program is designed to help inmates re-enter society, and provides inmates with information on getting and keeping a job. Post-release follow-up counseling is also provided.

PROGRAMS OFFERED:

Career/job testing:	career assessment, job counseling, and placement assistance.
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CONTACT: Director, PACE Institute, 2600 South California Ave., Chicago, IL 60608. ☎ (312) 927-1979. ◇

Hacienda La Puente Unified School District

Type of facility:	County Jails
Capacity:	15,584
Inmates served annually:	N/A

Staff: Administrator; 15 teachers

Following a single pilot program in 1973, the Hacienda La Puente Unified School District now provides 45 academic and job-training programs for the Los Angeles County jails. The core education program includes both academic and vocational education courses. The vocational education gives inmates skills which significantly enhance their occupational potential. The school district also developed the vocational education curriculum which serves as the basis for the Inmate Answering Service (see separate entry below).

PROGRAMS OFFERED:

Vocational classes: carpet laying, food services, commercial painting, power sewing, baking, sprinkler installation, cosmetology, salesmanship, dog grooming, and printing.

Inmate Answering Service: inmates develop skills in telemarketing, telecommunications, and office/reception areas (see separate entry below).

CONTACT: Administrator of Academics, Hacienda La Puente Unified School District, Correctional Education Division, 1600 Pontenova Ave., Hacienda Heights, CA 91745. ☎ (818) 369-2729. ◇

Los Angeles County Sheriff's Department

Type of facility: County Jails
 Capacity: 15,584
 Inmates served annually: N/A
 Staff: training staff, supervisory staff (one deputy sheriff and one civilian custody assistant)

The Inmate Answering Service (I.A.S.) went into operation on 1 September 1989. It replaced the overloaded and inefficient Inmate Information Center which, since 1974, had handled inquiries regarding

inmate status and location, and general information such as visiting procedures and correspondence. Through a collaborative effort by the local telephone company, the Hacienda-La Puente Unified School District, the Custody Division and Data Systems Bureau of the Los Angeles County Sheriff's Department, and the Internal Services Department and Communications Unit of the County of Los Angeles, the I.A.S. program was funded, designed and implemented. The program goals were 1) to provide better service to the community, and 2) to create a viable training program for inmates. An I.A.S. staff of 80 inmates cover the phones 24 hours/day, seven days/week, and includes time for initial and continuing training and days off. The I.A.S. system handles 4,000 calls per day and has reduced the average delay in answering calls from 30 minutes to ten seconds.

PROGRAMS OFFERED:

Inmate Answering Service: inmates develop skills in telemarketing, telecommunications, and office/reception areas.

CONTACT: Jail Administrator, Sybil Brand Institute for Women, 4500 East City Terrace Drive, Los Angeles, CA 90063. ☎ (213) 267-2601.

SOURCE: Robert Osborne, "Los Angeles County Sheriff Opens New Inmate Answering Service," *American Jails*, July/August 1990, pp. 60-62. ◇

V.O.T.E. PROGRAM

Pierce College Vocational Opportunity Treatment Education (V.O.T.E.) program

The V.O.T.E. program, begun in 1987, is an internationally recognized model program which treats chronically unemployed, chemically dependent persons and offenders. Operated out of Pierce College in Tacoma, Washington at both the Tacoma Pre-Release and Cedar Creek Correctional Facilities, it combines basic substance abuse relapse prevention strategies with training in self-esteem, motivation, and the Dependable Strengths Articulation Process of Dr. Bernard Haldane. Six years of tracking students enrolled in the program has shown an 84% completion rate. Seventy-two percent of those who complete go on to

unsubsidized employment and training. Two studies showed that V.O.T.E. program graduates obtained and retained employment by a margin of 50% over other similar programs.

A group orientation/intake interview focuses on educational background, work history, personal history, and treatment and recovery issues. As a result of this assessment, a recommendation for services is determined jointly by the staff and applicant. The V.O.T.E. program consists of three levels. The first two consist of 14 modules each taking a total of 25 hours to complete. Both are open entry/open exit. Level I is "Unlocking your potential: Education/didactic process" and Level II is "Making it happen: therapeutic intervention." Level III, the "Dependable Strengths Articulation Process: Experiential/Job Search process" takes 18 hours to complete and facilitates personal growth and self-appreciation.

CONTACT: Vocational Opportunity Treatment Education (V.O.T.E.) Program, Pierce College, 9401 Farwest Drive S.W., Tacoma, WA 98498-1999. ☎ (206) 964-6603.

SOURCE: Program Literature. ◇

S.T.E.P. PROGRAM

Structured Training for Ex-Offenders and Parolees (S.T.E.P.)

The S.T.E.P. program of Kansas City, Missouri was begun in response to the high (62.5%) recidivism rate among former state inmates. Funded by a demonstration grant from the U.S. Department of Labor and Job Training Partnership Act (JTPA) Title IIA monies, the training program offers basic academic skills, job training/seeking/retention skills, and counseling services. An advisory group of criminal justice professionals work to build community support. The project is coordinated by the director of the Full Employment Council.

The program operates out of the Kansas City Honor Center. Inmates are assessed to determine work history, skill level and barriers to employment. Those who lack a high school diploma or GED are encouraged to attend Adult Basic Education classes. Job training and counseling is provided and employers are contacted for

job placement. Counseling continues for 30 days after employment to determine job retention. The recidivism rate has dropped from 40 percent to 27 percent.

The project has established appropriate training approaches for ex-offenders, a training manual for private industry councils, and a model for coordinating agreements between correction and social service agencies, employers, and private industry councils.

CONTACT: Director, Full Employment Council, Inc., 2601 N.E. Barry Rd., Kansas City, MO 64156.
☎ (816)734-4556.

SOURCE: "S.T.E.P. Project, Kansas City, MO," *County News*, National Association of Counties, Washington, D.C., November 20, 1989, p. 18.◇

**HEAVY CONSTRUCTION
EQUIPMENT TRAINING**

Middlesex County Adult Correctional Center

Encouraged by the high demand for heavy construction operators in their area, the 500-bed Adult Correction Center in Middlesex County engaged a local training firm to provide inmates with 160 hours of hands-on training in the use of a bulldozer, a back-hoe and a front-end loader. The training used real projects around the institution as part of the training. The program was made successful through cooperation by state and local agencies.

CONTACT: Projects Manager, Middlesex County Adult Correctional Center, P.O. Box 266/Route 130, New Brunswick, NJ 08903. ☎ (201) 297-3636.

SOURCE: Richard van den Heuvel, "Inmates get heavy construction equipment training," *County News*, National Association of Counties, Washington, D.C., November 20, 1989.◇

APPENDIX A: Funding Sources

Job Training Partnership Act: Title II-A Programs

Title II-A program funds are administered through Service Delivery Areas (SDAs). Each county must contact its own SDA for further information.

1. **Adams:** Dave Petersen, Director, The Pentad Private Industry Council, Inc., P.O. Box 2360, 233 N. Chelan Avenue, Wenatchee, WA 98807
☎ (509) 663-3091/Fax: (509) 663-5649
2. **Asotin:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
3. **Benton:** Zelma Jackson, Director, Benton-Franklin Private Industry Council, Employment Security Department, 6515 W. Clearwater, Suite 236, Kennewick, WA 99336
☎ (509) 735-8543/Fax: (509) 783-5102
4. **Chelan:** Dave Petersen, Director, The Pentad Private Industry Council, Inc., P.O. Box 2360, 233 N. Chelan Avenue, Wenatchee, WA 98807
☎ (509) 663-3091/Fax: (509) 663-5649
5. **Clallam:** Bert Furuta, Director, Kitsap County Personnel and Human Resources Department, 507 Austin, Port Orchard, WA 98366
☎ (206) 876-7185 (and Fax)/SCAN 262-7185
6. **Clark:** Elaine Maull, Director, Southwest Washington Private Industry Council, Clark County NETWORK, 1950 Fort Vancouver Way, Suite B, Vancouver, WA 98663
☎ (206) 696-8417/SCAN 696-8409/Fax: (206) 696-8999
7. **Columbia:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643

8. **Cowlitz:** Elaine Maull, Director, Southwest Washington Private Industry Council, Clark County NETWORK, 1950 Fort Vancouver Way, Suite B, Vancouver, WA 98663
☎ (206) 696-8417/SCAN 696-8409/Fax: (206) 696-8999
9. **Douglas:** Dave Petersen, Director, The Pentad Private Industry Council, Inc., P.O. Box 2360, 233 N. Chelan Avenue, Wenatchee, WA 98807
☎ (509) 663-3091/Fax: (509) 663-5649
10. **Ferry:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
11. **Franklin:** Zelma Jackson, Director, Benton-Franklin Private Industry Council, Employment Security Department, 6515 W. Clearwater, Suite 236, Kennewick, WA 99336
☎ (509) 735-8543/Fax: (509) 783-5102
12. **Garfield:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
13. **Grant:** Dave Petersen, Director, The Pentad Private Industry Council, Inc., P.O. Box 2360, 233 N. Chelan Avenue, Wenatchee, WA 98807
☎ (509) 663-3091/Fax: (509) 663-5649
14. **Grays Harbor:** Mike Kennedy, Director, Thurston County/Pacific Mountain Job Development and Training Department, 2404-A Heritage Court SW, Olympia, WA 98502
☎ (206) 754-4112/Fax: (206) 754-4119
15. **Island:** Gay Dubigk, Executive Director, Northwest Washington Private Industry Council, P.O. Box 2009, Bellingham, WA 98227
☎ (206) 671-1660/Fax: (206) 671-4948
16. **Jefferson:** Bert Furuta, Director, Kitsap County Personnel and Human Resources Department, 507 Austin, Port Orchard, WA 98366
☎ (206) 876-7185 (and Fax)/SCAN 262-7185.

17. **King:** Al Starr, Director, Seattle-King County Private Industry Council, Market Place One, Suite 250, 2001 Western Avenue, Seattle, WA 98121
☎ (206) 684-7390/Fax: (206) 684-7396
18. **Kitsap:** Bert Furuta, Director, Kitsap County Personnel and Human Resources Department, 507 Austin, Port Orchard, WA 98366
☎ (206) 876-7185 (and Fax)/SCAN 262-7185
19. **Kittitas:** Michael Shanahan, Director, Yakima County Department of Employment and Training, 630 East Yakima Avenue, Yakima, WA 98901
☎ (509) 575-4252/SCAN 665-4252/Fax: (509) 454-5373
20. **Klickitat:** Michael Shanahan, Director, Yakima County Department of Employment and Training, 630 East Yakima Avenue, Yakima, WA 98901
☎ (509) 575-4252/SCAN 665-4252/Fax: (509) 454-5373
21. **Lewis:** Mike Kennedy, Director, Thurston County/Pacific Mountain Job Development and Training Department, 2404-A Heritage Court SW, Olympia, WA 98502
☎ (206) 754-4112/Fax: (206) 754-4119
22. **Lincoln:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
23. **Mason:** Mike Kennedy, Director, Thurston County/Pacific Mountain Job Development and Training Department, 2404-A Heritage Court SW, Olympia, WA 98502
☎ (206) 754-4112/Fax: (206) 754-4119
24. **Okanogan:** Dave Petersen, Director, The Pentad Private Industry Council, Inc., P.O. Box 2360, 233 N. Chelan Avenue, Wenatchee, WA 98807
☎ (509) 663-3091/Fax: (509) 663-5649
25. **Pacific:** Mike Kennedy, Director, Thurston County/Pacific Mountain Job Development and Training Department, 2404-A Heritage Court SW, Olympia, WA 98502
☎ (206) 754-4112/Fax: (206) 754-4119

26. **Pend Oreille:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
27. **Pierce:** Colin Conant, Executive Director, Tacoma-Pierce County Employment and Training Consortium, Municipal Building, 747 Market St., Room 644, Tacoma, WA 98402
☎ (206) 591-5450/SCAN 781-5450/Fax: (206) 591-5455
28. **San Juan:** Gay Dubigk, Executive Director, Northwest Washington Private Industry Council, P.O. Box 2009, Bellingham, WA 98227
☎ (206) 671-1660/Fax: (206) 671-4948
29. **Skagit:** Gay Dubigk, Executive Director, Northwest Washington Private Industry Council, P.O. Box 2009, Bellingham, WA 98227
☎ (206) 671-1660/Fax: (206) 671-4948
30. **Skamania:** Elaine Maull, Director, Southwest Washington Private Industry Council, Clark County NETWORK, 1950 Fort Vancouver Way, Suite B, Vancouver, WA 98663
☎ (206) 696-8417/SCAN 696-8409/Fax: (206) 696-8999
31. **Snohomish:** Emily Duncan, Director, Private Industry Council of Snohomish County, 917 134th St. SW, A-10, Everett, WA 98204
☎ (206) 743-9669/Fax: (206) 745-5563
32. **Spokane:** Larry Lengyel, Director, Spokane City and County Employment and Training Consortium, West 808 Spokane Falls Blvd., Spokane, WA 99201
☎ (509) 625-6210/SCAN 529-6210/Fax: (509) 625-6929
33. **Stevens:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
34. **Thurston:** Mike Kennedy, Director, Thurston County/Pacific Mountain Job Development and Training Department, 2404-A Heritage Court SW, Olympia, WA 98502
☎ (206) 754-4112/Fax: (206) 754-4119

35. **Wahkiakum:** Elaine Maull, Director, Southwest Washington Private Industry Council, Clark County NETWORK, 1950 Fort Vancouver Way, Suite B, Vancouver, WA 98663
☎ (206) 696-8417/SCAN 696-8409/Fax: (206) 696-8999
36. **Walla Walla:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
37. **Whatcom:** Gay Dubigk, Executive Director, Northwest Washington Private Industry Council, P.O. Box 2009, Bellingham, WA 98227
☎ (206) 671-1660/Fax: (206) 671-4948
38. **Whitman:** Joanne Monroe, Director, Eastern Job Training Partnership, Employment Security Department, Field Operations Division, P.O. Box 9046, Mail Stop 6000, Olympia, WA 98507-9046
☎ (206) 586-0900/SCAN 321-0900/Fax: (206) 586-5643
39. **Yakima:** Michael Shanahan, Director, Yakima County Department of Employment and Training, 630 East Yakima Avenue, Yakima, WA 98901
☎ (509) 575-4252/SCAN 665-4252/Fax: (509) 454-5373

APPENDIX B: Job Training Programming

JOB TRAINING: County by County

Clark:

Corrections runs a basic living skills, job readiness training program once a week, on Friday evening, in the intake unit. The program is for men one month, and for women the next month.

Cowlitz:

Skills such as personal hygiene, work habits, learning to be truthful, dealing with authority, breaking down chores into units are taught informally by work crew chief to people he supervises. This program is not subdivided into hours or minutes per day. It is a requirement for work crew people.

Kent:

A series of classes are offered: parenting, anger management, and stress management. All classes are voluntary.

King:

Pre-Employment Training Program offers life skills, including parenting, custody of children, housing assistance, pre-employment assistance, job search, and job development. May be offered to groups or individual: all are minimum custody inmates. Inmates refer themselves to program. Some recruiting for program done by Education Supervisor Mary Ann Morbley.

This program was made available to jail through grant from the Prisoners Assistance Coalition, a group organized by Mt. Zion Baptist Brotherhood. It is supported through the inmate recreation fund.

Pierce:

Anyone eligible in jail more than three days: pre-sentence or post-sentence, felon or misdemeanor. Inmate requests, moves to one of three units. There are rules of behavior for living in these units; ignoring the rules means dismissal from the program, and a return to general housing. Inmate who follow the rules and complete the education program do not move back into general housing when they complete classroom instruction.

The following two programs are part of the education programming, offered only in the "program module":

1. Survival in the work place and work place readiness offered to women with children who are recovering from substance abuse; 3-4 hours per day.
2. Survival skills: interpersonal and life planning skills which are designed to assist one reintegrate to family structures and social roles offered to men; 4 hours per day.

Snohomish:

A behavior-modification program is run in the housing unit. Inmates request participation, are screened, sign contract, and move into space. Process happens weekly. Pre- and post-sentenced inmates accepted if staying more than 30 days (similar to Pierce program).

Rules for behavior are more stringent than in general population. Infractions result in dismissal from program.

Inmates move into a track at the bottom (without a work assignment), then advance to working as someone else leaves. This program combines work and education. There are four tracks: vocational, vocational/education; substance abuse and life skills. Students can participate in classes outside their own track.

Job readiness is one segment of both the vocational and voc/ed tracks. It is offered three times a week for two hours per session.

Business skills is another segment of both the vocational and voc/ed tracks. It is offered twice a week for two hours per session.

Life skills is one track of the "program module." This is a course of study which includes conflict resolution (anger manager communications skills, assertiveness training) and personal power (series of audio tapes which concern getting in touch with one's values and beliefs, setting goals, and self esteem). Both class is offered one hour per day, four days per week.

A few other counties have substance abuse classes, in addition to AA. But no scheduled programs are offered in other jails.

NOTES

1. John S. Platt, Paul D. Bohac and Wm. G. W. Barnes, "Changing to meet challenges in correctional education," *Corrections Today*, 2/93
2. These standards were developed by the Committee of Practitioners and an ad hoc work group appointed by the Workforce Training and Education Coordinating Board. Cited are Standards 4-8 of the Core Standards and Measures for Offender Programs.

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WORK

This chapter describes the work/jail industries component of the integrated jail program. The information is organized in the following sections:

- ◆ **Action plan** identifies a series of questions a jail administrator might ask when looking at someone else's program(s) or setting up his/her own.
- ◆ **Washington model** describes a full series of work programs which a local jail might implement. This section is divided by types of work: institutional support jobs, work crews, and industry. It reflects the best thinking of correctional experts working in and with Washington jails.
- ◆ **Current practice** describes which programs are offered in local jails, to whom, and under what circumstances.
- ◆ **Gaps and constraints** describes those factors which presently inhibit jail administrators from expanding beyond current practice.
- ◆ **Resources** describes the agencies whose programs may be able to provide financial and technical assistance, or human or written resources to jail administrators.
- ◆ **National exemplary programs** describes work programs which exist in local jails in other parts of North America. This section includes program names and telephone numbers to contact for further information.



Action plan

The action plan describes the decisions that must be made during the process of developing a work program in a jail. The same questions can be used to learn about someone else's work program. Take them along if you visit another jail.

What is the objective of your program?

Is work a means for managing the inmate population? Is it the jail's opportunity to use a captive work force to maintain its facility? Is it an opportunity for offenders to practice and improve their skills? To become more employable on the outside?

Can you write one or more measurable objectives for your work program? For example, do you expect the same inmate to move successively from more supervised work within the jail perimeter to less supervised work outside the jail—perhaps a work crew? Or do you expect to screen inmates for a variety of working assignments, plugging them into whatever jobs they seem capable of performing?

Who is eligible for assessment, or for a work assignment?

Do you want to offer all inmates an opportunity to work, or do you want to make work "a carrot" for good behavior? Is work a classification (security and/or housing) decision? Is it based on a sentencing decision? Do you want to assess an inmate's present working skills with a OJT trial period, or do you assume an inmate is without marketable skills?

Some jails offer work to every sentenced inmate, except those in maximum security; they consider work an opportunity for the inmate to be employed and busy.

Others limit work, using it as a reward for good behavior.

How will you select participants?

Selection for work assignments may be part of your classification decision. Will only minimum security inmates be eligible? Selection may be based on sentencing decisions. Whatever method you use, your choice should be based on equitable and clear criteria. Arbitrary selection or methods which preclude some recognizable part of the jail population from participating can lead to allegations of unfairness.

Some jails have learned that a group of officers, acting as a screening committee, is more effective than an individual who makes the screening decisions.

What programs will you offer?

Will you have inmate workers in several categories; for example, institution support jobs, work crew jobs and industry jobs?

INSTITUTIONAL SUPPORT

Institution support jobs are those which help maintain the facility. Kitchen, laundry, janitorial maintenance, grounds maintenance, and clerical jobs are some examples.

How will you arrange the daily schedule to allow for this additional movement? How will you cover three shifts in the kitchen and/or laundry?

WORK CREWS

Work crew jobs are those which are available to in-custody and out-of-custody inmates, most of whom are classified minimum custody risk, based on sentencing orders.

You may need to draft a work plan for your judges that demonstrates clearly the need (population control in the jail) and the benefits (service to the community) and the costs (chief's salary and van) of work crews.

Work crews usually perform tasks that require manual labor, but little tool use. Other county agencies may need work performed that their own people cannot or will not do. Community services agencies may need occasional labor. Even state agencies may have work for which they need workers.

INDUSTRY Industry jobs is the third category of work, commonly called jail industry. Industry usually means producing a product: for example, a package, a tree shade, or a piece of clothing. It can also mean providing a service; for example, running a restaurant or taking airline reservations.

You need to identify a business partner who wants to make a product or deliver a service, but needs a labor pool.

Who will supervise the workers?

INSTITUTIONAL SUPPORT How will you handle supervision for the institutional jobs? Is there a shift sergeant who will assume this role?

Your cook already supervises kitchen workers.

WORK CREW Who will supervise the work crews? You may need to hire staff, someone with "job" skills and "people" skills, who can train the crew as s/he works along with them. Is there someone in the community who has worked outdoors, perhaps with young people? Will you have a "corrections supervisor" and a "work supervisor," or will you have one person do both? Will that person also drive the van?

Who will find work for the crew? Can someone on the jail staff assume this responsibility? This person will become the marketer and the trouble-shooter for the crew.

INDUSTRY Who will supervise the industry jobs? Will you hire a manager for the overall project, and ask this person to handle multiple functions: marketing, foreman, production coordinator?

Who will select, supervise and train staff? Who will provide equipment and space?

If the supervisor of the institutional workers or work crew is a corrections employee, this person should be supervised by the jail administrator. In these circumstances the jail administrator should be responsible for selecting the supervisor.

Further, this person should be part of the management team and should participate in selecting inmates for work assignments.

Training for these supervisors should address several questions; for example, how to instruct the workers in their specific tasks; how to handle a young, adolescent group of workers; how to handle movement of incarcerated workers through a secure facility.

The jail can provide simple tools for institutional workers. Should these workers wear a uniform identifying them as inmates or wear a uniform like other people performing similar work?

Work crews generally use equipment provided by their employer for the day: rakes, brooms, small cutting tools. However, transportation to and from the job site may be the jail's responsibility; if so, the jail may need a van. A mid-day meal should be provided by the jail kitchen.

Industry workers may need more space for a manufacturing operation than is available within the jail's perimeter. If so, what space does the county have available that could be used for this purpose? Can it be secured? Is it easily accessible to the jail?

Equipment for an industry may be provided by the contractor with whom the jail is working.

How much will these programs cost? Who will pay for them?

Who will pay the supervisor's salary? This person should be paid a salary and benefits similar to other corrections supervisors.

Will there be a distinctive uniform for workers, particularly for those working outside the facility? If workers are identified as jail inmates (in bright colored coveralls), this may impede the community's acceptance of the program. Another form of identification—caps and T-shirts or jackets—may be appropriate.

Will there be a need for transporting workers to and from a job site? The jail may decide it can manage its workers'

movements and control their security more effectively using a van.

Initially these costs of work programs may need to be assumed by the county (city or county council, or county commissioners). However, these costs should ultimately be deducted from the program's profit.

Insurance for workers (whether the county is self-insured or covered under Labor and Industries) should be paid by the workers themselves. Other costs can be deducted from the workers' pay.

How will you measure the success of these programs?

Your objective should be measurable while the inmate is still in jail. As with other jail programs, measurements should be taken before you begin, and at periodic intervals thereafter.

At the least you should produce an annual report describing how many inmates are employed, in what categories of work, and what results have been achieved.

Some questions you might consider include the following: Do these programs increase or reduce jail costs? Are they effective tools for population management? Are inmates gaining useful work experience(s)?



Washington model

This model has three types of work programs: institutional support, work crew, and industry. Each type of work is identified by its own graphic symbol in the left margin.



Institutional support jobs (kitchen, janitorial and laundry) require limited training and skill, and thus are filled by the newly-sentenced inmate. Only the kitchen staff has continuous supervision.



The *work crew* jobs require somewhat more training and supervision. Many of the jobs are outside the facility, so the workers must meet more stringent security requirements. These are service jobs, such as painting, ditch digging, litter pickup, or recycling. As a result, they require little equipment. Most work crew assignments are determined by judicial recommendation.



The *industry* jobs may or may not require more training and supervision. In any case, they usually produce a product: a tree shade, a widget, a crutch. Most—but not all—industries occur within the secure perimeter of the jail. Work in industry is not dependent on judicial recommendation.

What is the need?

Washington citizens believe that offenders should work rather than have an easy time in prison or jail. A recent public opinion study found that work is seen as having “. . . multiple benefits. It teaches offenders self-discipline; it can be used as a consequence for bad choices; it keeps offenders busy so they don't have time to abuse drugs or alcohol or to commit crime. Work can also give offenders a sense of accomplishment and raise self-esteem; it is a way the offender can repay society as well as the victim.”¹

Income generated by offender work programs supplements the cost of correctional programs; it pays

court costs, restitution and other financial obligations imposed on the offender by the court; and it provides offenders with some resources following release.

Work can increase the inmate's employability following release. Inmates who find jobs are less likely to recidivate.

What is the goal?

FOR THE INSTITUTION

Work programs benefit the correctional facility by reducing inmate idleness, providing a structure for daily activities, and reducing the costs of incarceration by either generating income or providing low- or no-cost services to the institution.

FOR THE OFFENDER

By participating in work programs, the inmate learns good work habits and gains work experience. This, in turn, makes the inmate more employable after release.

FOR SOCIETY

By enabling inmates to meet financial obligations imposed by the court, society is a beneficiary of offender work programs. Inmate workers also contribute to the public good by providing services to both public and non-profit agencies at little or no cost.

Who will be eligible?

The presumption is that all inmates serving sentences in the local jurisdiction and meeting limited classification considerations will work. Pre-trial inmates may elect to work.

The classification considerations emphasize pending charges on other matters which may make the inmate subject to frequent work interruptions. They also look at criminal history, current offense, or behavior which connotes a higher security risk than is deemed acceptable for a particular work assignment.

Eligibility criteria vary depending upon the job assignment. For example, most jurisdictions do not permit

persons convicted of a sex offense to be on a crew which operates outside the jail. They are not, however, prohibited from an institutional work assignment or working in an industry position if that industry is within a secure perimeter.

How will workers be selected?

Job descriptions are written for all work positions whether institutional, work crew or industry. There are minimum qualifications specified for each position that are comparable to similar positions in business and/or industry.

Vacancies are "advertised." Inmates are required to complete job applications and submit to pre-employment interviews. The latter are done by a classification officer and/or the work supervisor. Inmates may be required to pass a physical if their assignment involves heavy labor as, for example, on a crew, or if their position poses a risk to others, as with a cook.

Judges recommend offenders for work but do not make the assignments to work crews. Correctional administration screen those who have been recommended and select crew members.

The section which follows is subdivided by type of work for institutional support workers, work crews, and industry. Each type of work is identified by its own graphic symbol in the left margin.



Institutional support workers

What programs are offered?

SERVICES

There are three institutional work assignments: the kitchen, the laundry, and the janitorial crew. Occasionally inmates working in institutional support are outside the secure perimeter. All have access to items that can become contraband if they get into the wrong hands or the wrong place. Their classification reflects these risks.

Institutional support work in the kitchen is supervised by the cook or steward; in the laundry and on the janitorial crew the work is generally supervised by correctional staff on duty in that location. (The janitorial crew may periodically be supervised by the facility's maintenance staff.) In all facilities, inmate workers outside the kitchen are selected, trained, and periodically evaluated by one officer assigned this additional duty.

ORIENTATION

All inmate workers receive a brief orientation for their new job. This orientation includes information on:

1. Safety requirements, including warnings about dangerous areas or activities.
2. Work rules, including starting, break, and quitting times.
3. Any compensation program, including good time and other non-monetary incentives.
4. Performance evaluation procedures, including performance measures (being on time, learning new skills, performing work assigned without being reminded) and schedule.

At the conclusion of the orientation, the inmate worker signs a form specifying the areas discussed and his/her understanding of the material, with special emphasis on any safety requirements.

TIMEKEEPING

Each work supervisor maintains a daily record of the sign-in and sign-out of inmate workers under his/her supervision. The inmates sign the record sheet and the supervisor verifies the record with a visual check. This is not a substitute for inmate counts by correctional officers.



This record supports the calculation of good time earned and is submitted regularly to the staff who maintains those records.

COMPENSATION

As compensation for their work, institutional workers may receive: a preferred housing assignment, extended gym and recreation time, greater freedom of movement, and/or the opportunity for other work assignments.

DURATION

Inmates serving a local sentence are expected to work either in the institution, on work crew, or in industry. Work is expected to continue throughout their sentence.

SCHEDULE

Institutional workers follow traditional "trustee" schedules. For example, kitchen workers go on duty at 5:30AM, off duty at 1:30PM; and then on at 3:00PM and off at 7:00PM. Janitors are on duty during the day shift. Laundry workers do two shifts.

RULES AND SANCTIONS

Workers remain at their job assignment as long as their security status permits or until they are accepted for a new assignment. If they fail to abide by facility rules appropriate to the assignment, they will be subject to disciplinary action. Their security status may be modified by that action which will prevent their presence in the work area.

Rules specific to the work area are:

WORKPLACE RULES

1. Two instances of unexcused absences or failure to be on time is cause for dismissal.
2. Workers are actively engaged in specific activities as directed by their supervisor.
3. Workers utilize equipment only after instruction by their supervisor and must use that equipment when and in the manner prescribed by the supervisor.
4. Workers do not disrupt the activities of other workers. Horseplay and profanity are not acceptable.
5. Workers are expected to keep their work areas neat and clean and contribute to the cleanliness of the entire area.

**EVALUATION**

The monthly evaluation uses a checklist with room for comment. (See Worksheet: "Inmate Worker Evaluation Checklist" for a generic form.) The evaluation form can be partially tailored to the nature of the job; i.e., kitchen workers are evaluated using a different form from the litter pick-up work crew.

Who will staff the programs?

Supervisors of institutional workers are recruited, trained, and supervised primarily as members of the facility staff who are able to perform the duties of a correctional officer, cook, or maintenance person. Secondly, they are supervisors and trainers of inmate workers. It is to this second part of their job that the following comments apply.

RECRUITMENT AND SCREENING

The cook and the correctional officers are expected to supervise inmate workers. This means that new hires or, in the case of corrections officers, new duty assignments are made with the inmate training requirements in mind. Staff are able to "teach" work skills, using prepared curriculum specific to their area. They are expected to work with inmates as they perform their own duties.

TRAINING

Staff are trained in the use of a curriculum and are supervised during their initial experience with the curriculum. For example, the cooking staff use the "Report of the Subcommittee for Food/Beverage Occupations of the Hospitality/Tourism/Recreation Technical Committee" (see example in the "Resources" section of Chapter 3) to teach food service skills, such as servicing the milk dispenser.

SUPERVISION

Supervision of institutional work supervisors is the responsibility of the duty supervisor or, in some facilities, the program manager.

TURNOVER

In order to maximize the training benefits for inmate workers, the correctional officers supervising janitorial, laundry, and maintenance workers are not rotated often.

**SAFETY CODES****What is the workers' environment?**

State statutes and administration codes regarding working conditions for specific industries are applicable to all inmate workers. Conditions for institutional workers are regulated by the life safety codes defined in the Washington Industrial Safety and Health Act (WISHA) and by the food industry requirements of the Department of Social and Health Services (DSHS) and the local Department of Health.

WISHA is administered by the Division of Industrial Safety and Health of the Department of Labor and Industries. WISHA requirements must be met by both institutional workers and correctional staff. Kitchens are inspected by DSHS teams. Kitchen workers hold food handler's cards if required by the local Department of Health.

**RELATIONSHIPS WITH
OTHER PROGRAMS****Who will administer?**

The institutional work supervisors interact with education and other program providers to ensure that inmate workers are achieving training results consistent with other program objectives.

**SERVICES****Work crews****What programs are offered?**

Work crew inmates work outside the secure perimeter. Some crews are small, consisting of only one or two inmates. They are essentially outside trustees. The maximum crew size is 12 or 15. The exact number depends on the size of the van used for transportation. When the size of the crew exceeds the number that can use one van, one supervisor is not enough and a new crew should be started.

Crews perform jobs for government and non-profit agencies, doing tasks that the staff of those agencies are unable to do. Crews also work for local dike and school



districts, for county or municipal parks and road departments, or for the state transportation and natural resources departments. Most of the work involves manual labor that demands little skill; for example, they pick up litter, build trails, and clean sewer treatment tanks. Crews have access to contraband and their security classification reflects that risk.

- ORIENTATION** All inmate workers receive an orientation for their new job. This orientation includes information on:
1. Safety requirements, including warnings about dangerous areas or activities.
 2. Work rules, including starting, break, and quitting times.
 3. Any compensation program, including good time and other non-monetary incentives.
 4. Performance evaluation procedures, including performance measures (being on time, learning new skills, performing work assigned without being reminded) and schedule.

At the conclusion of the orientation, the inmate worker signs a form specifying the areas discussed and his/her understanding of the material, with special emphasis on any safety requirements.

- TIMEKEEPING** Each work supervisor maintains a daily record of the sign-in and sign-out of inmate workers under his/her supervision. Inmates sign the record sheet and the supervisor verifies the record with a visual check.

- COMPENSATION** As compensation for their work, work crew members may receive: the opportunity to work outside the jail, reduction of fines, and/or extra housing privileges (broader limits on phone, TV, recreation). Crew members typically do not receive monetary compensation for their labor, which is the equivalent of a sentence to community service.

- DURATION** Inmates are expected to work throughout their sentence.

**SCHEDULE**

Work crews leave the jail at 7:30AM and return at 3:00PM. They carry a box lunch with them and have a half hour for lunch at the work site. They have two breaks: one at mid-morning and the other at mid-afternoon.

RULES AND SANCTIONS

Workers remain at their job assignment as long as their security status permits or until they are accepted for a new assignment. If they fail to abide by facility rules appropriate to the assignment, they will be subject to disciplinary action. Their security status may be modified by that action which will prevent their presence in the work area.

Rules specific to the work area are:

WORKPLACE RULES

1. Two instances of unexcused absences or failure to be on time is cause for dismissal.
2. Workers are actively engaged in specific activities as directed by their supervisor.
3. Workers utilize equipment only after instruction by their supervisor and must use that equipment when and in the manner prescribed by the supervisor.
4. Workers do not disrupt the activities of other workers. Horseplay and profanity are not acceptable.

In addition, rules are promulgated that are specific to the work site. For example, if the crew is working at a school which is in session, the supervisor prohibits crew members from entering the building.

EVALUATION

The monthly evaluation uses a checklist with room for comments. (See Worksheet: "Inmate Worker Evaluation Checklist" for a generic form.)

Who will staff the programs?

Work crew supervisors are either employees of the correctional agency or of the agency for whom the work is done. When they are employed by the correctional agency, the correctional administrator has control over their selection and supervision. There are other benefits to



the correctional agency which are listed below in the section on administration.

**RECRUITMENT AND
SCREENING**

Work crew supervisors are able and willing to perform the work required of their crews. They work beside the crew, teaching crew members basic skills related to the jobs and how to function in the workplace. They must be able to set and enforce limits on their own behavior and that of the crew. If the crew supervisor also drives the van which transports the crew, then s/he must have the appropriate license.

Good crew supervisors can be found in many locations. Many work for other local agencies as maintenance personnel.

TRAINING

Work crew supervisors function as correctional officers while at the job site: they must complete the course for correctional officers, and know and understand the operating procedures applicable to work crews. (Some jails double up, having both a supervisor and a correctional officer at the job site. We recommend that they be combined. Any inmate who is too high a security risk to have outside with only a crew supervisor should not be on the crew.) Supervisors also receive training in the work skills curriculum they teach to crew members and in the evaluation process associated with that curriculum. After they have assumed their duties, work crew supervisors continue to receive on-the-job training in vocational education.

Work crew supervisors are themselves supervised by the correctional agency, specifically by the program manager.

TURNOVER

Minimizing turnover is essential to the stable operation of the work crew. And because the community's confidence in the work crew supervisor is key to their acceptance of the crew, consistency in supervisory personnel is beneficial to public relations.

**SAFETY CODES****What is the workers' environment?**

Work crews operate in a variety of locations depending upon the jobs they perform. State statutes and administration codes regarding working conditions for specific industries are applicable to all inmate workers. Conditions for work crews are regulated by the life safety codes defined in the Washington Industrial Safety and Health Act (WISHA).

HOUSING

Work crews are housed separately from higher security inmates. The preferred location is outside the interior perimeter; that is, in the work release area. However, not every facility has sufficient room to accommodate all work crew members in that location. Rather than limit the number of work crews, some crews are housed inside the facility, but in separate units.

Searches are routine. Anyone found carrying or passing contraband is immediately removed from the crew.

CLOTHING AND EQUIPMENT

Members of the work crew are supplied with the equipment necessary to carry out their job in a safe manner. Protective and identifiable clothing, including work boots, is also the responsibility of the agency. Crew members who own work boots are permitted to wear their own. Protective clothing includes safety vests.

An important part of the crew's equipment is the van which transports them from one work site to another. It is preferable that each crew have its own transportation.

Who will administer?**SOLICITING JOBS**

Ideally, work crews are scheduled five or six days a week. To generate that many jobs requires considerable effort on the part of a correctional staff person, at least during the first years that crews are available.

Crews must be marketed to the community. This requires staff time. Staff speak to community groups about the type of work that crews perform and the benefits to the community of that work. Staff solicit jobs from local



agencies (county, city, and state), school districts, and dike districts.

In order to generate work, staff look for jobs that are undesirable, that are not being done now, or that will not be done unless they cost very little. (Crew charges are often \$12 or \$15 per hour for the work of the entire crew, including the supervisor, only recouping the cost of the program.) If the work could compete with that performed by labor union employees, then the crews do not perform that work.

PROVIDER Crews are operated by the correctional agency when there is sufficient work to justify a full crew in one location. Crews are supervised by the agency employing the crew members when there is too little work to justify a full crew.

**RELATIONSHIPS WITH
OTHER PROGRAMS**

Crew workers are expected to participate in an educational program if their basic literacy skills are deficient or if they wish to participate in school. Crew workers attend school during their off hours.

Work crew supervisors and educational staff consult about the progress of inmates both in crew training programs and in educational programs. Either program may be amended to increase its benefits to the inmate.

**RELATIONSHIPS WITH
CUSTODY STAFF**

Custody staff supervise crew members when they are not at work or participating in a program activity. Disciplinary actions on the living unit may result in removal from crew.

**RELATIONSHIPS WITH
OTHER WORK SETTINGS**

Work crews are overseen by an advisory group of stakeholders: business, labor, the Economic Development Council (EDC), and/or the Private Industry Council (PIC). The advisory group reviews crew performance, recommends new work sites, advocates for crews among community groups, and reviews worker compensation packages (i.e., privileges, reductions in fines).

**MANUAL OF POLICY
AND PROCEDURES**

The Standard Operating Policies and Procedures for the work programs includes policies and procedures specific



to the operation of work programs and also includes information on facility policies and procedures:

1. Facility emergency plan.
2. Post orders for corrections officers assigned work responsibilities.
3. Inmate movement procedures.
4. Inmate count procedures.
5. Procedures for searches and shakedowns.
6. Medical emergency procedures.
7. Information on disciplinary procedures.
8. Health and safety procedures.



Industry workers

The information that follows supplements, but does not duplicate, the work of Rod Miller, et al., in two valuable resource books available through the National Institute of Justice: George E. Sexton, Rod Miller, and Victor J. Jacobsen. *Operating Jail Industries: A Resource Manual*. Ed. Peter Finn. May 1990. Rod Miller, with George Sexton and Vic Jacobsen. *Developing a Jail Industry: A Workbook*. Fourth Draft. October, 1990.

What programs are offered?

Inmate workers in jail industries generally work within the secure perimeter of the jail. Some, however, do not. All have access to items that can become contraband if they get into the wrong hands or the wrong place. Their classification reflects these risks.

SERVICES

Industry programs produce a wide variety of products and services, listed below:²

PRODUCTS

Acoustic Screens
Aquaculture
Automotive Accessories
Auto Repair/Refinishing
Auto Validation Decals

**PRODUCTS (con'd)**

Baby Products
Bank Display Containers
Baseball Caps
Bed Linens
Beef Herd
Binders (3 ring)
Bird Feeders
Blenders, Battery Operated
Boat Lifts
Body Fender
Book Bindery
Box Factory
Brick Plant
Broom Factory
Brush Manufacturing
Bus Reconditioning

Canning Plant
 Papaya Packing and Pureeing
 Macadamia Nut Processing
Chemical Products
Chewing and Shredded Tobacco
Cigarette Manufacturing
Coffee and Tea
Concrete Products
Construction
Cordwood
Crutches

Dairy
Decals and Seals
Dental Prosthetics
Desk Accessories
Die-Cut Letters
Dividers, Plastic, Assembly
Draperies
Dump Bed Bodies

Electronics Assembly
 Circuit Board Assembly
 Cables
 Computer Interface Cables

**PRODUCTS (con'd)**

Embroidery (Custom)
Ethanol Production
Evaporative Condensing Unit Assembly

Farming
Feed Lot
Field Packs
Fishing Ties
Flag Making
Forestry/Sawmill
Foundry
Freight Trucking
Furniture Manufacture and Refinishing

Garment Factory
T-shirts
Children's Clothing
Women's Clothing
Graduation Gowns
Jeans
General Labor
Glass and Plastic Security Products

Hay Production
Hosiery and Gloves
HVAC Equipment Production of Metal Parts

Janitorial Products

Knitting

Lamp Plug Assembly
Lead Wheel Weights
License Tags
Light Fixtures
Limousines

Machine Shop
Mattress and Pillow Manufacturing
Meat Processing
Mesh and Canvas Bags
Metal Products

**PRODUCTS (con'd)**

Mop Manufacturing

Name Plates

Neon Display Signs

Oil Burner Accessories Assembly

Oil Field Pumps

Optical Lab

Orchards

Output Choke Assembly

Paint Manufacturing

Park Furnishings

Picnic Tables

Plant Nursery

Planters

Playground Equipment

Pontoon Boats

Pork Products

Poultry and Eggs

Pressure-Treated Lumber

Road Signs

Safety Vests

Sheet Metal Assembly

Silk Screen Shop

Sign Shop

Soap Plant

Sod Farm

Solar Energy

Speaker System, Custom Wood, Assembly

Stained and Etched Glass

Survey and Grade Stakes

Swine Herd

Telephone Reconditioning

Textile Products

Timber Management

Tire Recapping

Truck Modifications

**PRODUCTS** (*con'd*)

Upholstery

Vegetable Farm

Vinyl Waterbeds

Welding

Wood Products (Refinishing)

Wood Door Panels

Wood Pallets

Wood Novelty Products, Squirrel Feeders, Banks

Wood Stakes

SERVICES

Asbestos Abatement

Bulk Mailing Services

Catering Service

Commercial Laundry

Computer Aided Design

Cost Accounting

Data Entry

Desktop Publishing

Drafting

Dry Cleaning

Engraving

Graphics

Letter Press

Message Answering and Paging Service

Micrographics

Microfilming

Painting (Interior and Exterior)

Prepared Food Packaging

Printing

Publishing County Atlases

**SERVICES (con'd)**

Purchasing

Restaurant
Reservation Service

Shoe Repair
Stockroom (Office Supplies)
Storm Window Repair

Telephone Sales and Customer Service
Typewriter Repair

Warehousing

ORIENTATION

All inmate workers receive an orientation for their new job. This orientation includes information on:

1. Safety requirements, including warnings about dangerous areas or activities.
2. Work rules, including starting, break, and quitting times.
3. Any compensation program, including good time and other non-monetary incentives.
4. Performance evaluation procedures, including performance measures (being on time, learning new skills, performing work assigned without being reminded) and schedule.

At the conclusion of the orientation, the inmate worker signs a form specifying the areas discussed and his/her understanding of the material, with special emphasis on any safety requirements.

TIMEKEEPING

Each work supervisor maintains a daily record of the sign-in and sign-out of inmate workers under his/her supervision. The inmates sign the record sheet and the supervisor verifies the record with a visual check. This is not a substitute for inmate counts by correctional officers. This record supports the calculation of good time earned and is submitted regularly to the staff who maintains those records.

**COMPENSATION**

Federal court cases to determine whether inmates are covered under the Fair Labor Standards Act “and are thus entitled to monetary wages for their work in jail industries” have, to date, reached contradictory conclusions. (For a detailed discussion of the pertinent cases, see the “Gaps and constraints” later in this chapter.)

Under the provisions of the Prison Industry Program (PIE), which permits the sale of inmate produced goods across state lines, inmates workers must be paid wages comparable to wages paid for similar work in the same area. This must be verified by Department of Employment Security’s Labor Market and Economic Analysis Branch (LMEA). There is a fee for LMEA services. (See further discussion under “Gaps and constraints.”)

As non-monetary compensation for their work, industry workers may receive: a preferred housing assignment, extended gym and recreation time, greater freedom of movement, and/or the opportunity for other work assignments. In addition, they may receive vocational training certificates, job placement opportunities, and extra uniform changes.

DURATION

Inmates serving a local sentence are expected to work either in the institution, on work crew, or in industry. Work is expected to continue throughout their sentence.

SCHEDULE

Industry workers start at 8:00AM and finish at 4:30PM. They have a half hour for lunch at the industry site and mid-morning and mid-afternoon breaks.

RULES AND SANCTIONS

Workers remain at their job assignment as long as their security status permits or until they are accepted for a new assignment. If they fail to abide by facility rules appropriate to the assignment, they will be subject to disciplinary action. Their security status may be modified by that action which will prevent their presence in the work area.



**WORKPLACE
RULES**

Rules specific to the work area are:

1. Two instances of unexcused absences or failure to be on time is cause for dismissal.
2. Workers are actively engaged in specific activities as directed by their supervisor.
3. Workers utilize equipment only after instruction by their supervisor and must use that equipment when and in the manner prescribed by the supervisor.
4. Workers do not disrupt the activities of other workers. Horseplay and profanity are not acceptable.
5. Workers are expected to keep their work areas neat and clean and contribute to the cleanliness of the entire area.

EVALUATION

The monthly evaluation uses a checklist with room for comment. (See Worksheet: "Inmate Worker Evaluation Checklist" for a generic form.)

Who will staff the programs?

Industry programs may be run as part of the jail or by an outside business which uses inmate labor. If an outside business operates the industry, the jail provides correctional supervision. If the jail operates the industry, the jail provides a combination of business management and correctional supervision. Most of this discussion assumes the jail operates the industry.

There are benefits to an outsider operating the industry. The jail and the county do not need the business or technical expertise necessary to produce the product. The jail provides the labor force, correctional supervision, and usually, but not always, the space.

There are also some disadvantages. One is that the jail and county do not receive the profits. Also, there is a constant demand for labor which is not subject to fluctuations in jail populations.



Whoever operates the industry also manages the marketing and sales of the product, purchasing and inventory control, business planning, and financial management and pricing. Those activities, and the daily management of the industry, are the responsibility of a jail industry manager. The jail administrator works closely with the industry manager. Together they ensure that the industry remains a viable business operation.

In addition to the jail industry manager, there is a work supervisor who also serves as a correctional supervisor. There are also accounting, payroll and other administrative functions which need to be performed by either an employee of the jail or of the jail industry.

RECRUITMENT AND SCREENING

The industry supervisor is competent to manage a small business and specifically a small industry producing this product. As in many small businesses, the supervisor is required to perform many functions: run a lathe, keep the books, make sales calls. In a correctional setting, the supervisor oversees people who are unaccustomed to the structure and routine necessary to produce a quality product. They must be able to work, teach, and supervise simultaneously.

Good supervisors can be found in similar settings outside the correctional environment: as shop managers or small industry operators.

TRAINING

Industry supervisors function as correctional officers. They must complete the course for correctional officers, and know and understand how standard operating procedures are applicable in the industry setting. Supervisors also receive training in the work skills curriculum they teach to inmate workers and in the evaluation process associated with that curriculum. After they have assumed their position, supervisors continue to receive on-the-job training in vocational education and correctional policies and procedures.

SUPERVISION

Industry supervisors are themselves supervised by the correctional agency; specifically by the program manager or jail administrator.

**TURNOVER**

Minimizing turnover is essential to the stable operation of an industry. The market's confidence in the product or service is dependent on the consistency of the industry's supervisory work force and their adherence to quality.

What is the workers' environment?**SAFETY CODES**

State statutes and administration codes regarding working conditions for specific industries are applicable to all inmate workers. Conditions for industry workers are regulated by the life safety codes defined in the Washington Industrial Safety and Health Act (WISHA). The Building Code can specify egress and utility requirements, depending upon the industry. Health, sanitation and plumbing codes may come into play. Labor and employment codes define working conditions, hours, breaks, and benefits. Workplace compensation regulations have already been mentioned. Worker training requirements are a factor in some industries. Once an industry has been identified, these codes must be checked and should be reflected in the operating procedures of that industry.

LOCATION AND EQUIPMENT

Jail industries have been operated in dayrooms and corridors, with materials and equipment stored in closets when the industry shuts down. The location and equipment depend upon the industry. The "Site Evaluation for Washington Marketplace" Worksheet contains a checklist of the essential questions that need to be addressed in describing the facility and equipment available for an industry. This list was developed to assist jails in locating a private business interested in operating a jail industry. It is equally applicable as a first step in assessing the limitations of your location and equipment.

Who will administer?**PROVIDER**

A jail industry can exist in one of several organizational forms:

1. As an agency of the jail.
2. As an independent, quasi-public corporation.

**RELATIONSHIPS WITH
OTHER PROGRAMS**

3. As a subcontractor to the Department of Corrections Division of Correctional Industries.
4. As a subcontractor to the Jail Industries Board.

Industry workers are expected to be in an educational program if their basic literacy skills are deficient or if they elect to participate in school. Industry workers attend school during their off hours.

**RELATIONSHIPS WITH
CUSTODY STAFF**

Custody staff supervise inmate workers when the inmates are not at work or participating in a program activity. Disciplinary actions on the living unit may result in removal from an industry. Because custody staff decisions can have significant impact on the size of the industry work force, it is critical that industry and custody staff communicate.

Custody staff may supervise inmates while they are at work. Under most circumstances this is not a good use of resources. If the industry is operated by the jail and is located in close proximity to the jail's main activity areas, corrections officers should include the industry area in their regular rounds. If the industry is operated by an outside business or is located outside the secure perimeter of the jail and is staffed by medium security inmates, then there should be a corrections post in the industry area.

**RELATIONSHIPS WITH
OTHER WORK SETTINGS**

Industry workers are overseen by an advisory group of stakeholders: business, labor, the Economic Development Council (EDC), and/or the Private Industry Council (PIC). The advisory group reviews industry performance, recommends new industries, advocates for jail industry among community groups, and reviews worker compensation packages.

**MANUAL OF POLICY
AND PROCEDURES**

The Standard Operating Policies and Procedures for the work programs includes policies and procedures specific to the operation of work programs and also includes information on facility policies and procedures:

1. Facility emergency plan.
2. Post orders for corrections officers assigned work responsibilities.



3. Inmate movement procedures.
4. Inmate count procedures.
5. Procedures for searches and shakedowns.
6. Medical emergency procedures.
7. Information on disciplinary procedures.
8. Health and safety procedures.



All work programs

What is the cost?

Inmate work programs are funded by the agencies benefitting from their labor. Programs for institutional support workers are a benefit to the jail and the costs associated with those are already borne by the jail. The costs of work crews are underwritten by agency payments to the jail or absorbed by agencies when they supply supervision and transportation. The costs of industry programs are paid out of money received in exchange for the goods or services produced by that industry.

DIRECT EXPENDITURES

As work programs become more elaborate, costs such as the facility, equipment, and marketing go up. The costs described below only cover basic supervision and equipment.

Institutional work programs in the kitchen, laundry, and maintenance areas are included in the cost of operating the jail. There is added staff effort, but too small to merit another position, since inmate workers in institutional support jobs receive training and are rewarded for good work. There cost of counting institutional support as a work program is small: the budget includes \$100 per annual student position for vocational instruction materials.

When the *work crew program* consists of one or two inmates working outside the jail, the cost of work crews is negligible: the cost of a different colored jumpsuit or a second pair of shoes. A supervisor is provided by the staff of the agency benefitting from the service, or by

correctional staff occasionally checking on the inmate's location and activity.

When a *full work crew program* is implemented, there are additional costs: at minimum, for the work supervisor and for crew transportation. Crews also need equipment, some of which is available from the contracting agency and some of which is not. Crews also need proper clothing.

The work crew supervisor functions as a correctional officer and is paid at or above the entry-level salary for that position. Supervisors receive the training of a correctional officer. Two weeks of initial training at the correctional academy is included in the budget, as is the cost of additional training in subsequent years. Work crew supervisors function as vocational instructors; as such they are encouraged to attend the Correctional Education Association annual conference.

The van for transporting the crew is a capital expense; its operating costs are not and are included in the budget. Crew members are expected to supply their own work boots. Crew uniforms are jeans, T-shirts, and weatherproof jackets which are included as uniforms in the operating costs of the jail. There is \$100 per annual student position for vocational education materials.

The *industry program* budget is constructed as though it were a private sector business. The only exception is that inmates are paid a minimum wage rather than the regular industry rate for the function they perform. Industry costs include personnel, the supervisor and his/her state and federal withholding, and inmate wages and their state and federal withholding. There is also the cost of materials—whatever is necessary for the industry—and overhead costs, such as rent, telephone, and utilities.

Inmates working in industry—particularly an industry which sells on the open market and across state lines—receive benefits (Social Security/medical, industrial insurance, unemployment insurance) like any employee. This benefit package equals 16 percent of their wages.

Capital costs include equipment, which depends on the product or service, and facility costs for any renovation necessary to accommodate the industry. Actual figures depend upon the specific industry.

INDIRECT EXPENDITURES

Indirect expenditures include the administrative overhead and any costs for correctional supervision. These costs are a contribution to the operation of any work program and should be reflected when calculating the revenues and expenditures for those programs.

How to measure the program's success?**CRITERIA**

Work programs are a success if the expected product is provided and its quality maintained. Programs set annual objectives based on last year's experience and the anticipated demands of the coming year. Thus the cook notes the number of meals to be produced, the work crew chief projects the number of hours to be worked and the revenues to be generated, and the industry manager lays out a business plan with expected sales, expenditures and profits.

Quality is less easily measured but critical to the success of a work program. Industries employ the same quality controls used in the corresponding private sector industry. Thus if a widget maker in the private sector samples every 25th widget and checks to see that it meets specifications, then the jail industry does likewise. The work crew supervisor and the industry manager systematically call the consumers of their goods and services, asking if the work has met their expectations. Feedback from the quality control checks affects the training of inmate workers, production procedures, and supervision.

REPORTING

Annual reports of hours worked, numbers of inmate workers, and achievement in sales and profits should be prepared by the work program supervisors and submitted to the jail administrator as part of the annual program review.



Current practice

Every jail uses inmate workers to maintain its facility. Inmates assist the cook in the kitchen, or mop floors in the day rooms. They may shovel snow in the winter and cut grass in the summer on the courthouse grounds. They “detail” county cars.

Inmates with specific skills build cabinets for county offices; they paint walls or refinish furniture.

Jail administrators acknowledge that an inmate worker is easier to manage than an inmate who sits around all day.

Who is eligible?

Inmate workers are usually post-sentenced felons or misdemeanants, whose offense does not make them a threat to the community or at risk of escaping. People convicted of drug-related offenses or sexual abuse or assault offenses, and people with pending holds or warrants are generally not eligible for work.

In the past women have been more limited than men in their work opportunities; however, most jails now have several kinds of jobs available or set aside for women, and some space to house these workers.

Because only sentenced inmates can be ordered to work, some counties assume they are the only inmates who may be willing to work. Other counties ask inmates if they want to work; this way the county is not seen as forcing inmates to work.

How are inmates screened?

Many jail administrators use a screening committee of shift supervisors and line officers to determine which inmates get to work. Other administrators handle this task themselves, or delegate it to a classification officer.

In either case several factors seem constant. The inmate's behavior in jail—his/her cooperative attitude and present infractions—are examined. The inmate's skills or work history is also reviewed.

If s/he is a repeat offender, behavior during his/her previous stay is also examined. Smaller jurisdictions often prefer repeat offenders for work assignments as the inmate is known to staff and his/her behavior is predictable.

Seniority (length of time in the facility) may also be a screening factor. Those with more time to serve may get job assignments over those with less than 15 days on their sentences.

Finally, many jurisdictions require a physical examination for potential workers. They are concerned about liability if an inmate should injure him/herself, and are concerned about health risk with people who work around food.

Some jurisdictions also ask workers, particularly those working outside the jail perimeter, to sign a liability release form.

Several jails screen all eligible inmates as they enter the facility so the administrator can easily place inmates as work opportunities come up.

What are the work opportunities?

Work opportunities are usually divided into three categories: inside workers are those inmates who assist in the kitchen, handle the laundry, or maintain the facility mopping floors, washing windows, or emptying trash; outside workers are those inmates who pick up litter, maintain grounds, or wash cars; and work crews, work releasees, or people on electronic monitoring are those inmates designated under court order who may work at some remote location, with or without jail staff supervision, who usually report to jail at the beginning and end of each working day.

ORIENTATION The jail administrators did not mention an orientation time or period for their inmate workers, either inside or outside. Whether workers are expected to learn their new jobs by watching what their peers do, or may receive some instruction from their supervisors is not clear. Possibly both may occur.

Work crews usually have a supervisor whose responsibility is both to teach and supervise his people. Hence, crews are taught how to do their jobs and are corrected when they make mistakes.

COMPENSATION Reducing the time an inmate spends in jail is the most common means of compensation for inmate workers. If good time for regular inmates is one day out of seven, good time for inmate workers may be one day out of five. Good time may also vary from one type of job to another; usually kitchen workers receive the most available good time.

Because work crews and work releasees have been court ordered to these programs, there is often no good time granted when participating in either of these programs. Inmates may be compensated in other ways, however. The opportunity to get outside the facility every day, the opportunity to learn skills which might lead to a job on the outside, and even the opportunity to work instead of sit are forms of compensation.

Most counties regard these work categories as diminishing security levels from inside worker to work releasee. Yet, there is little movement for an individual inmate through this continuum. This may be due to a familiar problem in any work environment; that is, the inmate becomes skilled doing a particular job, and the supervisor is reluctant to move him/her to another.

As jail capacities have increased, more working opportunities have occurred. However, one of the limits on work, either inside or outside the jail perimeter, is separate housing space for workers.

What is the schedule?

The time frames in which inmates work are often dependent on when supervision is available. (See "Supervision" for further detail.)

Kitchen workers may work any shift, depending on the number of people to be fed. Laundry workers and inside maintenance workers may work day or swing shift. The outside workers and work crews generally work day shift.

Inmates usually work less than a full shift: four to six hours, for example. Those who work outside may work four ten-hour day shifts, but have three days off. No one works more than 40 hours per week.

What are the rules for inmates' participation?

Inmate workers are expected to behave cooperatively, speak courteously, and work diligently. They are also expected to maintain good conduct *outside* the work environment; that is, in the cell blocks and dayrooms. Infractions are usually cause for dismissal from work.

Some inmate jobs require wearing a uniform that is different (in color) from what other inmates wear. Work crews may have an entirely different look: a jacket, cap, and T-shirt.

Some jurisdictions prefer that crew members be easily identified as jail inmates. Thus, the crew members wear jail uniforms, often orange coveralls. At least one county marks the work site with temporary signs: County Jail Work Crew. (This practice, which resulted in citizens throwing things at the crew, is being reconsidered by that county.)

Other jurisdictions prefer a less conspicuous image but still require crew members to wear an identifying badge of some kind.

Who provides the supervisors?

Each work location—kitchen, outside grounds, maintenance—usually provides supervision for inmate workers. When inmates leave the jail perimeter to work for another county agency, that agency generally provides supervision.

People who supervise inmate workers usually receive no training for this role. They may be knowledgeable in the work to be performed (the cook in the kitchen, the grounds maintenance person), but they are expected to teach the inmate by working beside him/her.

Work crews are usually supervised by their own chief, who is hired just for that purpose. This person usually knows the work and knows how to teach the worker, due to his/her previous experience. Road crews in one county are supervised by reserve sheriff's deputies, who are volunteers.

Work releasees are usually expected to find their own jobs (with its own supervision) before they are accepted into a work release program. Several larger counties have hired job counselors to assist inmates in their job search, but this is *not* a common practice.

Several jail administrators speak of having spread their shift supervisors so thin that the jail cannot permit inmates to work outside its perimeter at all. Officers at one jail have recently gone from eight to twelve hour shifts to bridge supervision gaps, and to allow the development of additional working programs.

Who administers the program?

The jail administers all work programs inside its facility, and most programs that employ inmates outside its facility.

Several counties have separate corrections departments which administer programs that are court-ordered, such as

work crews, work release, electronic monitoring, and DWI alternative programs.

What are the assessment criteria?

How the jails measure success or failure in work programs is not clear. For some, it may be simply that their inmate worker positions (both inside and outside the facility) are filled, and the work that needs to get done is being performed.

What is missing is some measurement of the individual worker's performance. For example, how well has the worker performed as the cook's helper or as the outside maintenance helper?

For jails that employ inmates under court orders—that is, work crews and work releasees—assessment criteria may be built into the work activity. Thus, if a worker does not show up to work, s/he goes back to court. But exactly what criteria exist to measure individual performances are not clear.



Gaps and constraints

LEGISLATION

Legislation prohibiting the interstate shipping of inmate-produced goods was enacted in the 1930's. The law was amended by Congress in 1979, exempting seven states under the Private Sector/Prison Industry Enhancement (PIE) Program. PIE was expanded in 1984 to 20 exemptions and again in 1990 to 50 exemptions.

- The *Sumner-Ashurst Act (18 U.S.C. 1761)* makes the interstate shipping of prisoner-made goods a crime—whether or not a state has barred their importation. However, the Act exempts agricultural commodities, the manufacturing of parts for farm

machinery, and products made by inmates for use by federal or state governments.

- The *Prison Industry Enhancement (PIE) Program* was enacted by Congress in 1979 to amend the laws that restrict the sale of inmate-made goods in interstate commerce. Seven states were granted exemptions.
 - In 1990, the Justice Assistance Act continued and expanded the private sector initiatives authorized originally in 1979. Under the Act, up to 50 correctional agencies may be certified for exemption from interstate commerce bans. Certification is coordinated by the Bureau of Justice Assistance. The PIE Program imposes two requirements for certification: 1) a portion of any inmate earnings must go toward supporting programs that provide aid to crime victims; and 2) representatives of organized labor and private industry must be consulted when inmate work programs are established. As of March 1989, 18 states and two counties had been certified.
 - Further legislation was passed by Congress in July 1990, raising the number of exemptions available under the Justice Assistance Act to 50.

Additional federal statutes and regulations pertain to the use of inmate labor in federal contracts:

- The *Walsh-Healey Public Contracts Act (41 U.S.C. 35-45)* establishes minimum wages and working conditions for all persons employed to work on federal contracts for the manufacture of furnished goods in excess of \$10,000. The Act has been consistently interpreted to bar states from using their own inmate labor in the performance of applicable federal contracts.
- *Executive Order 11755* requires every federal contract to include a clause forbidding the use of state inmate labor except in limited circumstances, such as inmates on parole or probation, or inmates participating in work-release programs.

- *Executive Order 325A* bars use of state prisoners on all federal contracts but permits contracts for already finished goods. This allows state or local correctional industries to contract with federal agencies for finished goods (within the \$10,000 limit established by the *Walsh-Healey Act*).

COURT CASES

Several recent federal court cases have rendered contradictory decisions on whether inmate workers are covered by the Fair Labor Standards Act and are thus entitled to monetary compensation for their work. Among these are:

- In 1992, the Ninth Circuit Court of Appeals [*Hale v. Arizona*, 967 F.2c 1356 (9th Cir., 1992)] found that inmates in two Arizona industries programs were “employees” and thus eligible for minimum wages and time-and-a-half for overtime. Inmates were defined as employees if their employment met these tests:
 - The employer has the power to hire and fire.
 - The employer supervises and controls employee work schedules or conditions of employment.
 - The employer determines the rate and method of payment for the worker.
 - The employer maintains employment records.

NOTE: The Ninth Circuit Court has jurisdiction in the State of Washington.

- The Seventh Circuit Court of Appeals [*Vanskike v. Peters*, 974 F.2d 8096 (7th Cir., 1992)] disagreed, finding that these factors (above) “fail to capture the true nature of the relationship [between inmate and prison] for essentially the presuppose a free labor situation.” This court found that the Fair Labor Standards Act did not protect inmates.

NOTE: This is becoming the prevailing point of view in subsequent cases. It is too early to tell if this will ultimately have an impact on the Ninth Circuit Court’s previous ruling.

- “Convicts for hire” programs have also been called into question by other court cases: see *Watson v.*

Graves [909 F.2d 1549 (5th Cir., 1990)] and Carter v. Dutchess Community College [753 F.2d 8 (2d Cir., 1984)].

As one of its first acts, the Jail Industries Board should request an attorney general's opinion on the issue of inmate compensation.

Under the provisions of the Prison Industry Program, the Labor Market and Economic Analysis Branch of the Department of Employment Security must certify that the jail industry does not displace workers outside the jail, that there is not a surplus of workers in the community with those skills, and that no existing contracts will be infringed upon.

**LIMITATIONS WITH
INMATE WORKERS**

Not enough inmates want to work. Several strategies can be used to overcome this obstacle, including providing incentives related to future employment: e.g., work experience on a résumé or transferable training. Other incentives are built into the work itself such as pay, good time, and other rewards on the job. There are also disincentives associated with not working, such as limited privileges on the living unit. Some jails build work directly into their classification system: if you work, you earn more privileges on the unit such as more TV, later lights out, more visitation privileges, or more phone time.

There may not be enough inmates to get necessary work done. This may be the result of having too narrow a set of criteria for selection. It helps to presume that all sentenced inmates should work and then eliminate those who are unacceptable by a set of pre-defined criteria.

Some inmates are unqualified or unmotivated to work. They may be poor workers who are unskilled and untrained, and have little prior work experience. They need work experience more than other inmates.

**CONFLICTS WITH THE
WORK FORCE**

The concern that inmate workers might supplant regular government employees has been overcome in some counties by stressing work that county employees would not do or would prefer not to do.

The further concern that inmate workers might supplant private sector employees is relieved. Work done by inmates is that which private sector employees would not do. If the jail industry produces a product which would go out of state, certain wage requirements must be met.

LACK OF JOBS

It may be difficult to maintain a sufficient number of work projects (for a crew), or business opportunities (for an industry). Staff time must be available for developing work opportunities; that is, marketing inmate services, whether it is for an industry or work crew.

Resources

Funding

LISTINGS

Corrections Clearinghouse (CCH) of the Washington State Department of Employment Security maintains a list of "Possible Funding Resources for Jail Industries" giving sources, amounts, project descriptions and contact information. This list is updated weekly.

Contact:

- Doug Jacques, Director
Corrections Clearinghouse
Employment Security Department
P.O. Box 9046
Olympia, WA 98507
☎ (206) 438-4060

BJA

The Bureau of Justice Assistance provides funding (\$29 million for 50-70 projects in FY 93) to encourage development and implementation of projects which respond to prison and jail overcrowding and high rate of youth offenders who serve time in traditional correctional institutions.

Contact:

- Bureau of Justice Assistance
633 Indiana Avenue NW
Washington, D.C. 20531
☎ (202) 307-1065

NIC The National Institute of Corrections Jails Division was established in 1977 to assist the nation's jails. They accept applications for funding throughout the fiscal year. The amounts for technical assistance are small, no more than \$10,000.

Contact:

- NIC Jails Division
1960 Industrial Circle, Suite A
Longmont, CO 80501
☎ (303) 682-0639

Technical Assistance

WASHINGTON MARKETPLACE

The Marketplace Program of the Washington State Department of Trade and Economic Development was established by legislation in 1988 to stimulate commerce between local buyers and local sellers, making it easy for them to increase in-state trade with each other by substituting competitive local products for those purchased out-of-state. The program maintains a large database with files on 35,000 companies and 95 products and services. The staff uses three dozen sources to track information on companies and public agencies seeking specific products and services. They match those requests to buy with database information and notify Washington companies of interest in their products and services.

The Marketplace Program provides some of the impact analysis data needed for the labor market analysis performed by the Employment Security Department, Labor Market and Economic Analysis Branch. They also create "due diligence" reports, which detail the financial capacity and the liabilities—including political—of potential businesses.

Washington Marketplace does business development or deal structuring. In this capacity they assist businesses—including those that might use inmate labor—in finding new locations.

They also provide some non-monetary start-up assistance, in the sense of advising people who are beginning a business.

Contact:

- Rob Gilmore, Manager
Marketplace Program
Washington State Department of Trade and Economic
Development
Business Assistance Center
2001 6th Avenue, Suite 2610
Seattle, WA 98121
☎ (206) 389-2563/SCAN 576-2563/
Fax: (206) 464-7735

PIE PROGRAM

Under the 1984 Justice Assistance Act, up to 50 correctional agencies may be certified for exemption from the interstate commerce ban on inmate-produced goods under the Private Sector/Prison Industry Enhancement (PIE) Program. The certification is coordinated by the Bureau of Justice Assistance.

Contact:

- Louise Lucas, Special Programs Manager
Prison Industry Certification Program
Bureau of Justice Assistance
U.S. Department of Justice
633 Indiana Avenue, NW
Washington, DC 20531
☎ (202) 307-1065

ACA

The American Correctional Association (ACA) provides technical assistance to prison and jail industry programs through the Prison Industry Enhancement Certification Program.

Contact:

- Robert J. Verdeyen
PIE Project Coordinator
American Correctional Association
8025 Laurel Lakes Court
Laurel, Maryland 20707
☎ (301) 206-5044

**JAIL INDUSTRIES
PROJECT**

The National Institute of Justice (NIJ) Jail Industries Project provides technical assistance to local jurisdictions interested in starting a jail industry. They interpret jail industry broadly to mean any work program which pays inmates for their labor.

Contact:

- Rod Miller, Project Director
NIJ Jail Industries Development Program
CRS, Inc.
P.O. Box 234
Kents Hill, ME 04349
☎ (207) 685-9090

NICJC

The National Institute of Corrections Jail Resource Center in Hennepin County, MN provides an opportunity to see a working industry in a local jail.

Contact:

- Harry Lichy
ACF Industries Program Manager
Hennepin County Adult Detention Center
300 S. 4th St.
Minneapolis, MN 55415.
☎ (612) 348-5112

Materials

A number of publications explain the considerations and processes necessary for putting together a jail industry.

George E. Sexton, Rod Miller, and Victor J. Jacobsen. *Operating Jail Industries: A Resource Manual*. Ed. Peter Finn (Washington, D.C.: National Institute of Justice, May 1990).

Rod Miller et al. *Developing a Jail Industry: A Workbook*. Fourth draft (Washington, D.C.: National Institute of Justice, October 1990).

Correctional Industries Handbook for Line Supervisors. (Laurel, MD: American Correctional Association, March 1990).

The American Correctional Association has also produced a useful, although somewhat dated, review of prison industry:

A Study of Prison Industry: History, Components, and Goals. January 1986.

NEWSLETTER

The American Correctional Association publishes a quarterly newsletter for correctional industries:

CI-NET News

Contact:

- Correctional Industries Network
American Correctional Association
8025 Laurel Lakes
Laurel, MD 20707
☎ (301) 206-5100, x281



National exemplary programs

Strafford County Department of Corrections

Type of facility:	County Jail
Capacity:	68
Inmates served:	122 annually; up to 24 assignments available
Staff:	2 full-time; 3 part-time (40 hours/week total); additional staff contracted to assist with classes; volunteers

This program emanates from one of two counties certified under the federal exemption from the interstate commerce ban on inmate-produced goods. Started in 1985 with a NIC grant, the jail's original and, to this day, primary industry is assembling electronic components for a local manufacturing company. The shop also performs seasonal and overload work for several private businesses. The industry program—started in a small room with a few inmates—grew into the gym and now is in a renovated barn used as a production facility. The jail receives JTPA funds for additional services provided through the jail industries program (see below). Inmates are medium-security, pre-trial detainees who receive special privileges for participating in the program.

PROGRAMS:

Industry Goals: 1) reduce inmate idleness and tap a major resource; 2) create, develop and reinforce work habits for inmates, build self-esteem, motivate inmates to prepare for reintegration as productive members of the community, and wherever possible, develop skills; 3) produce products and deliver services that are needed in the public or private sector; 4) generate revenue to, at a minimum, offset all industry operating costs and some county costs for confining inmates; 5) to compensate inmates consistent with their production, using funds to (in order of priority):

contribute to the costs of confinement, pay fines, court costs and restitution, contribute to the support of the family, and contribute to a mandatory savings program which would build funds available upon release.

Industry Examples: GFS Manufacturing (electronic components), Governor's Lilac Commission (8,000-plant nursery), Waste Management (clean roads for private firm), Curtiss 1000 (mailings), General Linen (sewing and repair), Colby Footwear, University of New Hampshire (surplus equipment), Fornax (assembly of components for furnaces that burn recycled oil).

Other services: pre-placement testing, counseling, linkage with educational and substance abuse programs in the jail, job-readiness classes, pre-release counseling, family counseling, job placement, and follow-up.

CONTACT: Marilyn Allen, Industries Director, Strafford County Jail, County Farm Road, Dover, NH 03820.
 ☎ (603) 742-3310. ♦

Belknap County Department of Corrections

Type of facility:	County Jail
Capacity:	76
Inmates served:	4-6 assignments available
Staff:	the program was set up to use no additional security personnel

Started in late 1988, this program is the other based in the one of only two counties certified to use inmate labor to produce items traded across state lines (see Strafford County above). They primarily produce wooden crutches

in a work space that was previously a meeting room. Inmate are paid piece rates comparable to those in the private sector. Workers pay between 33 and 41 percent of their net earnings for room and board and five percent to a victims assistance fund. They are encouraged to use the remaining portion for family support during incarceration; otherwise, it is placed into an account until release. Work is restricted to inmates with minimum and medium security classifications, often following non-paying work assignments in the kitchen and on road clean-up.

PROGRAMS:

Industry Goals:

1) reduce idleness and inmate tension; 2) create an opportunity for inmates to have "real work" for "real pay;" 3) provide inmates with the opportunity to learn and develop good work habits; 4) create and income for the county by deducting room and board costs from the inmates' earnings to help defray the high cost of incarceration.

Industry Examples:

4 inmates produce approximately 20,000 wooden crutches per month for Calley & Currier, Inc.; work agreements exist also with several other organizations.

Other services:

pre-placement testing, counseling, linkage with educational and substance abuse programs in the jail, job-readiness classes, pre-release counseling, family counseling, job placement, and follow-up.

CONTACT: Walter Newcomb, Superintendent, Belknap County Department of Corrections, 1194 N. Main St., Laconia, NH 03246. ☎ (603) 742-3310. ◇

SOURCES: Walter Newcomb, "Jail Industries: Belknap County, New Hampshire," *American Jails*, November/December 1990, pp. 106-108; Jill Conley, "New Hampshire counties lead the way," *County News*, November 20, 1989. ◇

Kennebec County's OUI Program

Type of facility:	County Jail
Capacity:	90
Inmates served:	an average of 135 per year during the first four years of the program
Staff:	13 staff for admissions and introductory program; 6 staff for evenings/nights; 9 staff to supervise work; plus 1 administrator and 1 cook.

The OUI (Operating Under the Influence) program for first-time offenders was started in 1986 to cope with the increased number of offenders sentenced under Maine's newly beefed-up drunk-driving law. The alternative-sentence, weekend work/educational program provides the community with savings in the areas of general cleaning, maintenance, and repair work, and gives the offender a one-day reduction in the mandatory 72-hour jail sentence and keeps them out of jail, as well as providing educational programming on driving while intoxicated. County officials report a reduction in recidivism for first-time offenders from 33 percent to less than five percent, and at a cost reduced from \$50/day for incarcerated offenders to less than \$1/day for OUI program participants. Participants are housed in a local school at no cost to the county. The success of the OUI program prompted the introduction of a Multiple Offenders Program in 1990.

PROGRAMS:

Industry Goals:	to reduce the jail overcrowding; to reduce physical and psychological damage to otherwise "average" first-time offenders through contact with "hardened" criminals; to provide work and public service at substantial savings to the public; to teach responsibility and accountability and motivate offenders to seek help when needed.
Industry Examples:	participants engage in general cleaning, maintenance and repair work

Other services: educational programming focuses on responsibility, accountability and motivation to seek help when needed.

CONTACT: Sheriff Frank Hackett, Kennebec County Jail, 115 State Street, Augusta, ME 04330. ☎ (603) 742-3310.

SOURCE: "Kennebec County reduces crowding through work and education," *Detention Reporter*, No. 79, May 1990. ◇

Hennepin County Adult Correctional Facility

Type of facility:	County Jail
Capacity:	400
Inmates served:	60 assignments available
Staff:	N/A

Begun in 1981 as a one-year experiment, the shop now employs 60 sentenced inmates—both men and women—who work in private sector jobs which are obtained through competitive bidding, require little experience, and can be done by a work force with high turnover.

Examples include cleaning silverware for Northwest Airlines and packaging records and tapes for Viking Records. Inmates must be detained two weeks before being screened, have at least 10 days remaining in their sentence, and be approved by a Classification Team made up of the supervisor of counseling, the medical supervisor, the correctional officer, the classification supervisor, and the clerk of industry. Inmates are disqualified if they have a history of escape, or have committed an aggressive or sexually aggressive offense. They are paid a piece rate not to fall below Minnesota's minimum wage. Federal withholding taxes and a per diem Industry Fee are deducted. Shop staff supervisors are also corrections officers and provide security.

PROGRAMS OFFERED:

Industry Examples:	cleaning airline silverware; packaging record and tapes.
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CONTACT: Harry Lichy, ACF Industries Program Manager, Hennepin County Adult Detention Center, 1245 Shenandoah Lane, Plymouth, MN 55447.

☎ (612) 476-0870.

SOURCE: Susan D. Grubb, "Hennepin County claims first jail industry," *County News*, November 20, 1989 ♦

Ventura County's Rose Valley Work Camp

Type of facility:	County Jail
Capacity:	1300
Inmates served:	approximately 470
Staff:	1 sergeant, 10 deputies, 6 sheriff's service technicians, 3 cooks

Rose Valley Work Camp was opened on May 1, 1989. It houses only minimum security inmates who have been in custody at least 30 days. Inmates are considered by application and are screened for criminal history, behavior, medical history, and intelligence. Those accepted agree to work and participate in at least one self-improvement program. Programming includes substance abuse education, basic literacy and vocational education which is funded in part by JTPA money. Inmates participate in a variety of work projects in the workcamp and provide offsite assistance to the U.S. Forest Service as well. While the daily routine suggests a paramilitary setting, the improved living conditions, lower security environment, opportunities for self-improvement, pride in their work, and an atmosphere more conducive to staff-inmate interaction are responsible for high morale.

PROGRAMS OFFERED:

Program goals:	to provide a safe and secure environment for the incarceration of minimum security inmates while at the same time requiring them to engage in meaningful work projects in an effort to directly or indirectly offset
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Industry Examples: the cost of their incarceration.
construction, landscaping, wood and metal shops, Santa's workshop, cleaning of campgrounds, planting trees, and maintenance of forest firebreaks and trails.

Other programs: Drug/alcohol education; basic literacy education, job counselling, job-specific training.

CONTACT: Sheriff John Gillespie, 800 S. Victoria Avenue, Ventura, CA 93009. ☎ (805) 654-2276.

SOURCE: "Ventura County's Rose Valley Work Camp," *Detention Reporter*, No. 78, April, 1990. ◇

APPENDIX A: Funding Sources

Current work programs, as such, are not usually initiated with funding from outside agencies. County current expense revenues purchase the vans and work supervisors. Inmate welfare funds, generated through commissary and phone profits, are used. Some facilities make ten percent profit on commissary items and phones; others make 30 percent. Once a work crew is operational, the crew generates some revenue above expenditures. Those funds can be used to buy equipment or another van, or to start a vocational training program. The funds from electronic home detention and from work release are used to start other programs. Urinalysis and breathalyzer revenues are potential start-up funds. Industry profits feed other program development. Some counties sell beds or program slots to gain program development monies.

APPENDIX B: Work Programs

WORK: County by County

Adams:

Inside workers only: janitorial and laundry, men and women.

Sentenced misdemeanor offenders, no violent offenses, no drugs, no escape risk, physically fit. Selected by jail commander and/or shift supervisor.

Asotin:

Inside workers: kitchen and laundry.

Sentenced misdemeanor and felony offenders, review past record and behavior, interview inmate.

Work crew does community service work, recruited from general population, sentenced, candidate for trustee.

Work release program.

Benton:

Inside workers: kitchen, janitorial, laundry. Outside workers: grounds maintenance, washing cars. Work crews: employed by cities. Women may only work inside facility.

Selection criteria same for all groups: minimum security inmates, sentenced, no infractions. Court officer keeps chronological list of those requesting work. Shift supervisor checks lists, confirms conditions, and gets liability release from inmate.

Work release, school release, electronic monitoring.

Chelan:

Inside workers: kitchen, janitorial, laundry. Mostly men. Supervised by cook. Women may work for city auditor or assessor.

Outside workers: county maintenance (painting, lawn work), city parks, museum, Humane Society. Supervised by agency that employs.

Selection criteria: inmate request, staff recommendation, background checked.

Work release, school release.

Clallam:

Inside workers: kitchen, janitorial, laundry.

Selection criteria: inmate request, behavior in jail, usually sentenced offenders. Selected by one officer.

Clark:

Inside workers: kitchen, janitorial, laundry, commissary, booking. Inspector runs program, selects and supervises. Selection criteria: inmate request, current charges, past record, classification.

Outside workers: general labor, maintenance, wash cars.

Selection criteria: no escape risk, no drug or sex offenses, no assault on officers. Inspector runs program, selects and supervises.

Work crews (out of custody): Men and women, supervised by crew chief.

Program runs seven crews, seven days a week; each chief works four 10-hour days.

Two types of work: public service (no pay) and work for pay. Public service work: county parks maintenance, clean clarifiers, maintain county railroad rights of way, refurbish baseball fields. Work for pay¹: litter pick, city park maintenance.

Selection criteria: sentencing conditions, screened by program which can refuse person.

Alternative community service: men and women. Selection criteria: sentencing conditions, screening by program. Non-profit agencies contract with corrections, set limits, employ and supervise.

Work release program. Employment specialist and job readiness training provided through combined funding from Department of Corrections, Corrections Clearinghouse and Clark County general fund.

¹ The corrections department is paid for inmate work. The inmate is not paid.

Cowlitz:

All inmates screened at booking; eligibility for programs determined.

Inside workers: kitchen, janitorial, laundry.

Selection criteria: interview, misdemeanor offender, prefer sentenced people, no charges or warrants, no escape risk.

Work crews: (both in-custody and out-of-custody).

Program runs two in-custody crews and one out-of-custody crew. Each crew has crew chief. Two types of work: public service (no pay) and work for pay. Public service: county parks litter pick, clean beaches, maintain grounds, assist senior centers with setting up for meetings, assist low-income neighborhoods with rehab work. Work for pay²: school districts labor (painting, sheet rock, building forms), public works (county and state) litter pick, break down appliances at county dump.

Selection criteria same for both crews: condition of sentence, interviewed for participation. Supervised by crew chief.

Franklin:

Inside workers: kitchen (women on one shift), janitorial, laundry. Selection criteria: no violent crimes, sentenced offenders. Custody officer selects.

Outside workers: washing cars, shovel snow, move shelves and files, fairgrounds clean-up. Selection criteria: no violent crimes, sentenced offenders, no escape risk. Agency that hires supervises, picks up and delivers workers.

Work release, school release program.

Grays Harbor:

Inside workers: kitchen, maintenance clean-up. Selection criteria: inmate request, recommendation of shift sergeant (present behavior, infractions), background (prior convictions), no assault, escape, holds, sentenced offender.

Outside workers: wash cars, clean shop area. Selection criteria: inmate request, recommendation of shift sergeant (present behavior, infractions), background (prior convictions), no assault, escape, holds, no drug offenses, sentenced offender.

Work crew (in-custody): dig ditches, clean county parks, clean seedlings off roads, clean sewage tanks. Selection criteria: inmate request, physical conditioning.

Work release, school release program.

² See previous note: corrections receives money; inmate does not.

Kent:

Inside workers: kitchen, janitorial, laundry, library. Selection criteria: length of stay (over 14 days), misdemeanor offenders, U.S. Marshal felony offenders, behavior modification. Selected by trustee coordinator.

Work crew (in-custody): detail cars, pick up and wind hoses, janitorial maintenance. Selection criteria: length of stay (over 60 days), misdemeanor offenders, no outstanding warrants, may come from general population or inside worker. Agency that hires, supervises.

Work release program.

King:

Inside workers: kitchen, janitorial, laundry, booking, commissary. Both men and women. Selection criteria: minimum security classification, pre- and post-sentenced offenders, no violent offenses, interviews by classifications staff, inmate request. Officer who supervises, selects workers.

Outside workers: maintenance of courthouse, administration and jail buildings and grounds. Supervised by maintenance crew supervisor. Selection criteria: sentenced, eligible for work release.

Work crews: Serve meals, clean up after meals, inside and outside maintenance (mop, sweep, move files), office orderlies. Selection criteria: sentenced, work release eligible, in-custody, short term, may not be employable due to sentencing conditions.

Work release and electronic (voice) monitoring programs.

North Rehabilitation Facility also has work crews, separate for men and women. Food service, litter pick, laundry, commissary, assist at police precincts, pass out HIV prevention kits. Selection criteria: minimum security classification, misdemeanor and screened felony offenders with chemical dependencies.

Kitsap:

Inside workers: kitchen, janitorial, laundry, library. Selection criteria: sentenced, medical clearance, previous good behavior. Selected by classification sergeant and kitchen supervisor.

Outside workers: grounds work. Selection criteria: sentenced, medical clearance, previous good behavior. Selected by classification sergeant, supervised by road crew supervisor.

Work release program.

Kittitas:

Inside workers: kitchen, janitorial, laundry. Selection criteria: inmate request, sentenced, previous record. Selected by corrections committee, jail administrator finally.

Pre-sentenced inmates, who are indigent, may work in exchange for commissary privileges. Painting, shampoo carpets, clean walls, wash windows. Directly supervised by corrections staff.

Work release program.

Klickitat:

Inside workers: kitchen, janitorial, laundry. Selection criteria: inmate request, may be pre- or post-sentenced, length of stay, behavior in jail. Selected by jail staff and sergeant.

Work crews (in-custody) - "outside work detail": courthouse maintenance, county road maintenance in summer. Selection criteria: working record (will check with other jails), no violent offenses, pre- or post-sentenced, length of stay, behavior in jail.

Lewis:

All inmates classified for inside or outside work after arraignment and commitment.

Inside workers: Food service, maintenance, pod cleaners, laundry. Selection criteria: inmate request, jail behavior (observed two weeks), pre- or post-sentence, no limit on offense, length of stay over 30 days. Selected by classifications committee.

Outside workers: Grounds maintenance.

Work crews (in-custody): Animal shelter, parks department, county maintenance. Agency that hires, supervised and transports workers. Class for county maintenance personnel concerning how inmates may manipulate them is taught by jail administrator.

School release.

Okanogan:

Inside workers: Kitchen, janitorial. Selection criteria: no sexual or violent offenses. Selected by corrections staff committee.

Outside workers: Courthouse maintenance, city parks, road crews. Agency that hires, supervises.

Farm laborers: work on land donated to jail. Selection criteria: volunteers, repeat offenders (previously worked inside facility), sentenced. Jail staff transport and supervise.

Pacific:

Inside workers: Kitchen, janitorial. Selection criteria: no drug charges, no weapons charges, length of stay over 30 days (except repeat offenders). Selected by jail administrator, based on staff recommendations.

Outside workers: Gardening, carpentry, painting. Selection criteria: previous work inside facility. Supervised by courthouse maintenance staff.

Skagit:

Inside workers: Kitchen, janitorial, laundry. Selection criteria: inmate request, sentenced felony or misdemeanor offender, Class B or C offense. Worker signs agreement.

Work crew (in-custody) - "work detail": county parks, set up for meetings of county and city departments. Selection criteria: inmate request, criminal history, sentenced misdemeanor offenders, no drug or violent offenses. Agency that hires, supervises.

Work release program.

Skamania:

Inside workers: Kitchen, janitorial. Selection criteria: previous history and behavior, sentenced felony and misdemeanor offenders, no violent offenses.

Work crew (out-of-custody): clean parks, maintain guard rails, paint, remove tree limbs. Selection criteria: sentence up to 30 days, no serious felony offenders, no assaultive behavior. Corrections officer transports and supervises; agency that hires, instructs crew. Workers bring proof of own insurance. Jail provides tools and clothes.

Snohomish:

Inside workers: (part of program module; see introduction for details). Kitchen, laundry, booking, maintenance, module cleaners. Also three kitchen positions where workers receive training in institutional cooking.

Work crew (in-custody): Road crew, fairgrounds clean-up, car washing, grounds maintenance. Selection criteria: referral from district court, may be felony or misdemeanor offenders, no violent offenses, minimum security risk. Agency that hires, supervises.

Work crew (out-of-custody): Road crew, fairgrounds clean-up, car washing, grounds maintenance. Selection criteria: referral from district court, may be felony or misdemeanor offenders, screened by program with conditions for participation such as drug and alcohol counseling.

Work release, DWI alternative, electronic monitoring programs.

Spokane:

Inside workers: Kitchen and janitorial (men), laundry (women only). Selection criteria: inmate request, pre- and post-sentence, no security threat, seniority. Selected by classification officer.

Work release program at Geiger Field.

Stevens:

Inside workers: Janitorial. Selection criteria: sentenced offender, no drug offenses, no assaultive behavior.

Thurston:

Inside workers: Kitchen, janitorial, laundry. Selection criteria: minimum custody status, pre- or post-sentenced misdemeanor offenders, post-sentenced felony offenders, behavior in jail, no warrants or holds, medical clearance. Selected by shift supervisor. Evaluated daily.

Outside workers: (same as work crew) County health, parks, public works, school districts. Women work at animal control, county health. Selection criteria: minimum custody status, sentenced misdemeanor and felony offenders, behavior in jail, no warrants or holds, medical clearance, previous status as inside worker. Evaluated daily. Agency that hires, supervises.

Work release, electronic monitoring programs.

Walla Walla:

Inside workers: (can also work outside) Kitchen, janitorial, laundry. Selection criteria: sentenced misdemeanor and felony offenders, no violent offenses, behavior in jail. Selected by shift sergeants.

Outside workers: (same group as above). Wash cars, clean sheriff's office, move files. Selection criteria: sentenced misdemeanor and felony offenders, no violent offenses, behavior in jail. Selected by shift sergeants.

Whatcom:

Inside workers: Kitchen, janitorial, laundry. Selection criteria: sentenced, medium or low risk misdemeanor and felony offenders.

Outside workers: Building maintenance. Occasional work.

Work crew (out-of-custody): Program used as alternative to work release. County parks work. Selection criteria: court recommendations, jail screens, may refuse. Parks department supervises.

Work release, electronic monitoring programs.

Whitman:

Inside workers: Kitchen (may cook), janitorial, laundry. Selection criteria: inmate request, sentenced, no warrants, repeat offenders. Selection by classification committee.

Outside workers: (same group as above) Clean walks, drain fire dept. hoses, distribute food commodities, painting, cabinet work, office support. Selection criteria: inmate request, sentenced, no warrants, repeat offenders. Selection by classification committee.

Work release, school release program.

Yakima:

Inside workers: Kitchen, janitorial, laundry. Selection criteria: interview, background check, no assaultive behavior, no escape risk, pre- and post-sentence misdemeanor offenders.

Outside workers: Wash city cars, manual labor for county departments. Corrections staff or agency that hires, supervises. Occasional work.

Electronic monitoring program.

APPENDIX C: Enabling Legislation

EHB 1033, passed during the 1993 legislative session, establishes a state-wide jail industry program. This bill does not define jail industry in general. It does describe two variations on one type of industry, free venture: the *employer model* in which a for-profit or non-profit organization, through an agreement with local government, produces goods or services for both public and private sectors; and the *customer model* in which an industry produces goods or services for Washington businesses that are currently produced, provided, and assembled by out-of-state or foreign suppliers.

ENGROSSED HOUSE BILL 1033

AN ACT Relating to city and county jail industries; and adding a new chapter to Title 36 RCW.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

Sec. 1. Cities and counties have a significant interest in ensuring that inmates in their jails are productive citizens after their release in the community. The legislature finds that there is an expressed need for cities and counties to uniformly develop and coordinate jail industries technical information and program and public safety standards state-wide. It further finds that meaningful jail work industries programs that are linked to formal education and adult literacy training can significantly reduce recidivism, the rising costs of corrections, and criminal activities. It is the purpose and intent of the legislature, through this chapter, to establish a state-wide jail industries program designed to promote inmate rehabilitation through meaningful work experience and reduce the costs of incarceration. The legislature recognizes that inmates should have the responsibility for contributing to the cost of their crime through the wages earned while working in jail industries programs and that such income shall be used to offset the costs of implementing and maintaining local jail industries programs and the costs of incarceration.

Sec.2. Unless the context clearly requires otherwise, the definitions in this section apply throughout this chapter.

- (1) "Board" means the state-wide jail industries board of directors.
- (2) "City" means any city, town, or code city.
- (3) "Cost accounting center" means a specific industry program operated under the private sector prison industry enhancement certification program as specified in 18 U.S.C. § 1761.
- (4) "Court-ordered legal financial obligation" means a sum of money that is ordered by a superior, district, or municipal court of the State of Washington for payment of restitution to a victim, a statutorily imposed crime victims compensation fee, court costs, a county or interlocal drug fund, court appointed attorneys' fees and costs of defense, fines and other legal financial obligations that are assessed as a result of a felony or misdemeanor conviction.
- (5) "Free venture industries" means types of industries which produce products, goods, or services through two modalities:
 - (a) *Employer model:* An agreement between city or county and a private sector business or industry or nonprofit organization to produce goods or services to both public and private sectors;
 - (b) *Customer model:* An industry operated and managed to provide Washington State manufacturers or businesses with products or services currently produced, provided, and assembled by out-of-state or foreign suppliers.
- (6) "Jail inmate" means a preconviction or postconviction resident of a city or county jail who is determined to be eligible to participate in jail inmate work programs according to the eligibility criteria of the work program.
- (7) "Private sector prison industry enhancement certification program" means that program authorized by the United States Justice Assistance Act of 1984, 18 U.S.C. § 1761.

Sec.3. A state-wide jail industries board of directors is established. The board shall consist of the following:

- (1) One sheriff and one police chief, to be selected by the Washington Association of Sheriffs and Police Chiefs;
- (2) One county commissioner or one county councilmember to be selected by the Washington State Association of Counties;
- (3) One city official to be selected by the Association of Washington Cities;
- (4) Two jail administrators to be selected by the Washington State Jail Association, one of whom shall be from a county or a city with an established jail industries program;
- (5) One prosecuting attorney to be selected by the Washington Association of Prosecuting Attorneys;
- (6) One administrator from a city or county corrections department to be selected by the Washington Correctional Association;
- (7) One county clerk to be selected by the Washington Association of County Clerks;

- (8) Three representatives from labor to be selected by the Governor. The representatives may be chosen from a list of nominations provided by state-wide labor organizations representing a cross-section of trade organizations;
- (9) Three representatives from business to be selected by the Governor. The representatives may be chosen from a list of nominations provided by state-wide business organizations representing a cross-section of businesses, industries, and all sizes of employers;
- (10) The Governor's representative from the Employment Security Department;
- (11) One member representing crime victims, to be selected by the Governor;
- (12) One member representing on-line law enforcement officers, to be selected by the Governor;
- (13) One member from the Department of Trade and Economic Development to be selected by the Governor;
- (14) One member representing higher education, vocational education, or adult basic education to be selected by the Governor; and
- (15) The Governor's representative from the Correctional Industries Division of the State Department of Corrections shall be an ex-officio member for the purpose of coordination and cooperation between prison and jail industries and to further a positive relationship between state and local government offender programs.

Sec. 4. The board shall, at the request of a city or county, offer advice in developing, promoting, and implementing consistent, safe, and efficient offender work programs.

The board may also develop guidelines and provide technical assistance for the coordination of jail industries programs with basic educational programs.

Sec. 5. The board shall require a city or a county that establishes a jail industries program to develop a local advisory group, or to use an existing advisory group of the appropriate composition, to advise and guide jail industries program operations. Such an advisory group shall include an equal number of representatives from labor and business. Representation from a sheltered workshop, as defined in RCW 82.04.385, and a crime victim advocacy group, if existing in the local area, should also be included.

A local advisory group shall have among its tasks the responsibility of ensuring that a jail industry has minimal negative impact on existing private industries or the labor force in the locale where the industry operates and that a jail industry does not negatively affect employment opportunities for people with developmental disabilities contracted through the operation of sheltered workshops as defined in RCW 82.04.385. In the event a conflict arises between the local business community or labor organizations concerning new jail industries programs, products, services, or wages, the city or county must use the arbitration process established pursuant to section 6 of this act.

Sec. 6. The board, in accordance with chapter 34.05 RCW, shall:

- (1) Establish an arbitration process for resolving conflicts arising among the local business community and labor organizations concerning new industries programs, products, services, or wages;
- (2) Encourage the development of the collection and analysis of jail industries program data, including long-term tracking information on offender recidivism;
- (3) Determine, by applying established federal guidelines and criteria, whether a city or a county jail free venture industries program complies with the private sector prison industry enhancement certification program. In so doing, also determine if that industry should be designated as a cost accounting center for the purposes of the federal certification program; and
- (4) Provide technical assistance with product marketing.

Sec. 7. The board may receive funds from local, county state, or federal sources and may receive grants to support its activities. The board may establish a reasonable schedule of suggested fees that will support state-wide efforts to promote and facilitate jail industries that would be presented to cities and counties that have established jail industries programs.

Sec. 8. The board shall initially convene at the call of the representative of the Correctional Industries Division of the State Department of Corrections, together with the jail administrator selected from a city or a county with an established jail industries program, no later than six months after the effective date of this act. Subsequent meetings of the board shall be at the call of the board chairperson. The board shall meet at least twice a year.

The board shall elect a chairperson and other such officers as it deems appropriate. However, the chairperson may not be the representative of the Correctional Industries Division of the State Department of Corrections nor any representative from a state executive branch agency.

Members of the board shall serve terms of three years each on a staggered schedule to be established by the first board. For purposes of initiating a staggered schedule of terms, some members of the first board may initially serve two years and some members may initially serve four years.

The members of the board shall serve without compensation but may be reimbursed for travel expenses from funds acquired under this chapter.

Sec. 9. A city or a county that implements a jail industries program may establish a separate fund for the operation of the program. This fund shall be a special revenue fund with continuing authority to receive income and pay expenses associated with the jail industries program.

Sec. 10. Cities and counties participating in jail industries are authorized to provide for comprehensive work programs using jail inmate workers at worksites within jail facilities or at such places within the city or county as may be directed by the legislative authority of the city or county, as similarly provided under RCW 36.28.100.

Sec. 11. When an offender is employed in a jail industries program for which pay is allowed, deductions may be made from these earnings for court-ordered legal financial obligations as directed by the court in reasonable amounts that do not unduly discourage the incentive to work. These deductions shall be disbursed as directed in RCW 9.94A.145.

In addition, inmates working in jail industries programs shall contribute toward costs to develop, implement, and operate jail industries programs. This amount shall be a reasonable amount that does not unduly discourage the incentive to work. The amount so deducted shall be deposited in the jail industries special revenue fund.

Upon request of the offender, family support may also be deducted and disbursed to a designated family member.

Sec. 12. A jail inmate who works in a free venture industry shall be considered an employee of that industry only for the purpose of the Washington Industrial Safety and Health Act, chapter 49.17 RCW, as long as the public safety is not compromised, and for eligibility for industrial insurance benefits under Title 51 RCW. However, eligibility for benefits for either the inmate or the inmate's dependents or beneficiaries for temporary total disability or permanent total disability under RCW 51.32.090 or 51.32.060, respectively, shall not take effect until the inmate is discharged from custody by order of a court of appropriate jurisdiction. Nothing in this section shall be construed to confer eligibility for any industrial insurance benefits to any jail inmate who is employed in a nonfree venture industry.

Sec. 13. In the event of failure or discontinuance of a free venture industry agreement, responsibility for obligations under Title 51 RCW shall be borne by the city or county responsible for establishment of such free venture industry, as if the city or county had been the employing agency.

Sec. 14. To the extent possible, jail industries programs shall be augmented by education and training to improve worker literacy and employability skills. Such education and training may include, but is not limited to, basic adult education, work towards a certificate of educational competence following successful completion of the general educational development test, vocational and preemployment work maturity skills training, and apprenticeship classes.

Sec. 15. Until sufficient funding is secured by the board to adequately provide staffing, basic staff assistance shall be provided, to the extent possible, by the Department of Corrections.

Sec. 16. Sections 1 through 15 of this act shall constitute a new chapter in Title 36 RCW.

Sec. 17. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.

RCW 72.09.070 - 72.09.130 which created the Department of Corrections also established correctional industries programs. Five types of industry were defined. They are: free venture industry, tax reduction industry, institutional support, community work, and community service.

1. Class I: Free venture (private sector partnerships) industry - employed 227
FY92 - two of 12 sell outside state
 - a. Operated by for-profit or non-profit organization
 - b. Producing goods or services for sale to both the public and the private sector
 - c. Paying inmates at no less than 60 percent of the prevailing wage if selling within the state, and 100 percent of prevailing wage if selling outside the state. The latter is a federal requirement under the PIE certification.
 - d. Paying worker's compensation insurance costs.
2. Class II: Tax reduction (revolving fund) industry - employed 675
 - a. State owned and operated
 - b. Producing goods and services for tax-supported agencies and non-profit organizations
 - c. Reducing the public sector costs for these goods and services
 - d. Paying the inmate a gratuity wage which shall not exceed federal minimum wage
 - (1) \$.30 to .90 per hour (FY92)
 - (2) \$4.25 per hour for asbestos removal
3. Class III: Institutional support industries - employed 3,288
 - a. Operated by the Department of Corrections, Division of Correctional Industry
 - b. Producing goods and services necessary to the operation of the institutions
 - c. Providing basic work training and experience
 - d. Providing forty hours of work or training a week
 - e. Offsetting, when possible, tax and other public support costs
 - f. Paying the inmate a gratuity wage set by the Secretary
 - (1) \$30 to \$50 per month
4. Class IV: Community work industries - employed 481
 - a. Operated by the Department of Corrections, Division of Community Corrections, at work release or pre-release facilities
 - b. Producing services in the community at reduced cost. These services are provided directly to public agencies, the poor or infirm or to nonprofit organizations.
 - c. Employing inmates who remain in facilities operated by or contracted for by DOC.

- d. Paying the inmate a gratuity not exceeding the minimum wage for this work
 - (1) \$.25 to \$4.25 an hour
 - e. DOC pays workers compensation insurance and liability costs for the employer
5. Class V: Community service programs
- a. Supervised by the Department of Corrections
 - b. Employing offenders in community service programs operated by state, local or nonprofit agencies
 - c. Paying no wage
 - d. Enabling offenders to work off community service orders from the court
- A. Some funds are deducted from inmate wages for the cost of industry operations, for crime victims compensation, restitution, savings, and family support. Deductions cannot be so onerous as to discourage the inmate from working.
- B. There must be a system of incentives for good conduct and disincentives for poor conduct. Incentives may include earned early release. Earned early release credits may be accrued for work, work training or educational achievement.

In-custody work crews fall under the definition of work release as "a program of partial confinement available to offenders who are employed or engaged as a student in a regular course of study at school. Participation in work release shall be conditioned upon the offender attending work or school at regularly defined hours and abiding by the rules of the work release facility.

In 1991 ESHB 1780 permitted the use of "work crews" as a sentencing alternative for felony offenses.

Work crew was defined in Sec. 1. RCW 9.94A.030 and 1991 c 32 § 1 as amended to read as follows: "a program of partial confinement consisting of civic improvement tasks for the benefit of the community of not less than thirty-five hours per week that complies with section 2 of this act. The civic improvement tasks shall be performed on public property or on private property owned or operated by nonprofit entities, except that, for emergency purposes only, work crews may perform snow removal on any private property. The civic improvement tasks shall have minimal negative impact on existing private industries or the labor force in the county where the service or labor is performed. The civic improvement tasks shall not affect employment opportunities for people with developmental disabilities contracted through sheltered workshops as defined in RCW 82.04.385. Only those offenders sentenced to a facility operated or utilized under contract by a county are eligible to participate on a work crew. Offenders sentenced for a sex offense as defined in subsection (29) of this section are not eligible for the work crew program."

Sec. 2. "...Participation in a work crew is conditioned upon the offender's acceptance into the program, abstinence from alcohol and controlled substances as demonstrated by urinalysis and breathalyzer monitoring, with the cost of monitoring to be paid by the offender, unless indigent; and upon compliance with the rules of the program, which rules shall include the requirements that the offender work to the best of his or her abilities and that he or she provide the program with accurate, verified residence information. Work crew may be imposed simultaneously with electronic home detention.

"Where work crew is imposed as part of a sentence of nine months or more, the offender must serve a minimum of thirty days in total confinement before being eligible for work crew.

"An offender who has successfully completed four weeks of work crew at thirty-five hours per week shall thereafter receive credit toward the work crew sentence for hours worked at approved, verified employment. Such employment credit may be earned for up to twenty-four hours actual employment per week provided, however, that every such offender shall continue active participation in work crew projects according to a schedule approved by a work crew supervisor until the work crew sentence has been served.

"The hours served as part of a work crew sentence may include substance abuse counseling and/or job skills training.

"The civil improvement tasks performed by offenders on work crew shall be unskilled labor for the benefit of the community as determined by the head of the county executive branch or his or her designee. Civic improvement tasks shall not be done on private property unless it is owned or operated by a nonprofit entity, except that, for emergency purposes only, work crews may perform snow removal on any private property. The civic improvement tasks shall have minimal negative impact on existing private industries or the labor force in the county where the service or labor is performed. The civic improvement tasks shall not affect employment opportunities for people with developmental disabilities contracted through sheltered workshops as defined in RCW 82.04.385. In case any dispute arises as to a civic improvement task having more than minimum negative impact on existing private industries or labor force in the county where their service or labor is performed, the matter shall be referred by an interested party, as defined in RCW 39.12.0101(4), for arbitration to the director of the department of labor and industries of the state.

"Whenever an offender receives credit against a work crew sentence for hours of approved, verified employment, the offender shall pay to the department administering the program the monthly assessment of an amount not less than ten dollars per month nor more than fifty dollars per month. This assessment shall be considered payment of the costs of providing the work crew program to an offender. The court may exempt a person from the payment of all or any part of the assessment based upon any of the following factors:

- (1) The offender has diligently attempted but has been unable to obtain employment that provided the offender sufficient income to make such payment.
- (2) The offender is a student in a school, college, university, or a course of vocational or technical training designed to fit the student for gainful employment.
- (3) The offender has an employment handicap, as determined by an examination acceptable to or ordered by the court.
- (4) The offender is responsible for the support of dependents and the payment of the assessment constitutes an undue hardship.
- (5) Other extenuating circumstances as determined by the court.”

Sec. 3 (17) RCW 9.94A.120 and 1990 c 3 § 705 are amended to read as follows:

“In any sentence of partial confinement, the court may require the defendant to serve the partial confinement in work release, in a program of home detention, on work crew, or in a combined program of work crew and home detention.”

Sec. 4 RCW 9.94A.180 and 1988 c 154 § 4 are amended to read as follows:

“(1) An offender sentenced to a term of partial confinement shall be confined in the facility for at least eight hours per day or, if serving a work crew sentence shall comply with the conditions of that sentence as set form in RCW 9.94A.0303(23) and section 2 of this act. The offender shall be required as a condition of partial confinement to report to the facility at designated times. An offender may be required to comply with crime-related prohibitions during the period of partial confinement.

(2) An offender in a county jail ordered to serve all or part of a term of less than one year in work release, work crew, or a program of home detention who violates the rules of the work release facility, work crew, or program of home detention or fails to remain employed or enrolled in school may be transferred to the appropriate county detention facility without further court order but shall, upon request, be notified of the right to request an administrative hearing on the issue of whether or not the offender failed to comply with the order and relevant conditions. Pending such hearing, or in the absence of a request for the hearing, the offender shall serve the remainder of the term of confinement as total confinement. This subsection shall not affect transfer or placement of offenders committed to the state department of corrections.”

Sec. 5. RCW 9.94A.190 and 1988 c 154 § 5 are each amended to read as follows:

(1) "...A sentence of not more than one year of confinement shall be served in a facility operated, licensed, or utilized under contract, by the county, or if home detention or work crew has been ordered by the court, in the residence of either the defendant or a member of the defendant's immediate family."

1. Mary J. Mande, *Opinions on Sentencing in Washington: The Results of Four Focus Groups*, Washington State Sentencing Guidelines Commission, March 30, 1993.

2. This list began with a list already produced by the American Correctional Association in its report, *A Study of Prison Industry*, January 1986, and includes extensive additions from other sources.

Inmate Worker Evaluation Checklist¹

INMATE'S NAME _____

WORK ASSIGNMENT _____

EVALUATION PERIOD _____

1. MAINTAINS ACCEPTABLE ATTENDANCE/PUNCTUALITY

- 0 Absent or late more than 3 days
- 2 Absent or late 2-3 days
- 4 Absent or late 1 day
- 6 No absences or tardiness

2. COMPILES WITH RULES, REGULATIONS, LAWS AND RESPONSIBILITIES

- 1 Observes rules when watched
- 2 Observes rules most of time
- 4 Observes rules at all times
- 5 Helps promote observance of rules

3. TAKES INITIATIVE AND DEVELOPS SKILLS

- 1 Marginal
- 3 Fair
- 5 Good, upper 50%
- 7 Seeks responsibility; self starter

4. MAINTAINS ACCEPTABLE APPEARANCE AND HYGIENE

- 1 Needs reminding
- 2 Fair
- 3 Average, sustains acceptable level
- 4 Always neat and clean

5. TAKES DIRECTIONS ACCURATELY AND WILLINGLY

- 1 Marginally accurate and willing
- 3 Generally accurate and willing
- 4 Usually accurate and willing
- 6 Always accurate and willing

6. TAKES CARE OF WORKING AREA

- 1 Needs reminding
- 2 Fair
- 3 Average, sustains acceptable level
- 4 Always neat and clean

¹ This form is a combination of that used by Strafford County, NH and Philacor, Philadelphia, PA.

7. TAKES CARE OF EQUIPMENT, MATERIALS AND/OR STOCK

- 1 Marginal
- 3 Fair
- 5 Careful, minimal losses, upper 50%
- 7 No losses, keeps in proper condition

8. PRODUCES ACCEPTABLE AMOUNTS OF WORK

- 2 Marginal
- 4 Fair
- 6 Good, upper 50%
- 8 Exceptional, top 20%

9. PRODUCES WORK OF THE REQUIRED QUALITY

- 2 Marginal
- 4 Fair
- 6 Good, upper 50%
- 8 Exceptional, top 20%

10. MAINTAINS ACCEPTABLE LEVEL OF CARE AND SAFETY, AND IS RELIABLE

- 1 Observes rules when watched
- 2 Observes rules most of time
- 4 Observes rules at all times
- 5 Helps promote safety rules

TOTAL POINTS _____

COMMENTS (PROGRESS, STRENGTHS, IMPROVEMENT NEEDS, RECOMMENDATIONS) _____

WORK SUPERVISOR

- Copies:
- 1st - Work Supervisor
 - 2nd - Inmate File
 - 3rd - Inmate

Instructions: Check one response in each of the 10 sections. Add the points together to get a total score. (Note: Point counts vary in each section because the responses are weighted.) Each time an inmate is evaluated, s/he should achieve a higher (better) score.

Action Plan

The action plan describes the decisions that must be made during the process of developing a jail program. The action plan in each chapter describes the considerations specific to that type of program. Below are the general questions which can serve as a guide when observing someone else's program. Take this worksheet along with you if you visit another jail.

What is the objective of your program?

Who is eligible to an assessment or for the program?

How will you select participants?

What programs will you offer?

Who will provide the training?

Who selects, supervises and trains staff? Who provides equipment and space?

How much will these programs cost? Who will pay for them?

How are you going to measure the success of your programs?

SITE EVALUATION FOR WASHINGTON MARKETPLACE

I. Physical space:

For the room available for the jail industry, please answer the following questions:

1. What are the room's dimensions? $\frac{\quad}{\text{length}}$ x $\frac{\quad}{\text{width}}$ x $\frac{\quad}{\text{height}}$
2. What is the maximum room occupancy? \quad persons
3. What is the floor load? \quad pounds
4. What utilities are available in the room?
 electric service? \quad volts
 water? (circle one): Yes No
5. What is the lighting level? \quad lumens
6. Are there restrooms adjacent to the room? Yes No
 (circle one)
7. Is there a storage cage for tools? Yes No Is there a storage closet? Yes No
 (circle one) (circle one)
8. How many doors? \quad What are their dimensions?
 door #1: $\frac{\quad}{\text{height}}$ x $\frac{\quad}{\text{width}}$ door #2: $\frac{\quad}{\text{height}}$ x $\frac{\quad}{\text{width}}$
9. Do any doors open to the outside? \quad which one(s)? \quad
10. Is there a loading dock off this room? \quad
11. Describe the access driveway/road to the facility:
 clearance (gates/bridges) \quad ft./in. # of lanes \quad maximum tonage \quad

II. Equipment:

What equipment is already available in the jail which may be used for industry?

1. Work tables? how many? \quad
2. Dumpsters? how many? \quad
3. Machinery? \quad
4. Tools? \quad

III. Staff:

What staff are available to supervise/instruct in the work area? (Include résumés for all available staff.)

1. Number of FTEs: _____
2. Previous work experience in industry area:
 Staff #1: _____
 Staff #2: _____
3. Previous teaching experience:
 Staff #1: _____
 Staff #2: _____
4. In addition to instructing inmates in the work area, what is the staff's supervisory role?

IV. Workforce:

1. How many inmates (average) are available to work on a daily basis? _____
2. What is the security classification of these inmates? _____
3. On average, how long would they be available to work prior to release? _____
4. Percentage of workers with basic literacy skills: _____
5. Percentage of workers with basic workplace maturity skills (grooming, punctuality, ability to follow instruction, etc.): _____
6. Percentage of workers with identifiable work skills: _____

V. Administration

1. Please check the shifts on which you would be willing to have industry activity:

	Monday-Friday	Saturday	Sunday
Day	_____	_____	_____
Swing	_____	_____	_____
Graveyard	_____	_____	_____

2. Budget

How much money is your jail willing to contribute to the jail industry:

Capital expenditures (remodeling, equipment): \$ _____

Staff/inmate training (annually): \$ _____

Utilities (annually): \$ _____