



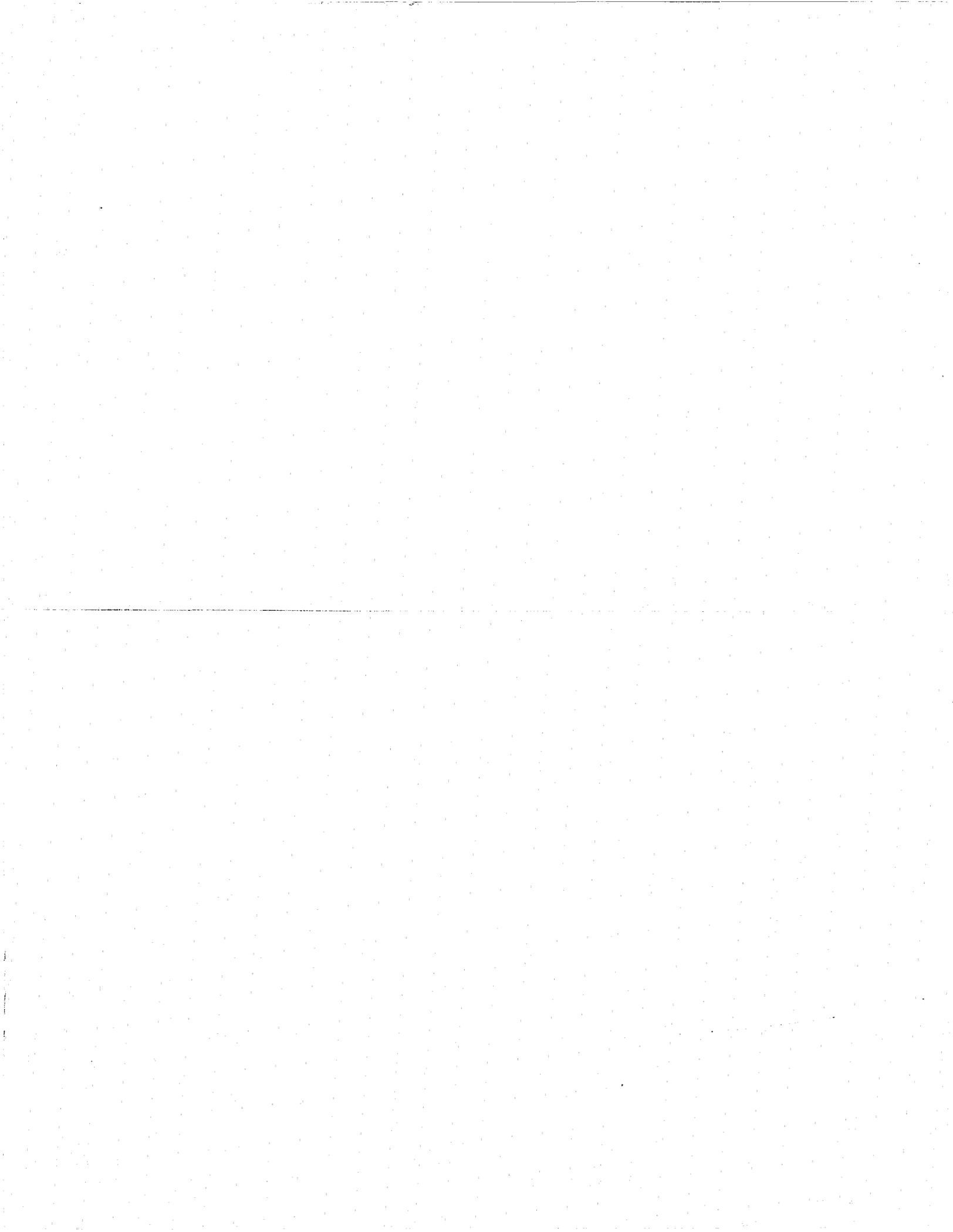
# *Prison Industries*

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National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice



# **PRISON INDUSTRIES**

## **A Selected Bibliography**

compiled by  
**Carolyn Johnson**  
*Corrections Specialist*

**Marjorie Kravitz**  
*Supervising Editor*

**National Criminal Justice Reference Service**

May 1978



**National Institute of Law Enforcement and Criminal Justice**  
Law Enforcement Assistance Administration  
United States Department of Justice

**National Institute of  
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**Blair G. Ewing**  
*Acting Director*

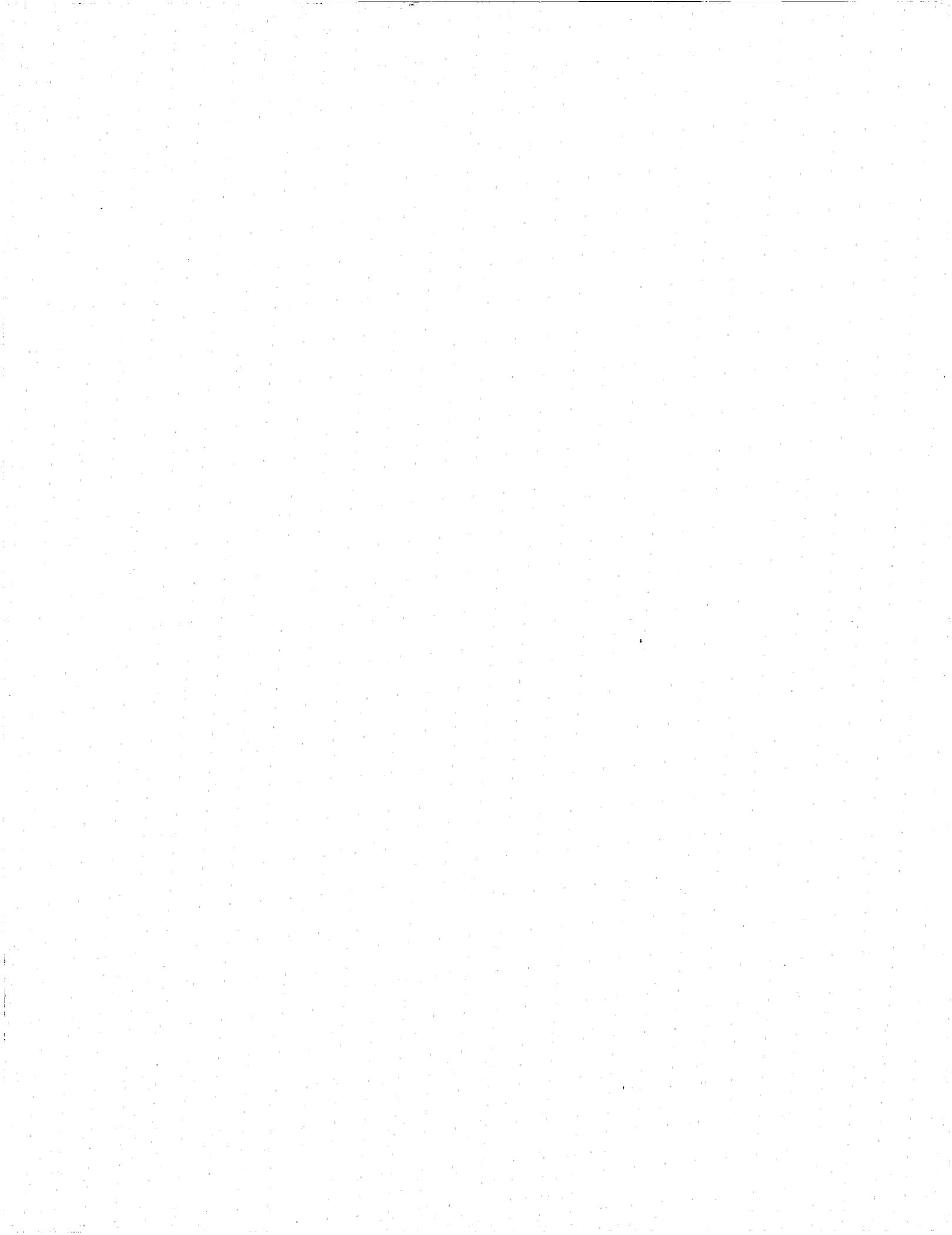
**Law Enforcement Assistance Administration**

**James M. H. Gregg**  
*Acting Administrator*

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## INTRODUCTION

The goals of prison industries are, of necessity, closely bound up with the goals of the prison system. For this obvious reason, the current rethinking of society's purposes in incarcerating criminals--whether for punishment or rehabilitation--leaves the question of prison industry goals unanswered. Surely, the label commonly attached to our prisons, "correctional institutions," reflects a predilection to rehabilitation, but there has been a growing disillusionment about the capacity of the correctional system to successfully rehabilitate offenders.

Concurrent with this philosophical question of punishment or rehabilitation has been an attempt to analyze the role and status of prison industries with the purpose of defining goals and programs to reach the goals. In 1975 the U.S. Department of Labor sponsored a study by the Institute of Criminal Law and Procedure of Georgetown University Law Center (entry 40). More recently, an LEAA study by ECON (entries 30-36) studied the economic and rehabilitative aspects of prison industry. Both of these studies described the problems inherent in prison industries, and both recommended that prison industries be organized to provide real work experience, including full days, competitive employment of inmates, wages that reflect merit and productivity, and experience with equipment and techniques that would be similar to those in private industry. With the implementation of these changes, inmates would be better able to seek employment upon release and have a greater chance of building on their experience in prison industry to become constructive members of society.

Prison industries operate under a number of serious handicaps, including legislatively limited markets, outdated equipment, and, in general, lack of conditions comparable to industry: regular 35- to 40-hour work week, competitive employment, and pay incentives. The shortened work day impinges on the economics of prison industries and, even more important, on the actual work experience of the inmate. Studies have indicated that many convicts have actually never experienced regular employment. A study by the University of Iowa's Center for Labor and Management (entry 37) reported that a sampling of legislators, union leaders, and industrialists indicated that all three groups rated the development of a set of attitudes favorable toward work and the work situation as the foremost goal of prison industries.

Although one important purpose of prison industries is to keep offenders constructively occupied, the 1977 Annual Report of UNICOR (Federal Prison Industries, Inc., entry 27) indicates that during 1977, an average of 5,995 inmates out of a total of 30,000 were employed in prison industries (not including the inmates involved in the maintenance and operations of the institutions themselves). In this paradox is reflected another facet of the complex nature of prison industry programs and goals.

This bibliography has been compiled from the data base of the National Criminal Justice Reference Service to highlight the issues involved in prison industries, both in terms of setting goals and in developing programs to achieve them. Summaries of the types of industries operated by State and Federal prisons are appended.

Information about how to obtain the documents cited may be found on the following page.

## HOW TO OBTAIN THESE DOCUMENTS

All of the documents in this bibliography are included in the collection of the National Criminal Justice Reference Service. The NCJRS Reading Room (Suite 211, 1015 20th Street, N.W., Washington, D.C.) is open to the public from 9 a.m. to 5 p.m. All of the documents cited are also available in at least one of the following three ways:

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# **PRISON INDUSTRIES**

1. AMERICAN CORRECTIONAL ASSOCIATION. Annual Congress of Correction, 104th Proceedings, Houston, Texas, August 18-22, 1974. College Park, Maryland, 1975. 480 p. (NCJ 30907)

These proceedings contain the texts of 45 conference papers which critically examine basic crime, delinquency, and correctional problems and issues. Among the major subject areas covered during the conference are accreditation, sex education in prisons, economic considerations of corrections, correctional industries, and correctional education programs. Also examined are the treatment of juvenile offenders, probation and parole, mutual agreement programing, psychological/psychiatric treatment, and volunteers in corrections.

2. BOPP, A. E. Naive Economic Model of the Maintenance-Corrections Allocation in a Prison. In Brounstein, S. H., and M. Kamrass, Operations Research in Law Enforcement, Justice, and Societal Security. (NCJ 38116). Lexington, Massachusetts, D. C. Heath and Company, 1976. 13 p. (NCJ 38124)

This is a presentation of an economic model of a prison, focusing on allocating prison's resources between maintenance or correctional programs. The four basic areas of budgetary decisionmaking for the prison manager--security, maintenance, prison industry, and educational or corrective programs--are discussed. A model based on the assumptions that the prison size, equipment, and fixtures are fixed commodities; that the State finances necessary expenditures for the level of security desired by the manager; and that prisoners either work to maintain the prison or are involved in the direct correctional program is constructed.

3. CALIFORNIA ASSEMBLY OFFICE OF RESEARCH. Economic Status and Rehabilitative Value of California Correctional Industries: Report. Sacramento, California, 1969. 68 p. (NCJ 04418)

This analysis of the California Correctional Industries documents the inefficiencies and problems of the industrial program in State prisons as of 1969 and suggests an alternative. California Correctional Industries consists of a set of relatively small business operations which employ approximately 3,100 inmates at blue-collar or menial occupations. There are 24 industrial and 14 agricultural enterprises in 9 State institutions. Tables are provided which summarize these industries' 1967-68 sales, number of inmate employees, and sales per inmate. An analysis of the operations and effects of the Correctional Industry program shows that it does not meet its stated objectives. Among the findings presented are that the "employment" provided by the project is tantamount to "idleness," as the indus-

tries use obsolete, inefficient methods and assign more inmates than there are tasks to perform; inmate institutional job performance is poor; Correctional Industry experience does not decrease recidivism; and the type of parole employment appears unrelated to Correctional Industry experience. Statistics are provided which show that the profits of the industry reduce prison costs very little; reasons for this low productivity are examined. Another major problem with the program is that it provides too much competition with private industry. Proposed solutions to Correctional Industry's problems are discussed at length. The basic overall proposal is for phasing out the California Correctional Industries' programs and developing privately operated business programs to replace them. Specific implementation steps and potential problems with program implementation are evaluated. Some of the benefits of the proposed new policy are summarized and include: government competition with private industry could be eliminated or greatly reduced; inmates could learn the work habits, attitudes, and skills required by private industry; prisoners performing satisfactorily would have better chances of employment on release, thus reducing recidivism; and inmate earnings could be allocated to dependent families, reducing State welfare costs. Appendixes provide the suggested composition of a Correctional Employment Opportunity Board, the proposed model legislation, and a copy of a plan for the transfer of correctional industries to the private sector. A bibliography is provided.

4. CALIFORNIA DEPARTMENT OF CORRECTIONS. California: Laws and Guidelines for Local Detention Facilities, Part 1: Guidelines for the Establishment and Operation of Local Detention Facilities. Sacramento, California, 1974. 143 p. MICROFICHE (NCJ 30022)

A guide for correctional administrators and managers which identifies and discusses elements essential to different aspects of the administration and operation of detention facilities is presented. The subjects covered include management and personnel practices, segregation, inmate employment, inmate programs and activities, discipline, camp and farm programs, community resources, food, and female inmates. Those elements which are in one of the California codes are distinguishable from those which are not by references to the codes in which they can be found. An alphabetical index is provided. (The "Guidelines" represent the fourth revision of the original "Minimum Jail Standards" first issued by the California State Board of Corrections in 1946.)

5. CLARK, L. D., and G. M. PARKER. Labor Law Problems of the Prisoner. Rutgers Law Review, v. 28, n. 4:840-860. Spring 1975. (NCJ 30433)

This article examines the history of prisoners as workers during incarceration, the goals their work has been seen to fulfill, and the legislative and judicial decisions which have shaped their legal status. The litigation discussed covers employment-related injury and disability, minimum wages, job seniority and security, pensions, and unions. The authors conclude that in every appropriate way prisoners should be accorded the same rights as other workers and integrated into the general work force. They advocate an end to the state-use system of prison labor so that prisoners can learn skills and work in jobs they can perform on release, the elimination of arbitrary disqualification of prisoners from certain employment on release, and legislation authorizing prisoner unions.

6. CLEMENTS, H. M., R. L. SAUNDERS, JR., G. F. SMITH, and W. B. MCGILL. Correctional Industries. In Annual Congress of Correction, 104th Proceedings, Houston, Texas, August 18-22, 1974. (NCJ 30907). College Park, Maryland, American Correctional Association, 1975. 23 p. (NCJ 30913)

A group of talks given at the 1974 American Congress of Corrections, dealing with a correctional industries feasibility study, the legal aspects of the study, and its marketing research phase, is presented in four separate papers. The goal of correctional industries is not only to reduce the cost of incarceration, but also to produce a law-abiding, taxpaying citizen upon release. It is expected that if inmates are given an opportunity to earn fair wages while confined, they later will be able to assume responsibility to support themselves and their dependents, pay taxes, and possibly make restitution for their crimes. However, correctional industries typically have a rapid turnover of their work force with little incentive for quality performance and generally cannot use the most effective and efficient production methods. The South Carolina Department of Corrections has obtained an LEAA grant for a "Correctional Industries Feasibility Study." The project's goal is to develop detailed implementation plans for correctional industries that will provide inmates with fair wages for their work, on-the-job experience in a modern, efficient industrial or service operation, and meaningful vocational training. The project directors view it from an economic standpoint and believe that rehabilitation will be a natural byproduct. The study is primarily concerned with finding the most feasible approach, whether through existing correctional industries or through joint ventures with private industry. Legal considerations which must be researched include an analysis of existing regulations regarding the sale and manufacture of prison-made goods and drafting regulations to ease some of the existing restrictions. Other questions which arise concern inmate membership in unions, eligibility for unemployment com-

pensation, and the legality of requiring victim restitution out of wages. A number of Federal and State laws exist which limit the interstate transportation and sale of prison-made goods; in South Carolina, they must be purchased and distributed through State agencies. These restrictions have resulted in a severely limited market for the goods and must be changed if inmates are to be paid a competitive wage, help defray the costs of incarceration, and make restitution to their victims. The contractor selected to conduct the study believes that the project can work best through private industry and recommends a system of incentives to encourage local industrial participation. An implementation plan is briefly outlined; it would include information and education about the project and a pilot operation. The expected benefits of the program to the inmates, community, participating industries, and the Department of Corrections are also summarized.

7. CONNECTICUT DEPARTMENT OF CORRECTIONS. Free Venture Model in Connecticut. Hartford, undated. 137 p. (NCJ 49067)

Descriptions of existing and future correctional systems in Connecticut are provided in this proposal requesting funds for the implementation of the Free Venture Model for Correctional Industries. First, the existing and planned correctional system in Connecticut is described, with attention to facilities, programs, and budgets. Future goals, facilities, and programs are underscored, and a model prison industries project is discussed. This is followed by a description of the operational Free Venture Model for Correctional Industries developed jointly by the Department of Corrections, ECON, Inc., and the American Foundation, Inc. The dominant theme of the model prison project in Connecticut is productive labor with private sector efficiency, wages, and relevance. The broad characteristics of the Free Venture Model are a realistic work environment, including a full workday, inmate wages based on work output, and transferable training and job skills; partial reimbursement of the State by inmates for custody and welfare costs; graduated preparation of inmates for release into the community; fixing the responsibility for job placement of inmates upon release into the community, using financial incentives and penalties; and self-supporting or profit-making business operations. A general schema of the Free Venture Model is provided, including descriptions of classification processes, management structure, compensation levels, job placement procedures, hiring procedures, disciplinary processes, and targeted industries. Worker evaluation procedures and postrelease followup are also discussed. Next, descriptions are presented of how the operational model will work within two specific Connecticut correctional institutions, Somers and Enfield, during the first project year; how it will expand into a third institution during the second project year; and how it will move into two others in the third year. Work and manpower scheduling,

worker classification, promotion and transfer procedures, and the model's relationship to nonparticipating parts of the institutions are discussed. An industry institution model is also discussed regarding site selection and institutional procedures. A list of those aspects of the model which have been implemented to date is also provided. The final sections present the project timetable, the proposed budget, and the budget narrative. A solar energy proposal and a schedule of renovation costs are appended. Graphic and tabular data are included.

8. CROSS, M. S. Imprisonment in Canada: A Historical Perspective. Toronto, Canada, John Howard Society of Ontario, undated. 4 p. (NCJ 35051)

The underlying assumptions in policies on imprisonment in the mid-19th century--the formative period of Canadian penal institutions--are reviewed and compared with some more recent assumptions in the sixth paper of the Community Education Series 1. Considered are correctional theories about the power of imprisonment to deter crime, the use of repressive punishment for rehabilitative purposes, and the value of inmate education and constructive work programs.

9. ERICSSON, C. H. Labor-Market Wages for Prisoners. New York, Swedish Information Service, 1972. 4 p. (NCJ 36295)

This article reports on inmate compensation, production organization, and trade union collaboration in Sweden's extensive inmate work programs. In 1972 the average hourly wage was just over \$0.42. Weekly salaries of \$21 to \$32 were not unusual. There have been experiments with a kind of group piece-work rate which, in several respects, has proven to be superior to the individual piece-work system.

10. EVANS, R., JR. Prison Industries in the Canadian Penitentiary Service. Ottawa, Canada, Canadian Welfare Council, 1970. 254 p. MICROFICHE (NCJ 19874)

This is the final report of the advisory committee of the Prison Industries project, established by the Canadian Corrections Association, to recommend an appropriate industrial policy for the penitentiary service. This project was undertaken in order to determine how industrial division goals and processes might best be integrated into the overall activities of the penitentiary service. In order to achieve this, the advisory committee reviewed literature, interviewed personnel in all phases of the corrections system, and did followup

studies of parolees in the labor market as well as recidivists who had returned to prison. For purposes of evaluation, it was assumed that the goal of the penitentiary service should be the maximization of the number of months of freedom for those released. Consistent with this goal, the committee concludes with a comprehensive guideline for prison industries designed to provide inmates with skills which will be of maximum benefit upon release.

11. GETTINGER, S. Profile/Maine. Corrections Magazine, v. 1, n. 6:13-26. July-August 1975.

(NCJ 28926)

An overview of the policies and operations of the Maine correctional system is presented, focusing on community corrections, furloughs, prison industries, probation and parole, and juvenile corrections. The State of Maine, with no large urban areas and a high degree of racial homogeneity, has been able to make great innovations in its prison system. In June 1975, it became the first State in the country to abolish minimum-maximum sentences and indeterminate sentences in favor of relatively short, flat terms. In addition, the State's revised criminal code has abolished parole and spelled out the purposes of sentencing for the first time. Since Ward Murphy, the first woman to head a State prison system, became director of the Bureau of Corrections in 1970, the system has seen furlough programs that allow 75 percent of eligible inmates to visit their homes, the establishment of halfway houses and prerelease centers, and a significant decline in the inmate population. The system primarily emphasizes community corrections, a concept which has evoked mixed responses from the public. A number of innovations have been made by the warden of the State prison, who was 28 years old when he took office in 1972. He opened a minimum-security residential center for inmates in training programs and began a furlough program at the prison. A 1971 protest by inmates led to a number of improvements in inmates' rights, such as the formation of an elected inmate council and several physical improvements. The prison furniture shop is its main industry; inmates are allowed to use shop tools to carve novelties, which are sold and the money credited to the maker's account. The prison offers evening classes in crafts and in academic subjects; it also trains some inmates to work with mentally and emotionally disturbed persons. The Women's Correctional Center was moved in 1970 to the grounds of the State's residence for female juveniles. The women's institution is among the most progressive in the State; a lack of funding has forced the administrators to find programs and services within the community. The State's existing parole board has been releasing approximately 97 percent of all inmates asking for parole on their first hearing. After the new law abolishing parole goes into effect in March 1976, inmates will have set sentences, but will have the option of petitioning the court for a review of the sentence. The States' two institutions for juveniles

have declined in population considerably since 1973 when the legislature eliminated incarceration for status offenders. Juvenile offenders are sentenced to indefinite periods of residence. Both facilities offer academic courses and vocational training, and the school at the girls' institution has such a good reputation that parents from the surrounding community often send their own children to attend.

12. HOLIDAY, T. E. Granting Workmen's Compensation Benefits to Prison Inmates. Southern California Review, v. 46, n. 4:1223-1262. September 1973. (NCJ 17668)

After reviewing the prison labor programs and the laws which deny workmen's compensation to inmates, the author discusses rehabilitative, economic, and legal aspects of these benefits and calls for their extension to inmates. The author of this article contends that granting workmen's compensation to prisoners would promote the goal of rehabilitation in three ways: it would reduce hostility of the inmate toward the prison system due to a loss of wages resulting from injury; it would act as a positive reinforcement for desirable behavior; and it would ease their transition to civilian life by improving job safety in prisons and reducing the number of disabled prisoners, as well as by providing disabled prisoners with some postrelease financial support. It is also argued that these benefits should be extended to disabled inmates because denial of these benefits increases the societal cost of operating correctional institutions and deprives the prisoner of equal protection of the law in violation of the 14th amendment to the United States Constitution.

13. JENSEN, W. Jr., E. M. MAZZE, and N. MILLER. Legal Reform of Prison Industries: New Opportunities for Marketing Managers. Bloomington, Indiana University, American Business Law Association, undated. 8 p. (NCJ 40714)

This reprint from the American Business Law Journal examines the existing Federal and State prison industries' structures and the potential changes in their marketing patterns. These changes will result if current legislative efforts to remove all legal impediments to the sale of prison-made products are successful. The paper focuses on existing legal restrictions against the distribution of prison-made products, today's prison industries' marketing structure, and the anticipated role of marketing in expanding the sale of prison-made products.

14. JOHNSON, E. H. Prison Industry. In Carter, R. M., D. Glaser, and L. T. Wilkins, Eds., Correctional Institutions. 2nd Ed. (NCJ 41850). Philadelphia, Pennsylvania, J. B. Lippincott, 1977. 9 p. (NCJ 41862)

This chapter discusses the competing, and sometimes conflicting, policy interests stemming from prison industries. Arguments for and against prison labor systems are presented in a historical, social setting.

15. MINTZ, R. Federal Prison Industry: The "Green Monster," Part 1: History and Background. Crime and Social Justice, v. 6:41-48. Fall-Winter 1976. (NCJ 38419)

This first part of a two-part article examines the history and background of Federal Prison Industries (FPI) and assesses its fulfillment of the Congressional mandate to provide jobs and training for prisoners. This study, using published material of the FPI and other government sources, focuses on what the author calls "the economic oppression of prisoners," detailing the degree of exploitation which he perceives. Its purpose is to strengthen prisoner demands for meaningful employment, prevailing wages, and the right to collective bargaining. Legislation to accomplish this, which is now pending before the Congress, is examined.

16. MOSELEY, L. G. Finnish Labor Colonies. Howard Journal of Penology and Crime Prevention, v. 13, n. 4:317-330. 1973. (NCJ 11469)

This article presents a description of prisons in Finland, emphasizing the open sector of the penal system. Although 90 percent of the prisoners in Finland are incarcerated in traditional closed institutions, the remainder enjoy considerable freedom in three types of open prisons--work camps, prison colonies, and labor colonies. Work camps ease reentry to the outside by providing work and lodging for homeless, jobless ex-prisoners. Prison colonies are part of the actual penal system; persons serving long sentences enter these institutions for the final 6 months of their term and are trained and employed at trade union wage rates. Although the prisoners are subjected to periodic head counts and locked quarters at night, escape would be a simple matter at any time. First offenders and a certain group of recidivists are assigned to labor colonies where "normalization" of life is emphasized. The atmosphere is free and prisoners work for standard wages. The author presents data on prisoners in labor colonies, and concludes that these open institutions offer humane and productive alternatives to closed institutions whose harmful effects are well known.

17. NATIONAL COUNCIL ON CRIME AND DELINQUENCY. Equitable Compensation of Inmate Labor: Policy and Background Information. Hackensack, New Jersey, 1974. 8 p. MICROFICHE (NCJ 27458)

This policy calls for all inmates in Federal, State, and local institutions employed in productive work to be paid no less than the minimum wage operative nationally or in their own State. This booklet contains a statement of this policy, adopted by directors of the National Council on Crime and Delinquency on April 25, 1972, as well as documentation compiled by the National Council to assist legislators and administrators in supporting and adopting these recommendations.

18. \_\_\_\_\_ . Policies and Background Information. Hackensack, New Jersey, 1972. 32 p. MICROFICHE (NCJ 17328)

Policy statements on correctional reform in the areas of institutional construction, compensation of inmate labor, and the Federal Bureau of Prisons are discussed. The National Council on Crime and Delinquency calls for a halt to all institutional construction until the potential of community treatment is fully achieved. Also urged is the introduction of Federal and State legislation requiring that an inmate employed at productive work in a Federal, State, or local institution be paid no less than the minimum wage. The third recommended correctional reform is the disestablishment of the Federal Bureau of Prisons and its replacement by a Federal correction agency. This new agency would provide technical assistance, program guidelines, and research design to State and local governments.

19. RINALDI, R. Prison Labor in Australia. Canberra, Australia, Australian National University, 1973. 110 p. (NCJ 39013)

This report surveys and comments on prison labor conditions, labeling some chaotic and outmoded. In conducting this survey, the author visited every major prison in Australia. He found that conditions varied widely in all aspects of the administration of prison work programs. Rock-splitting still goes on in some prisons, and in others, prisoners can be placed in irons or on a reduced diet for being idle at work. Pay rates vary and generally fall below what is paid to prisoners in other advanced countries. Prison labor can range from tending livestock and crops to mat-making. The author found incentives as well as deterrents. In New South Wales, for example, prisoners can work up to 2 days each month off their sentences if their work is exemplary. The author also proposes a liberalization in prison work-release programs to coincide with the European variety.

20. RISKIN, L. L. Removing Impediments to Employment of Work-Release Prisoners. Criminal Law Bulletin, v. 8, n. 9:761-774. November 1972. (NCJ 07918)

Federal laws which restrict the job opportunities of State work-release prisoners and proposals for action by the Congress and President to end these prohibitions are presented in this article. Several existing laws bar employers with Federal contracts from hiring work-release prisoners and provide criminal sanctions against employers who transport in interstate commerce anything produced by prisoners or convicts. The provisions of these laws are outlined. Amendments are suggested to several Congressional bills for eliminating these restrictions, and revisions are proposed to an executive order which prevents employment of work-release prisoners.

21. SAIPE, A. L. Federal Prison Industries: A Survey of Private Senior Executives' Attitudes. Canadian Journal of Criminology and Corrections, v. 15, n. 1:74-82. January 1973. (NCJ 09091)

A survey of 201 Toronto businessmen indicated that the majority were sympathetic toward prison industries which emphasize training and rehabilitation. Support was indicated for paying inmates more than the usual token wage.

22. SHAVITT, G. Prison Labor and Its Wages: A Review and Proposal. In Shoham, S. G., Ed., Israel Studies in Criminology, Volume 3. (NCJ 37807). Jerusalem, Israel, Jerusalem Academic Press, 1976. 31 p. (NCJ 37808)

An overview of the historical and modern forms and aims of prison labor is presented, including ideas on inmate compensation and emphasizing the Israeli corrections system. For several centuries penal labor was required, not for rehabilitative or punitive reasons, but for economic reasons. Galley slavery, confinement to workhouses, and other forms of labor had economic advantages. The idea of labor as a punishment began to take hold in England toward the end of the 18th century, as prisoners were set to "labour of the hardest and most servile kind." Reformatory training of inmates is primarily a 20th century concept. There are several aims of prison labor in modern prison systems; not all can be seen in every system. These include punishment; discipline (which is easier if prisoners are occupied); morality (assuming that idleness is immoral); security (prisoners have less time to plan escapes when kept busy); economic (reducing the cost of keeping prisoners); humanitarian (labor breaks monotony and provides prisoners with pocket money); therapeutic (occupational therapy); social-rehabilitative (work enables the inmate to

help support his dependents); and training (teaching specialized skills). Some of these aims are declared as public policy, some are understood, and others are evident though not admitted to. Many different systems of employing prisoners have been used in penal systems around the world. Some which are in use in Israel are the state-use system, in which the manufacture of certain products in prisons is for state use only, so as not to compete with free labor; the piece-price system, in which an outside contractor provides materials, knowledge, and machinery and pays per unit of the finished product; the extramural system, in which prison labor is employed by public or private concerns, and inmates live in the prison but are taken daily to the outside place of work; and finally, the work-release system, in which inmates with a certain length of time left to serve on their sentences are housed separately within the prison but work for a private employer and receive full wages. As for payment to prisoners, three countries (as of 1976) have a system of normal wages for all prisoners; some have the system for selected populations or types of work and two pay no wages at all to prisoners. Israel has a token system of daily wages. There are five grades of prisoners, with advancement depending on merit; they receive from about 10 to 25 cents a day. About 5 cents (18 agorot) is credited to the prisoner's savings account, and the rest is made available to him every 10 days. The author argues that a system of paying real, as opposed to token, wages would provide a greater incentive for work and learning vocational skills. He recommends a system whereby prisoners are paid realistic wages daily, in cash, with an amount available upon release in addition to their earnings. References are provided, and appendixes contain excerpts from Israeli legislation concerning prison labor and the United Nations Standard Minimum Rules for the Treatment of Prisoners.

23. SINGER, N. M. Value of Adult Inmate Manpower. Washington, American Bar Association, 1973. 21 p. (NCJ 11279)

An economic analysis of the potential labor productivity of inmates in American adult correctional institutions is discussed in this paper which is part of the Correctional Economic Analysis Series. Drawing from the most current Bureau of the Census data on education and occupation levels of adult inmates and income and earning statistics for households within these education and occupation groups, the author calculates the gross potential earnings of those incarcerated in adult penal institutions. The author then estimates what portion of inmate productivity is actually being utilized in work-release programs, prison industries, and vocational-remedial education pursuits; what portion is being utilized in institutional maintenance activities; and what portion is being lost to society as wasted manpower potential. The conclusion is that more than \$1 billion in inmate earnings is lost annually. The author points out that this manpower loss could be lessened by the expansion of community-based

corrections programs, work-release programs, and other such alternatives to incarceration.

24. SINGLETON, S. M. Unionizing America's Prisons: Arbitration and State-Use. Indiana Law Journal, v. 48, n. 3:493-502. Spring 1973.  
(NCJ 42507)

This article explores the prospects and ramifications of unionized prison labor. Attempts to organize prisoners are becoming increasingly commonplace. In numerous States, either there already are prisoner unions or efforts are underway to form them. Thus, prison officials, judges, and State agencies are going to frequently be confronted with the problem of how to deal with the prisoner labor union. In resolving this problem, the difficulties of applying the labor union concept to the prison, especially in light of the need for a wholesale restructuring of the prison economic system, should not override the benefits that recognition will bring to the prison, the prisoner, and society as a whole.

25. TAGGART, R., III. Prison of Unemployment: Manpower Programs for Offenders. Baltimore, Maryland, Johns Hopkins University Press, 1972.  
116 p. (NCJ 10032)

Manpower policies and vocational and educational programs which prepare ex-offenders to cope with the job market are discussed in this publication. Prisoners and ex-offenders on probation and parole are a largely untapped manpower resource. Written from a "manpower perspective," this report views offenders as "a highly disadvantaged clientele with serious defects in the work world...needing a wide range of services." Prerelease and postrelease services which can assist in the transition from a closed environment to an open environment include prison industry, work-release programs, selected vocational and educational training projects, and income maintenance during postrelease adjustment. Each of these services is evaluated individually. The author emphasizes the need for early intervention strategies, alternatives to incarceration, and institutional change. The author's recommendations for improvement include greater monitoring and evaluation of existing programs, improving current experimental methods, and testing for new strategies. Also suggested is greater selectivity in choosing participants for offender manpower programs. This monograph was initially written as a background paper for consideration by the National Manpower Policy Task Force in preparing a policy statement on the same subject.

26. U.S. DEPARTMENT OF JUSTICE. Federal Prison Industries, Inc. Annual Report, 1974. Washington, 1975. 11 p. MICROFICHE (NCJ 19078)

The objective of Federal Prison Industries, Inc., is reviewed. It was noted that 1974 was a good year, with sales to government customers at an alltime high of \$62.9 million. A statement of changes in financial position and a table indicating the location and designation of Federal Prison Industries, Inc., activities are included.

27. \_\_\_\_\_ . Federal Prison Industries, Inc. Annual Report, 1977. Washington, 1978. 16 p. (NCJ 48276)

The expansion and operations of the Federal Prison Industries program during fiscal year 1977 are described in a report to Congress. During the year, 11 new Federal prison industries--including a data entry shop, a machine shop, an electronic cable factory, cloth assembly operations, a wood-plastics prototype shop, a brush operation, an auto repair shop, a boat fender operation, and a print plant--were established at 11 different facilities. At the end of the year, the corporation was operating 70 shops and factories employing 14,631 inmates. During the year, the corporation paid \$6 million in inmate wages, contributed \$2 million for merit awards to inmates, and provided \$4 million in support of vocational training programs. The corporation's report, which is presented in the traditional format used by businesses in their annual reports to shareholders, includes highlights of the year's activities, an outline of the corporation's purposes, and an audited financial report. The report was printed at a UNICOR facility.

28. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. Handbook on Jail Programs. Washington, National Sheriff's Association, 1974. 48 p. MICROFICHE (NCJ 15734)

Presented in the form of standards, the inmate programs that are discussed are designed to aid in the rehabilitation of prisoners, as well as to facilitate smooth jail operations. Diversion from jail, the role of the jail in the community, inmates working in jails, and work-release programs are discussed. Other program areas include health and social services, special offender needs, and recreation and leisure services. Education programs, inmate libraries, religious programs, and canteen operation parameters are given. The final chapter discusses ways to utilize volunteers from the community. For related National Sheriffs' Association Jail Standards, see NCJ 15725, 15732-33, and 15735-36.

29. \_\_\_\_\_ . Law Enforcement Assistance Administration. South Carolina: Correctional Industries Feasibility Study. Columbia, South Carolina, Vismor, McGill, and Bell, Inc., 1976. 75 p.

MICROFICHE (NCJ 34341)

This is the final report on a project to investigate different ways to set up a correctional industry program for the South Carolina Department of Corrections. A number of different subprojects were set up as part of this study. Among them were the feasibility of a victim restitution system, the possibility of having a private firm take over the management of an in-house correctional industry, and a large-scale work-release program. The feasibility of setting up a prison printing operation that would be commercially competitive was also studied, but rejected. A film was produced entitled, "Victims," and was designed to aid in gaining government and industry support for a restitution program which was seen as a major incentive for establishing the correctional industries program. A pilot project involving inmates working at a nuclear power plant was started to study the situation to see if it was a viable alternative.

30. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 1: Executive Summary. Princeton, New Jersey, Econ, Inc., 1977. 44 p.

MICROFICHE (NCJ 45627)

This volume provides an introductory overview of the study methods and findings dealt with indepth in six subsequent volumes. The focus of this study has been the operation of prison industries in adult State correctional institutions for the purpose of determining the changes which should be introduced to increase the economic and rehabilitative effectiveness of such industry programs. Economic benefits or costs that society accrues from inmate participation in prison programs generally--and prison industries in particular--are not limited to the period of incarceration, but extend into the post-release period. The rehabilitative and self-sufficiency goals of prison industries may be compatible and both must be allowed for. In this evaluation, the complete life-cycle costs and benefits that can be attributed to these prison programs are identified, and a methodology is provided for measuring their effectiveness. This study has resulted in three broad efforts, each having specific purposes, including a research effort geared to obtaining information about how a typical prison industry system functions and the types of changes needed to upgrade the managerial and rehabilitative functions; an evaluation effort that included an analysis of the business management and rehabilitative functions and the development of recommended program changes required to create self-supporting systems with increased potential; and a technical assistance effort intended to provide the system with expertise in the areas of management infor-

mation systems and financial and production analyses. The prison industry study required a literature review, host state site selection, a job market survey, an inmate manpower capabilities survey, economic and management reviews of prison industry, a program management plan for prison industry reorganization, and technical assistance. To develop a broad understanding of how prison industries function, prisons throughout the United States were visited; in order to select a single State for an indepth study, over 34 prisons and 80 individual prison industry shops were inspected. The study team reviewed work and training programs, budgets, information systems, financial reports, inmate schools, and employment services at release and postrelease services. Connecticut was chosen because it best fits the evaluation criteria regarding opportunities to conduct a thorough analysis, to initiate an implementation program, and because of its socioeconomic characteristics. All of the study requirements mentioned previously were applied to Connecticut's prison industries. Although extensive study findings are detailed in the volume regarding Connecticut and six other States visited by the host site selection team, the topical findings suggest that, with rare exception, prison industry contributions to the State, prison, and inmate worker fall far below potential. This failure is due to many causes, not all of which are under the control of industry managers. Statistical and tabular data regarding the Free Venture Model for Correctional Industries (entry 7) and suggestions concerning model implementation are provided.

31. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 2: Literature Review. Princeton, New Jersey, Econ, Inc., 1977. 165 p.  
MICROFICHE (NCJ 46041)

This review of published literature on prison industries was conducted to support the principal technical tasks undertaken during the course of a seven-State study. This volume is divided into seven sections. The first deals with data sources tapped in the course of the job market survey and focuses on employment statistics and Federal and State constraints on the employment of ex-offenders. Section 2, concerning available literature on inmate manpower training programs and the employment of offenders, includes Federal, State, and private sector initiatives; union attitudes; and placement efforts. Prison industry products and services are the focus of the third section; available information regarding Federal and State prison industries, Federal and State statutory limitations, product decisions, marketing, and State use is considered. Section 4 discusses a source review for information on rehabilitative programs for women. The fifth section deals with the economics of PRIS industries and includes a comparison of prison and private industries, the economic approach to crime, and methods for cost-benefit analyses. Section 6 is concerned solely with the following statistical sources: general statistics available from Federal and State reports and postrelease,

recidivism, and offender employment statistics. The last section undertakes a brief review of the state of victim recourse, both in the United States and abroad. An appendix detailing the South Carolina plan for State prison industries is provided. For Volume 1, and Volumes 3-7, see NCJ 45627, and 46041-46046.

32. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 3: Prison Industry Bibliography. Princeton, New Jersey, Econ, Inc., 79 p. MICROFICHE (NCJ 46042)

A bibliography of books, journal articles, and bulletins published between 1938 and 1976 on the economic and rehabilitative aspects of prison industry is provided. The text is divided into two sections. The first contains a bibliography arranged alphabetically by the author's last name and encompasses material found in the Prison Industry Library of ECON, Inc., in addition to relevant additions from the library of the American Foundation, Inc. Some 750 publications, dating mostly from the 1960's and 1970's, are cited; they cover such topics as probation and parole, victim compensation, prisoner rehabilitation, criminal justice system diversion, and community programs for women offenders. The second section lists only those materials found to be particularly useful to the ECON staff. The materials are arranged according to the following seven topics: job market survey, including employment statistics and Federal and State constraints on the employment of ex-offenders; inmate manpower characteristics, including offender manpower training programs and offender employment; prison industry products and services, including Federal prison industries, State prison industries, Federal statutory limitations, State statutory limitations, product decisions, marketing, and State use; rehabilitation programs, including recidivism studies, treatment programs, education, work release, inmate self-concept and motivation, probation and parole, and programs for women; the economics approach to crime, and cost/benefit analysis; statistics, including general, postrelease, recidivism, and employment statistics; and victimization. Most of the 250 publications in this section date from the mid-1960's to the early 1970's. For other volumes in this series, see NCJ 45627, 46041, and 46043-46046.

33. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 4: Prison Industry Statutes. Princeton, New Jersey, Econ, Inc., 269 p. MICROFICHE (NCJ 46043)

An overview of prison industry statutes, relevant court decisions, and the State statutes themselves is provided for Colorado, Connecticut, Georgia, Illinois, Minnesota, Pennsylvania, and Washington. Fed-

eral statutes are cited. The focus of this statutory search is on prison industries as they exist and operate in the seven selected States. Statutes pertaining to the authority granted to prison administrators and pertaining to the legislative directions and prescriptions regarding the employment of prisoners are cited. Statutory provisions relating to prison labor in general are included, as are those enacted specifically for the design of prison industry systems. Both State and Federal court decisions are provided in order to suggest a judicial response to innovations in prison industry operations should legislative amendments to existing statutes be made. An examination of the statutory provisions indicates that prisoners are required to work in each of the correctional systems reviewed. Agricultural labor and road work, as well as employment in prison industries, are permitted in most of the States. Manual labor is emphasized by implication in all States except Minnesota. Pennsylvania expressly forbids the use of prisoners in work requiring skilled labor. Despite the statutory language articulating a rehabilitative purpose, this review indicates that the primary benefit to be derived from the establishment of prison industries falls on the State. Contracts with private parties for prison labor are usually forbidden, although contracts with political subdivisions may be authorized. All seven States adhere to the traditional policy that prison labor should not come into competition with private sector efforts. Six States forbid the sale of prisoner-made products on the open market. Minnesota, Pennsylvania, and Washington require that prison products be marked as such. Prisoner compensation for labor in prison industries is required to be substantially below the minimum wage in each State, and the disbursement of such moneys is left to the discretion of prison administrators. A review of case law in the various States indicates a judicial reluctance to interfere in matters involving prison administration. State courts have held that the State is entitled to prison labor and that compensation is not required. Only in cases of clear abuse will the courts intervene. The Federal courts too have hesitated to substitute judicial determination for administrative experience and skill in managing prison affairs. Such a policy of nonintervention is viewed as desirable in order that prison officials retain the flexibility necessary to maintain adequate internal discipline. Graphic and tabular data are provided. For other volumes in this series, see NCJ 45627, 46042-46043, and 46044-46046.

34. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 5: The State-of-the-Art. Princeton, New Jersey, Econ, Inc., 1977. 71 p. MICROFICHE (NCJ 46044)

Following an overview of the history and legal aspects of prison industries, results of a literature search and onsite visits to prison industries in seven States are given and recommendations are made.

The state-of-the-art of prison industries is especially difficult to summarize because each State has different legislation, political constraints, administrative policies, financial resources, and philosophies. However, a search of the literature plus onsite visits to Georgia, Pennsylvania, Connecticut, Colorado, Washington, Minnesota, Illinois, and Texas indicates that the majority of systems are "stepchildren" financially and philosophically, although during the past 5 years significant changes have taken place. Meaningful work in prisons began in the early houses of corrections. The development of a prison factory at Auburn in 1824 opened the era of self-supporting industries, an idea which reached its peak in the early 1900's. During the depression, there was active opposition to prison labor and prison factories. During the 1940's and 1950's, emphasis was placed on filling idle time and trying to develop treatment modalities. At present, prison industry labor is under restrictions imposed by the Hawes-Cooper Act of 1929 and the Ashurst-Somers Act of 1935 which prohibit interstate shipment of prison-made products. In addition, most States limit the sale of such goods. Most prison industries operate with outmoded equipment, low productivity levels, overemployment, lack of qualified staff, few skilled inmate employees, constant labor turnover, and restricted markets. However, pressures for change are mounting. Corrections personnel believe rehabilitation, not profit, should be the primary goal, and movements are afoot to combine prison industries with vocational rehabilitation programs. Oklahoma has developed a 10-year plan to provide useful products and services and to establish more realistic working conditions in prison industries. South Carolina is attempting to interest private corporations in establishing branches in prisons. Minnesota and Texas both have comprehensive industry systems which provide both services and products for State agencies and for sale. In Texas, the prisons completely rebuild more than 1,000 school buses a year for the State's school systems. The Free Venture Model for Correctional Industries, developed as a result of the onsite visits, is presented. The focus of this series of recommendations is on meaningful work at incentive wages with good equipment and supervision to build pride in the work being done and to develop meaningful job skills.

35. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 6: Analysis of Prison Industries. Princeton, New Jersey, Econ, Inc., 1977. 170 p. MICROFICHE (NCJ 46045)

An economic analysis of prison industries in Connecticut correctional institutions is presented with a model for a self-sufficient work program and a strategy for implementation of prison industry change. The overall goal of the study was to identify short-term and long-term strategies for changing prison industries into self-supporting labor systems while simultaneously promoting the rehabilitation of prison inmates. All of the major tasks of the study reported in this

volume were conducted in Connecticut, with the major emphasis on the prison industries in the Connecticut Correctional Institution at Somers, a maximum security prison. The individual studies performed in this system are outlined; they include a job market survey, an inmate manpower survey, and a product/service sales analysis. Major considerations which must be taken into account with such an analysis --product and labor, supply and demand, correctional policies, legal constraints--are discussed. A new concept in prison industries, the Free Venture Model, is proposed to make correctional industries emulate the outside world of work as closely as possible within the prison setting. The program would create a realistic work environment for inmates; provide for partial reimbursement to the State of costs of custody, as well as restitution payments to victims; gradually prepare inmates for release into the community; give financial incentives to prison industry for the successful reintegration of offenders into the community; and finally create self-supporting or even profit-making business operations. The broad goals of the program are outlined, and each is then analyzed in detail. The analysis includes a discussion of the relationship of the Free Venture program to other components of the institution. The final section outlines a proposed implementation strategy for the program. Items for short-term change, such as establishing a number of free venture industry shops and developing a marketing program, are discussed. These are followed by recommendations for long-term change, involving such items as program growth decisions and legislative changes. Charts and diagrams are provided throughout the volume to illustrate the evaluations and recommendations. For related documents, see NCJ 46041-46044, 46046, and 45627.

36. \_\_\_\_\_ . Law Enforcement Assistance Administration. Study of the Economic and Rehabilitative Aspects of Prison Industry. Volume 7: Technical Task and Results. Princeton, New Jersey, Econ, Inc., 1977. 463 p. MICROFICHE (NCJ 46046)

Analyses of existing correctional industries in Connecticut and of proposed new industries, as well as measures for the evaluation of a proposed program, are presented. The volume begins with a discussion of surveys which have been conducted at four major correctional institutions in Connecticut. The researchers felt that, in order to develop a successful model prison industry program, it was necessary to take into consideration the characteristics of the potential prison industry work force and to develop a way to measure the impact of the prison industry on this inmate population. Surveys were therefore conducted of inmates and staff to determine their characteristics and attitudes and of parolees to determine how to measure the impact of prison industries on postrelease performance. Results are presented in the form of inmate profiles, descriptions of inmate and supervisor attitudes, and analyses of parolees' employment and recidivism rates. Analyses of some of the existing industries at the Somers

Correctional Institution include job market surveys, sales market surveys, a review of marketing and manpower scheduling in each shop, and an analysis of each shop's potential profitability. The industries considered in the analyses included the print shop, dental laboratory, typewriter repair shop, and upholstery shop. Production statistics are presented in tables. New industries identified during the study as being suitable for establishment at Somers, the criteria used in their selection, and analyses of the capital and manpower requirements, job market outlook, and operations of each, are described. The proposed industries include microfilming, metal products, musical instrument repair, and bakery products. An evaluation of the State's existing offender-based information system and recommendations for its improvement are discussed. The final section describes the definition of measures proposed for the evaluation of the Free Venture Model prison industry program (described in a separate volume) in three dimensions: institutional operations, prison industry operations, and inmate postrelease outcome. As a pretest and as a first step in baseline data collection, some of the evaluation instruments have been administered, and results are reported. Appendixes include a copy of the inmate questionnaire; a description of the cost elements involved in criminal justice processing; copies of the inmate profile data sheet, monthly followup instrument, employer questionnaire, and forms for parolees' evaluation of prison industries; and the industry production analysis package. For related documents, see NCJ 45627 and 46041-46045.

37. U.S. DEPARTMENT OF JUSTICE. Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Role of Correctional Industries. By J. P. West and J. R. Stratton. Iowa City, University of Iowa, 1971. 256 p. (NCJ 00574)

Proceedings from a conference at the University of Iowa, which was held to analyze the results of several surveys on the role of prison industries in corrections, are presented. Administrators, wardens, and correctional industries directors from seven midwestern States attended the 4-day conference. The papers which were delivered by speakers at the conference are provided, as well as the texts of several panel discussions held by conference participants. The major focus of the conference was on three surveys about the function of prison industries as perceived by correctional personnel and community leaders. The consensus from the surveys was that correctional industries can develop a favorable inmate attitude toward work and provide training in the skills necessary to obtain and hold a job after release. Corrections management personnel and those involved in industries programs differed considerably on some policy issues, such as how profits should be used, work scheduling, work release, and rehabilitative aspects of the programs. A model of prison industries was also proposed at the conference. This model depicted the role of industries in the total correctional environment and

described in great detail the process of inmate assignment to and through the industries. For the summary report of these proceedings and survey results, see NCJ 04894.

38. \_\_\_\_\_ . Law Enforcement Assistance Administration. National Institute of Law Enforcement and Criminal Justice. Role of Correctional Industries: A Summary Report. By J. R. Stratton and J. P. West. Iowa City, University of Iowa, 1972. 27 p.  
MICROFICHE (NCJ 04894)  
Stock No. PB 206 877

A discussion of a survey of prison industry directors, correctional personnel, and community leaders from seven midwestern States to determine their receptivity to new programs is presented. There was a high degree of consensus among respondents that prison labor programs should attempt to develop favorable attitudes toward work and society in prisoners, and should teach inmates valuable job skills. Industry and nonindustry correctional personnel differed considerably on some policy issues, such as how profits should be used, work scheduling, and work release programs. A tentative model, based on the survey and visits to Federal and State prisons, is offered for developing correctional industries programs.

39. U.S. DEPARTMENT OF LABOR. From Convict to Citizen: Programs for the Woman Offender. By V. A. McArthur. District of Columbia Commission on the Status of Women, 1974. 41 p.  
(NCJ 15747)  
Stock No. PB 236 170

Programs available at the pretrial, detention and incarceration, transitional, and community reentry stages of the criminal justice process are described, and resources for information and financial aid are listed. From Convict to Citizen summarizes a study of the rehabilitation of women offenders, as well as other current and relevant literature, and encourages interested individuals and organizations to become involved in these rehabilitation efforts. This booklet begins with a brief description of the criminal justice process and then defines the position of the women offenders in this process. Innovative and traditional programs to help offenders at four stages of the criminal justice process are described. Among these are pretrial programs such as the Manhattan Bail Project of the Vera Institute of Justice in New York, and third-party custody programs such as those in the District of Columbia. Also described are programs for women in jails or correctional institutions, including projects which provide visitors for inmates, prison industries, academic programs, and vocational programs. Transitional programs to ease the reintegration of women offenders into the community, and community programs such as halfway houses or work release programs de-



number of inmates participating in work release programs was also determined. Mail survey questionnaires were sent to all correctional institutions and site visits were made to 77 institutions. The purposes of the site visits were to evaluate the quality of the vocational preparation activities, and to interview inmates about to be released or paroled regarding the training they received and the relation of the training (if any) to the type of employment they wanted and were able to obtain. Inmates about to be released are a valuable source of information concerning the nature and extent of vocational preparation in correctional institutions. Information was obtained from approximately 70 percent of all institutions. The most significant findings are presented in terms of the need for vocational preparation, the potential currently available in correctional institutions, the weaknesses disclosed, and finally, the recommendations for improving vocational preparation in correctional institutions.

42. YOUNG, M. E., Ed. Prisons and Programs: A Bibliography With Abstracts. Springfield, Virginia, National Technical Information Service, 1977. 142 p. (NCJ 43715)  
Stock No. PB 77 0616

Research reports, project descriptions, plans, and other publications concerned with the operation of correctional institutions are cited in an annotated bibliography. The listings include reports dealing with prisons as physical plants, as well as descriptions of programs for inmates. Both military and civilian correctional systems are covered. Among the topics addressed are financial assistance for ex-inmates, legal aspects of contract parole, offender employment, vocational preparation programs for inmates, planning and design of correctional facilities, prison industries, prison library and information services, shared decisionmaking in prison management, work release and study release programs, recidivism, and related topics. Of the bibliography's 138 entries, 5 have been added since the previous edition. Each entry includes bibliographic information, an abstract, keyword descriptions, and NTIS availability information.

43. ZAGARIS, B. Finnish Penal System: Recent Reforms. New England Journal on Prison Law, v. 3, n. 2:437-486. Spring 1977. (NCJ 43575)

Components of Finland's criminal justice system are outlined, and reforms in the Finnish penal system are discussed from historical and issue-oriented perspectives. Finland's legal system has been influenced extensively by Swedish practices. Penal system reforms in Finland have been guided by two goals: maximum reduction of the social costs of crime, and equitable distribution of the costs and suffering associated with crime. Crime legislation is viewed as the most effective instrument for distributing the costs and suffering among victims, offenders, and the rest of society. Major penal system reforms include a 1975 law aimed at regulating judicial discretion in the sentencing process, attempts to minimize the number of prisoners, legislation providing compensation for victims of crime, and reforms within penal institutions. Emphasis has been placed on increased use of a revised day-fine system, in which the number of day-fines imposed reflects the severity of an offense, while the amount of each fine reflects the offender's financial capacity. Other efforts to reduce the number of prisoners have included increased use of conditional sentences and liberalization of parole practices. Normalization of prison regimes has involved greater use of open institutions in which prisoners perform meaningful work for market wages and are given more opportunities for contact with the outside environment. Possible applications of the Finnish experience to criminal justice problems in other countries are considered.

## APPENDIX A—LIST OF SOURCES

1. American Correctional Association  
4321 Hartwick Road  
College Park, MD 2074
2. D. C. Heath and Company  
125 Spring Street  
Lexington, MA 02173
3. California Assembly  
Office of Research  
State Capitol  
Room 319  
Sacramento, CA 95814
4. California Department of Corrections  
State Office Building, No. 8  
Room 650  
Sacramento, CA 95814
5. Rutgers University  
School of Law  
180 University Avenue  
Newark, NJ 07102
6. Same as No. 1.
7. Connecticut Department of Corrections  
Hartford, CT 06115
8. John Howard Society of Ontario  
168 Isabella Street  
Toronto, Canada M4Y 1P6
9. Swedish Information Service  
825 Third Avenue  
New York, NY 10022
10. Canadian Welfare Council  
55 Parkdale Avenue  
Ottawa 3, Ontario  
Canada
11. Correctional Information Service, Inc.  
801 Second Avenue  
New York, NY 10017
12. University of Southern California  
Law Center  
Los Angeles, CA 90007
13. American Business Law Association  
c/o Indiana University School of Business  
Bloomington, IN 47401
14. J. B. Lippincott  
East Washington Square  
Philadelphia, PA 19105
15. Crime and Social Justice  
P.O. Box 4373  
Berkeley, CA 94704
16. Butterworth  
88 Kingsway  
London, England
17. National Council on Crime and Delinquency  
Continental Plaza  
411 Hackensack Avenue  
Hackensack, NJ 07600
18. Same as No. 17.

19. Australian National University  
Law School  
Canberra, Australia
20. Warren, Gorham, and Lamont,  
Inc.  
210 South Street  
Boston, MA 02111
21. Canadian Criminology and Cor-  
rections Association  
55 Parkdale  
Ottawa, Ontario  
Canada K1Y 1E5
22. Jerusalem Academic Press  
P.O. Box 2390  
Jerusalem, Israel
23. American Bar Association  
1800 M Street, NW.  
Washington, DC 20036
24. Indiana University  
School of Law  
Bloomington, IN 47401
25. Johns Hopkins University Press  
Baltimore, MD 21218
26. Federal Prison Industries, Inc.  
U.S. Department of Justice  
Washington, DC 20530
27. Same as No. 26.
28. National Sheriff's Association  
1250 Connecticut Avenue, NW  
Suite 320  
Washington, DC 20036
29. Vismor, McGill, and Bell, Inc.  
3501 North Main Street  
Columbia, SC 29203
30. Econ, Inc.  
900 State Road  
Princeton, NJ 08540
31. Same as No. 30.
32. Same as No. 30.
33. Same as No. 30.
34. Same as No. 30.
35. Same as No. 30.
36. Same as No. 30.
37. University of Iowa  
Iowa City, IA 52240
38. National Technical Informa-  
tion Service  
5285 Port Royal Road  
Springfield, VA 22151
39. Same as No. 38.
40. Same as No. 38.
41. Same as No. 38.
42. Same as No. 38.
43. New England Journal on  
Prison Law, Inc.  
126 Newbury Street  
Boston, MA 02116

**APPENDIX B**  
**CHARACTERISTICS OF STATE AND FEDERAL PRISON INDUSTRIES**



TABLE 1 - SUMMARY OF BASIC LEGAL PROVISIONS FOR  
PRISON INDUSTRIES IN 12 STATES

● = provision is present in state law	Cal	Conn	Ga	Ill	Mich	Minn	NJ	NY	Ohio	Pa	Tex	Va
1. Work to be done for state's benefit	●	●	●	●	●	●	●	●	●	●	●	●
2. Prisons get first use of labor	●			●	●			●	●	●	●	
3. Contracts with other department for labor allowed	●						●					
4. State departments required to buy prison industry products	●	●		●	●		●	●	●		●	●
5. Anti-evasion provisions so departments can't avoid purchasing							●				●	
6. Contracts with private parties for labor forbidden	●		●	●	●		●	●	●		●	
7. Sales on open market forbidden	●			●				●	●		●	●
Exceptions:												
(a) Surplus goods	●	●	●	●	●	●	●	●		●	●	●
(b) Handicrafts	●	●	●	●	●	●		●			●	●
8. Products required to be branded or marked as prison-made	●					●	●		●	●		
9. Certain prices required for certain goods	●	●							●			
10. Work requiring skilled labor forbidden	●				●					●		
11. Industrial training named as goal				●	●	●		●	●		●	●
12. Six day work week provided for				●					●	●	●	
13. Money wages allowed as compensation	●	●	●	●	●	●	●	●	●	●	●	
14. Compensation may be paid directly to family	●					●		●	●	●		
15. Good time allowed as compensation		●		●	●		●			●	●	
16. State prison industry commission to direct program	●	●	●	●	●	●	●		●	●	●	●
17. Local approval of use of prison products by local government					●	●			●	●		
18. Funding by proceeds of sales	●	●		●	●	●	●		●	●	●	
19. Transfer of surplus funds (profits) to other prison needs allowed	●							●			●	

Source: *Role of Prison Industries Now and in the Future*. U.S. Department of Labor, Manpower Administration. Georgetown University Institute of Criminal Law and Procedure, H.S. Miller, Project Director. 1975. (entry 40)

TABLE III.1 - PRISON INDUSTRIES IN 48 STATES * AND THE DISTRICT OF COLUMBIA																												
INDUSTRIES		AL	AZ	CA	CO	CT	DE	DC	FL	GA	HI	ID	IL	IN	IA	KS	KY	LA	ME	MD	MA	MI	MN	MS	MO	MT	NB	
GENERAL MANUFACTURING	Auto License (Tag)	•	•	•	•			•	•	•		•	•	•	•	•		•	•	•	•				•	•	•	
	Signs		•			•		•		•		•	•	•	•	•		•	•	•	•	•				•	•	•
	Metal Working			•				•					•		•	•	•		•	•	•	•				•	•	•
	Metal Furniture							•	•				•						•	•	•	•				•	•	•
	Wood Furniture/Repair and Refinishing		•	•		•	•	•	•	•	•		•	•	•	•	•	•		•		•	•			•	•	•
	Concrete/Brick Products	•								•	•		•	•	•	•	•			•		•				•	•	•
GARMENTS	Clothing	•	•	•	•	•		•	•	•			•	•	•	•	•	•				•	•			•	•	•
	Mattress	•	•		•					•			•	•	•	•						•	•			•	•	•
	Knitting			•									•	•	•	•						•	•			•	•	•
	Weaving			•									•	•	•	•						•	•			•	•	•
	Shoes			•									•	•	•	•						•	•			•	•	•
FOOD	Agriculture			•		•			•				•											•				
	Canning	•	•						•	•				•			•											
	Butchering			•	•				•					•			•											
	Feed																									•	•	•
	Dairy Products			•		•																				•	•	•
SERVICE INDUSTRIES	Dental Lab								•									•										
	Printing		•	•	•			•		•	•			•						•		•		•	•	•	•	•
	Data Processing					•			•								•			•				•	•	•	•	•
	Bookbinding			•					•						•					•						•	•	•
	Laundry/Dry Cleaning			•		•		•															•			•	•	•
	Auto Repair					•																				•	•	•
MISC.	Soap & Detergent			•	•								•	•	•	•	•	•					•			•	•	•
	Paint												•	•	•	•	•									•	•	•
	Tobacco Products			•					•				•	•	•	•	•					•	•			•	•	•
	Paper Products			•									•	•	•	•	•						•	•		•	•	•
	Misc. Others			•		•			•	•			•	•	•	•	•		•				•	•		•	•	•
TOTAL:	5	7	17	6	9	1	6	12	9	2	3	14	13	13	8	5	8	4	4	4	9	11	3	1	13	6	11	
* Alaska and Arkansas have no prison industries																												

Source: *Role of Prison Industries Now and in the Future*. U. S. Department of Labor, Manpower Administration. Georgetown University Institute of Criminal Law and Procedure. H. S. Miller, Project Director. 1975. (entry 40)

TABLE III.1 - PRISON INDUSTRIES IN 48 STATES  
AND THE DISTRICT OF COLUMBIA (CONT)

INDUSTRIES	NV	NH	NJ	NM	NY	NC	ND	OH	OK	OR	PA	RI	SC	SD	TN	TX	UT	VT	VA	WA	WV	WI	WY	TOTAL ALL STATES
GENERAL MANUFACTURING	Auto License (Tag)	•	•	•	•		•	•	•		•	•	•		•	•	•	•	•	•	•	•	•	37
	Signs			•	•	•		•	•			•	•				•	•	•	•	•	•	•	30
	Metal Working				•	•				•	•		•		•					•	•	•	•	15
	Metal Furniture			•	•	•							•							•	•	•	•	8
	Wood Furniture/Repair and Refinishing		•		•	•				•	•	•	•			•	•	•		•	•	•	•	32
	Concrete/Brick Products		•			•			•		•	•	•			•	•			•	•	•	•	13
GARMENTS	Clothing			•	•	•		•	•		•	•			•	•			•			•	•	30
	Mattress			•	•	•		•	•		•	•								•			•	16
	Knitting			•	•	•					•	•												6
	Weaving					•											•	•						7
	Shoes			•				•							•	•	•							13
FOOD	Agriculture			•										•										7
	Canning							•			•		•			•	•							12
	Butchering																•	•						6
	Feed										•								•					3
	Dairy Products													•			•			•				7
SERVICE INDUSTRIES	Dental Lab				•	•						•				•								6
	Printing		•	•	•	•		•				•			•	•	•	•	•			•		24
	Data Processing										•													5
	Bookbinding							•					•							•			•	8
	Laundry/Dry Cleaning				•	•					•		•							•			•	13
	Auto Repair				•	•					•												•	5
MISC.	Soap & Detergent			•		•		•			•	•			•	•					•			19
	Paint																				•			3
	Tobacco Products																							7
	Paper Products					•					•													5
	Misc. Others			•		•	•				•	•		•	•	•		•		•				22
TOTAL:	1	4	11	4	13	9	1	10	4	4	12	7	8	6	8	12	7	4	10	8	6	8	3	360

PRODUCTS AND SERVICES OF FEDERAL PRISON INDUSTRIES, INC.

DIVISION	PRODUCTS AND SERVICES PROVIDED	PLANTS	AVERAGE NUMBER OF INMATES EMPLOYED	MAJOR FEDERAL CUSTOMERS	SALES
<b>AUTOMATED DATA PROCESSING</b>	Computer programming and data encoding services (keypunch, key-to-disk, key-to-tape).	7	195	Department of Agriculture Department of Defense Department of Commerce Department of Labor	\$ 917,934
<b>ELECTRONICS</b>	Wiring devices of all types, electrical cable assemblies, electronic wiring harnesses, printed circuits, electronic systems, support systems.	9	880	Department of Defense	12,527,168
<b>GRAPHICS</b>	General and special custom printing, wood and metal signs, decals, drafting services.	8	297	Department of the Interior General Services Administration Department of Agriculture Department of Defense	4,721,049
<b>METALS</b>	Metal office furniture, steel shelving, aluminum lockers, military beds, casters, bore brushes, tools and dies. This division also directs the production of certain non-metal items such as brooms, dairy products, automotive repair, and tire rebuilding.	13	1,054	U. S. Postal Service Veterans Administration General Services Administration Department of Defense Department of Health, Education & Welfare	18,375,547
<b>SHOE and BRUSH</b>	Military dress shoes, safety boots and shoes, orthopedic and custom shoes, institutional shoes; wide variety of paint, varnish and maintenance brushes.	5	756	Department of Defense General Services Administration Department of Justice Veterans Administration	13,916,208
<b>TEXTILES</b>	Cotton and wool textiles, canvas, canvas goods, synthetic textile products, mattresses, gloves, clothing, weather parachutes.	14	1,795	U. S. Postal Service Department of Defense General Services Administration Veterans Administration	25,836,578
<b>WOOD and PLASTICS</b>	Allenwood walnut furniture, solid wood furniture, molded fiberglass with chrome trim furniture, plastic laminated particleboard furniture, lifeboat repair, fiberglass molding and furniture refinishing.	13	1,018	Department of Defense General Services Administration Department of Justice Veterans Administration	10,170,548
		69	5,995		\$ 86,465,032

Source: 1977 Annual Report. Federal Prison Industries, Inc., 1978. (entry 27)

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D.C. 20531

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