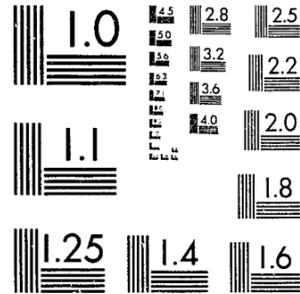


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United States Department of Justice
Washington, D. C. 20531

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1983

Washington State

Governor's Conference

92803

YOUR TAX DOLLARS AND CORRECTIONS

Prepared By:

Corrections Clearinghouse
Employment Security Department



John Spellman, Governor

Norward Brooks, Commissioner

92803

Washington State Governor's Conference Report

**YOUR TAX
DOLLARS
A N D
CORRECTIONS**

May 13, 1983

Seattle Airport Hilton

co-sponsors
National Alliance of Business
Washington State Labor Council
Washington Council on Crime and Delinquency
Washington State Employment Security Department
Washington State Department of Corrections

"What job opportunities are there for unskilled illiterates with criminal records? What business enterprise could conceivably continue with the rate of recall of its products that we see with respect to the products of our prisons?"

"It is important that new prison standards include: (a) conversion of prisons into places of education and training and into factories and shops for production; (b) a repeal of statutes which limit prison industry production; (c) an affirmative limitation against any form of discrimination against prison products; and (d) a change in attitudes of organized labor and in the leaders of business toward the use of prison inmates to produce goods or parts.

"These new standards are crucial and they should be developed with the participation of representatives of the State and Federal prison administrators who deal face-to-face and day-to-day with the problems and understand the needs. Representatives of labor and management should also take part. In the closing decades of the twentieth century, I am confident the enlightened leaders of labor and business will no longer support reactionary restraints on production of goods in prisons and the movement of such products in commerce.

"I cannot believe that this great country of ours — the most voracious consumer society in the world — could not absorb the production of even as many as 100,000 prisoners — hardly a 'drop in the bucket' in terms of Gross National Product."

Chief Justice Burger
U.S. Supreme Court
December 16, 1981

U.S. Department of Justice 92803
National Institute of Justice

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JAN 11 1992

ACQUISITIONS

INTRODUCTION

**Katherine Friedt, Director
Corrections Clearinghouse**

"YOUR TAX DOLLARS AND CORRECTIONS"

The Washington State Governor's Conference: Your Tax Dollars and Corrections was held at the Seattle Airport Hilton Hotel on May 13, 1983. The theme of the Conference addressed the subject of offenders as an untapped economic resource. Presenting the perspective that offender employment can be a profitable business opportunity was a primary goal. The Conference title, *Your Tax Dollars and Corrections*, was selected to provide employers with an awareness of correctional economics and its relationship to business costs and profits.

The Conference provided an opportunity for private business and industry to explore profitable alternatives to the costs of corrections. Presentations and panel discussions at the conference revolved around several questions:

- How can business and industry work with the corrections system and benefit from that effort, both socially and economically?
- What do institutional training and prison industry programs have to offer offenders and private businesses?
- What are the real problems and liabilities incurred when employment alternatives to prolonged incarceration are attempted?

Even though we do not know all of the reasons why employment of offenders is so much more effective in crime prevention than other correctional programs, the fact remains that it works. A big part of the solution to increasing crime rates and recidivism lies with the involvement of business and labor with support provided by government.

Billy Wayson, national corrections economist, in a speech delivered at a 1978 Wisconsin Governor's Conference, stated the reasons for this three-way partnership most eloquently. He said.:

"We will probably never establish a simple casual link between work opportunities and crime, because both are accompanied by a host of other factors — discrimination, lack of education, broken homes, youth, to name a few. But a respected job, producing livable wages, doing 'meaningful' tasks and requiring individual initiative, is so endemic to our national heritage that it seems penny-wise and pound-foolish to require an immutable truth to precede social action."

Private industry can react to crime in two ways: by ignoring it and then by default investing in bigger and more expensive prisons, or by investment in offender training and employment. Promoting offender employment opportunities, in the prisons and in the community, is the most effective means available to fight future crime. It makes good sense from society's perspective and from a pure business standpoint.

This report of the Governor's Conference contains a summary of the presentations and panel discussions that addressed the key concerns of business and corrections. Judging from the enthusiasm of the participants and speakers, there is both interest and hope for increased involvement between the two systems. This report was prepared for use as a tool to reflect and carry forward the information and ideas discussed at the conference.

ACKNOWLEDGEMENTS

This Governor's Conference on *Your Tax Dollars and Corrections* was made possible through legislative appropriation to the Corrections Clearinghouse Coordination Project, Employment Security Department. Supplemental financial support was provided by the National Alliance of Business and the Department of Corrections, Division of Community Services.

We gratefully acknowledge the support of the Conference Co-Sponsors:

National Alliance of Business
Washington State Labor Council
Washington State Department of Corrections
Washington Council on Crime and Delinquency
Washington State Employment Security Department

We would also like to thank the following members of the Conference Planning Committee; all of whom took many days out of their schedule to assist with conference planning:

Ross Peterson, Director, Division of Community Services, Department of Corrections
Bob Lewis, Executive Director, Puget Sound Private Industry Council
Phyllis Kenney, Deputy Administrator, Training Program Services
Division, Employment Security Department
Larry Hagen, Special Consultant, Public Relations, Todd Pacific Shipyards
Rueben Flores, Regional Vice President, National Alliance of Business
Larry Fehr, Director, Washington Council on Crime and Delinquency
Henry Borys, Vice President of Personnel, General Telephone Northwest

Special thanks are extended to the following individuals for their unique contributions to the conference:

Charles Robinson for his role as Master of Ceremonies
Dick Paulson, Department of Corrections, and Pat Chandler,
Employment Security Department for their assistance in press releases
and publicity notices
George Ulman, Parole Officer, Department of Corrections, for the
photography
Michael Shay, McNeil Island inmate, for the conference banner

Report prepared by: Jackie Campbell and Cathie Bounds-Penrose, Corrections Clearinghouse.

**YOUR TAX
DOLLARS**
A N D
CORRECTIONS

a Washington State
Governor's Conference

May 13, 1983 Seattle Airport Hilton

Morning

- 8:00 - 9:00 **Registration**
- 9:00 - 9:10 **Introduction and Conference Overview**
Mr. Charles Robinson, MASTER OF CEREMONIES; Security Director, General Telephone Northwest; and Chairman, Washington State Jail Commission
- 9:10 - 9:15 **Opening Remarks**
Mr. Amos Reed, Secretary, Department of Corrections
- 9:15 - 9:20 **Introduction of Governor**
Mr. Norward Brooks, Commissioner, Employment Security Department
- 9:20 - 9:45 **Welcoming Address**
The Honorable John Spellman, Governor, State of Washington
- 9:45 - 10:45 **Keynote Address**
Ambassador Francis Dale, Publisher, Los Angeles Herald Examiner; and Member, National Council on Crime and Delinquency
- 10:45 - 11:00 **Break**
- 11:00 - 11:50 **Plenary Session**
Economic Status of the State: *The costs of crime, the criminal justice system, and alternatives.*
Speaker: Gail Funke, Ph.D., Corrections Economist, Institute for Economic and Policy Studies, Inc., Alexandria, Virginia
- 12:00 - 1:15 Lunch **How to Protect Yourself from the Rip-Off Artist: *Ways to Reduce Business Losses Due to Crime.***
Speaker: Mr. Billy Davis, ex-offender and current Director, Social Offenders Alternative Program

Afternoon

- 1:30 - 2:20 **SESSION A - Private Sector, Profit Producing Offender Employment Programs:**
To provide information regarding company policies which can result in the development of effective, profitable offender programs.
- Moderator:* Mr. Rueben Flores, Regional Vice President, National Alliance of Business
- Speakers:* Mr. Chet Garron, Community Consultant, Digital Equipment Corporation, West Concord, Massachusetts
- Mr. Dwaine Voas, President, Stillwater Data Processing Systems, Inc., Stillwater, Minnesota
- Additional Resource Persons:*
Mr. Larry Hagen, Special Consultant, Public Relations, Todd Pacific Shipyards
Mr. Jack McGee, Director, Trades and Industry, Edmonds Community College

SESSION B - Legal Considerations in Hiring Offenders: *To provide information regarding the legal interpretation of laws relating to the rights of employers and the job seeking offender.*

Moderator: The Honorable George H. Revelle, Judge of the Superior Court, retired; Of Counsel, Revelle, Ries, and McDermott

Speaker: Mr. Peter Berzins, Attorney at Law, Bianchi, Tobin, and Schlosser

Additional Resource Persons:

Mr. William C. Collins, Senior Assistant Attorney General, Department of Corrections

Mr. Frank Dennis, Attorney at Law, Williams, Lanza, Kastner, and Gibbs; Member, Institutional Industries Class I Task Force

2:30 - 3:20

Repeat Sessions A and B

3:20 - 3:30

Break

3:30 - 4:15

Plenary Session

Industry Inside the Institutions: *An overview of the enabling legislation that encourages business for profit in the prisons and information on cost effective, profit producing businesses operating in Washington prisons.*

Moderator: Mr. Leon Vaughn, Chairman, Institutional Industries Board of Directors; retired, Facilities Manager, The Boeing Company

Speakers: The Honorable Dick Nelson, State Representative; and Member, Institutional Industries Board of Directors

Mr. Frank Raymond, Director, Institutional Industries, Department of Corrections

Ms. Martha S. Conard, Program Administrator, Institutional Industries, Department of Corrections

Ms. Mary Scott and Ms. Jan Lobdell, Co-Owners, Inside Out, Purdy Treatment Center

4:15 - 4:30

Closing Remarks

OPENING SESSION

"Partnerships between business and corrections are still relatively new in Washington State. In other parts of the nation, corporate involvement in offender employment has been successful in a wide range of industries."

Charles Robinson

The conference theme was set by Charles Robinson, who served as Master of Ceremonies. Mr. Robinson is Security Director for General Telephone Northwest and past Chairman of the Washington State Jail Commission.

In his opening, Mr. Robinson shared some of his background and interests in corrections, highlighting his involvement with Governor Spellman's transition report on adult corrections. Quoting from his input to the report, Mr. Robinson urged the conference attendees to coordinate their efforts. "The origin of the crisis in the corrections system is not in overcrowding nor with funding, but in our failure to bring together the visionaries, the theorists, the pragmatists, and the practitioners."



Charles Robinson, Master of Ceremonies and Katherine Friedt, Director, Corrections Clearinghouse

Amos Reed, Secretary, Department of Corrections

"We are here essentially to consider tax dollars in corrections and bring our thoughts together to possibly do something of common purpose, specifically in relation to employment of offenders. Employment is our commonality and it ties all of us together."

Mr. Reed addressed the issue of offender employment and training from the social responsibility perspective. Additional quotes further reflect the thoughts and issues that Mr. Reed shared in his opening remarks:

"Offenders cannot be trained without being trained — they cannot be put to work without someone putting them to work. We cannot put prisoners to work without the support of business and industry."



Amos Reed, Secretary, Department of Corrections

"Most of us already have in mind the needs and solutions to problems in corrections. We cannot achieve our potentials individually or in groups unless there is an awareness that we are interdependent. And, that there is a matrix of relationships that any person's success is the success of everyone and anyone's failure is the failure of everyone."

"There is a 'ripple effect' from those things that are positive, that are good and are creative — not just for the individuals involved, but there is a 'ripple' out across our society. The more positives put into a program, the less room for negatives."

Leading back to the issue of offender employment, Secretary Reed reviewed some of the institutional industry programs currently operating inside Washington State institutions. He noted that "some of the institutional industry programs are small, but they are a beginning. Business in this country started with small beginnings. We can start with small industries and grow."

Emphasizing that there is a role for business in partnership with corrections, Secretary Reed noted that House Bill 235 establishes a vehicle for Institutional Industries in cooperation with private industry.



Norward Brooks, Commissioner, Employment Security Department

Norward Brooks, Commissioner, Employment Security Department

Commissioner Brooks initially shared a letter from the Governor which was addressed to those at the conference. In his letter, the Governor expressed his regrets that he could not attend the conference and extended his greetings and best wishes. The Governor's letter also commended the conferees for their involvement and indicated that he was looking forward to reviewing the conference results.

The Commissioner then spoke directly to the issue of high unemployment in Washington and noted that a gradual decrease was now occurring. Since the unemployment rate for ex-offenders is much higher than the rate for the general population, Commissioner Brooks also shared his concerns regarding the cost effectiveness of incarceration. He pointed out that it costs approximately \$650 to place an offender in a

job, yet it costs over \$1,000 per month to incarcerate that same offender.

Touching on the issue of resources, Commissioner Brooks complimented those individuals working in corrections and in job placement areas for attempting to accomplish goals with limited resources.

The Employment Security Commissioner closed his overview with the following comments:

"I guess that we in the business, both in corrections and in job placement, as we set forth to try to accomplish our goals with the limited resources available, knowing that we can be eaten by the wolves, are to be commended for attempting to go forth."

KEYNOTE ADDRESS

Frank Dale, Publisher—Los Angeles Herald Examiner

"Washington has one of the most enlightened and ambitious programs in the country. Due to the Institutional Industries programs, there are programs in the institutions that can give offenders employment, work experience, training and a vocation that will be useful to them upon release. These work programs will reduce the tax burden of corrections. That point needs to be understood by the average person. Corporate structures are very involved in offender programs in many states. The private sector does not take the leadership here, but they are doing it in many places. Corporations of today are becoming more and more involved in the communities. Hiring offenders and encouraging corporate personnel to become involved in offender assistance programs is a good place to start in becoming actively involved in the community."



Frank Dale

The keynote address was delivered by Frank Dale, Publisher of the Los Angeles Herald Examiner and member of the National Council on Crime and Delinquency. Mr. Dale presented an overview of the corrections system, focusing on profitable alternatives to the costs of corrections and the mutual benefit that can be derived from private sector involvement. He noted that the U.S. has the highest incarceration rate of all the western free world nations. Great Britain has 84 persons locked up per 100,000 population, West Germany has 60, Canada has 95, Sweden has 40, Denmark has 54, the Netherlands has 22, and the U.S. has 212. Additionally, the incarceration rate in the U.S. is still increasing, 27 percent over the past six years. Mr. Dale cited studies which have shown that our U.S. "lock 'em up" practice does not result in crime rates lower than other countries. On the contrary, the more people we send to prison — "the crime school" — the more crime we are apt to have. We are locking up more people for longer periods of time, with few beneficial results and multiple negative effects.

According to Mr. Dale, the way out of this vicious circle of crime is to provide employment and training to offenders. "There are very few alternatives after the offender leaves the institution. Research by the Federal Bureau of Prisons clearly shows that of all the variables examined, unemployment relates most directly to the Federal prison populations. Unemployment and crime seem to go hand-in-hand. The public pays the price, one way or another."

Mr. Dale also addressed the tax burden of corrections by comparing the annual cost of incarcerating an individual (up to \$20,000) to the cost of finding that person a job (less than \$1,000). The U.S. is currently spending approximately 33 billion dollars a year for all segments of the criminal justice system. Pouring more money into corrections is not going to control crime — more prisons are not the answer. Offenders must be given employment and training opportunities.

In closing, Mr. Dale offered the following comments:

"Without work, a person's self-image tends to blur — his sense of worth disappears. With so many risks at stake, businesses must be involved. We cannot stand aside — it's costing more than it would to get involved."

PLENARY SESSION—ECONOMIC STATUS OF THE STATE



Dr. Gail Funke

Gail Funke, Ph.D., Institute for Economic & Policy Studies, Inc.

Noted corrections economist, Dr. Gail Funke, presented an economic overview on the costs of crime, the criminal justice system and alternatives. Following is a synopsis of Dr. Funke's presentation:

- Corrections is becoming a very big business and industry. Today there are numerically fewer inmates working in prison industries than there were 100 years ago (1885). Secondly, there is about \$3 billion worth of untapped labor in our prisons, the value of inmate manpower.
- We have about 405,000 people in prison today. That figure has doubled since 1976. Our incarceration rate per capita is indeed the highest in the world. Why do we have so many people in prison? One of the reasons is that they are staying

longer and not being released as fast as they are being let in, so there's no turn-over.

- Nationally, we are 100,000 beds short in our prisons. From 1972-1977, we added 23,000 beds to our nation's prisons, but we also added 81,000 prisoners. From 1978-1980, we added 7,000 beds and 61,000 prisoners. If we were to add the beds that were needed nationally, it would cost \$9 billion this year just to build the prisons and another \$60 billion to operate and finance them. In Washington or any other state, it would cost the taxpayers \$360 million over a six-year period to add one 500-bed prison.

- That means when we set a sentence of four years, we are saying that guy is worth \$100,000 to the taxpayers of Washington, that's what that crime is worth to us. Studies have shown that in the Federal corrections facilities, it costs more to operate them than the crimes prevented by prisoner incarceration.

- In looking at prison industries, industries working with prisons in private partnerships, this is one way of defraying costs. In 1885, 90 percent of our 42,000 inmates were employed in prison industries. The average prison wage in 1923 was 3¢ an hour; the average in 1972 was about 20¢ an hour.

- In the Federal effort, called Free Venture, it was decided that the inmates should be paid according to their productivity. If a person is half as productive as someone else, that person is paid half the salary.

- You have to be prepared to be flexible in dealing with prison industries. You have to be realistic about institution security and you have to realize that just because people are offenders, it doesn't make their worth less.

In closing, Dr. Funke emphasized that corrections is expensive and one way of defraying costs is prison industries. "We have a tremendous untapped source of human capital in our prisons. The state tax dollars have to create productive humanity."



Charles Robinson, General Telephone Northwest; Larry Fehr, Washington Council on Crime and Delinquency; Ross Peterson, Department of Corrections

Larry Hagen, Todd Pacific Shipyards; Chuck Bailey, Washington State Labor Council; Katherine Friedt, Corrections Clearinghouse



Ross Peterson, Department of Corrections; Rueben Flores, National Alliance of Business; Robert Trimble, Department of Corrections

Billy Davis—Luncheon Speaker

Billy Davis, an ex-offender and the current Director of the Social Offenders Alternative Program in Tacoma, served as the luncheon speaker. In his presentation, "How to Protect Yourself from the Rip-Off Artist: Ways to Reduce Business Losses Due to Crime," Mr. Davis made some thought provoking statements regarding crimes against businesses.

In 1982, crimes against business, such as shoplifting, earned more profit than Sears and Roebuck, J.C. Penney and Montgomery Ward combined. The illegal drug sales in this country surpassed the Exxon Corporation and General Motors in profits.

Amateur theft represents 85-90 percent of total theft crime, but only represents about 45 percent of the total dollar loss. While amateurs and youth offenders commit more crimes, more money is lost to professionals and adult offenders.

The odds of being caught in a categorical crime in 1983 are about 1 in 80. Chances are, 86 percent of all burglaries will go unsolved, 81 percent of the larcenies, 86 percent of the auto thefts, 90 percent of the shoplifting, 76 percent of the robberies, 52 percent of the rapes, and 28 percent of the murders.

A summary of crime techniques was also provided by Mr. Davis:

Shoplifters have a certain number of things in common — they are generally young — 86 percent will wear coats and 87 percent will carry purses; 85 percent will have a partner and 95 percent have been in the store before. These are common things you can look for, but 77 percent will not go through the checkstand; 65 percent will go to the item they are going to steal, look it over, look around and not pick it up, then leave, survey the store at least one more time and then return to the spot to pick it up.

A favorite trick used in team shoplifting is for one of them to go into what appears to be an epileptic fit or seizure, causing a disturbance by knocking over cans, spilling things and creating all kinds of problems. Other diversions include one of the team complaining of being ill and asking where the restrooms are located — people automatically do everything they can to help, thus taking attention from the other partner, who is doing the shoplifting; they also use the falling technique — if someone falls or trips in a store it gets immediate attention because of the concern of a possible lawsuit.

There are a lot of diversions used in stealing, because they are extremely effective. About 60 percent of all till-taps begin with coins landing on the floor — when coins hit the floor, attention is immediately drawn to the money. Another diversion commonly used is a can of coke, well shaken and opened while in line. A lot of inventory disappears while everyone is dodging the shower of coke. Emotional outbursts are also used as a distraction, such as a conflict between husband and wife.

Another common ploy is a woman walking into a store with very little clothing on. Eighty percent of all retail clerks are men, most security officers are men. Therefore, the thinking that permeates security is male oriented, while these same men are distracted by the scantily dressed female, it is easy for a theft to occur.

Mr. Davis concluded his presentation by providing some background information and advice on armed robbery situations:

- Armed robbery takes only about 12 to 15 seconds. The person that gets hurt during an armed robbery will usually be harmed in the first 4 seconds or the last 4 seconds of the robbery.
- The robber is going to be nervous. Make no sudden moves, and don't try to stall the robber. If you must move, as to open a drawer to get the money, quietly explain what you are doing.
- Look frightened, it's expected. Do not get belligerent. Never step toward the robber, and don't throw your hands in the air — any quick move may endanger your life.
- If you must move backward to get the money, keep facing the robber and walk backward; don't turn around. At the same time, don't stare directly at the robber too long.
- You may have to calm a robber down, particularly if he's on drugs, so stay calm and talk calmly. Do not yell as the robber leaves; if closed in, a potential hostage situation exists.

Much of Mr. Davis' presentation, with the assistance of Scott Graf, who is on the staff of the Social Offenders Alternative Program, was highlighted with mock situations and examples of crime in action.

PANEL SESSIONS

SESSION A — Private Sector, Profit Producing Offender Employment Programs

Moderator: Mr. Rueben Flores, Regional Vice President, National Alliance of Business

Speakers: Mr. Chet Garron, Community Consultant, Digital Equipment Corporation, West Concord, Massachusetts
Mr. Dwaine Voas, President, Stillwater Data Processing Systems, Inc., Stillwater, Minnesota

Additional Resource Persons:

Mr. Larry Hagen, Special Consultant, Public Relations, Todd Pacific Shipyards
Mr. Jack McGee, Director, Trades and Industry, Edmonds Community College

The goal of the Private Sector Panel was to provide information regarding private industry practices and policies which have resulted in the development of effective, profitable offender programs that also benefit business. Both Mr. Voas and Mr. Garron provided historical overviews of their company's successful involvement in offender hiring programs. Mr. Hagen and Mr. McGee added information on offender training and employment efforts in Washington. A summary of the information provided by these panel members is provided.

**Dwaine Voas, President
Stillwater Data Processing Systems, Inc.**

- SDPSI is a privately funded, non-profit organization with offices in the Minnesota correctional facility at Stillwater. SDPSI provides computer programming services to Minneapolis/St. Paul area businesses.
- SDPSI was conceived in 1974; the first organizational meeting was held in December of 1974. During that initial period, enabling legislation was passed to allow private industries to operate within the prisons. The first business transaction took place approximately 8 years ago. Start-up funding came from three foundations.



Dwaine Voas, Stillwater Data Processing



Private Sector Panel: Dwaine Voas, Chet Garron, Rueben Flores, Jack McGee, Larry Hagen

- In order to be considered for employment, inmates must have completed a computer programming course or have previous experience in computer programming. Those incarcerated for computer fraud are ineligible. Since the prison has a 30-50 percent minority population, affirmative action is a consideration in hiring.
- The hiring process requires two interviews: one in which they run a very simple program and one in which they determine if they have the potential skills to learn programming. At the present time, the inmate employees of SDPSI range from virtually no prior experience to those with up to four years of experience. Wages begin at \$3.36 an hour. After two years, pay is 80 percent of the prevailing wage.
- SDPSI is currently working for both private and public sector employers, large and small. The large

firms include Honeywell, Control Data Corporation, 3-M and Univac, as well as General Mills, Pillsbury and other grain companies. The firm previously used courier service to their business contacts. Now, almost all of them have direct computer terminal hookups.

- As a non-profit, non-state controlled entity, rates are adjusted to the market place. Rates are competitive, and usually at the lower end of the scale because their people are in a training mode. A nominal fee is paid for work space in the prison, \$330 per month for about 4,000 square feet. (Note: The State of Washington charges \$1 per year.)
- Initially, staff included 1 non-inmate and 4 inmate employees. Over a period of several years, staff increased to 17 inmate employees and 4 non-inmate employees. At the present time, there are 9 inmates, 2 previous inmate employees, and 2 non-inmate employees for a total employee base of 13 (temporary reduction due to the recession).
- In total, SDPSI, through their prison industry training program, has impacted 37 inmates since the start of the company. In looking at the increasing recidivism rate, it is interesting to note that those inmates who were with the company for 15 months or longer have a zero percent recidivism rate.

**Chet Garron, Community Consultant
Digital Equipment Corporation**

- Digital Equipment is a high-tech firm involved with producing microcomputers and electronic components. Total personnel is over 50,000.
- Digital's efforts to hire ex-offenders began in the early 1970's as an expression of corporate social responsibility. Now, instead of providing jobs as a form of charity, the program views offenders as an untapped labor resource.
- Offenders who are hired under the Digital program must be ready to start at the bottom. Most are assigned to an assembly line, maintenance work or materials handling. Opportunities for promotion are determined by individual initiative and ambition.
- Given the limited skills in this labor pool, Digital pays more attention to the attitudes of prospective employees. "We get lucky every so often and find somebody who has a skill. But, our criteria for employment have nothing to do with skill levels."
- The offender's history is revealed only to the department manager and the employee's immediate supervisor. This low profile is maintained to avoid stigmatizing the new employee.
- Digital takes referrals from a variety of sources. Jobs are offered to people who are on probation or parole, ex-offenders who have contacted community ex-offender assistance programs, and former inmates placed by State and Federal agencies.
- Digital believes that there are three main issues which have to be faced by most ex-convicts and work release inmates: (1) dealing with frustration, (2) establishing credibility with fellow workers, and (3) adjusting to the stresses and strains of daily life unstructured by prison discipline.
- Although hiring in general has slowed due to the recession, Digital Equipment still attempts to train offenders when possible. The company does invest some extra time in the program but believes that, "Successful people produce successful products to give you the return on your money and your training."



Chet Garron, Digital Equipment Corporation

Following a question and answer period moderated by Rueben Flores, Larry Hagen and Jack McGee provided supplemental information on Washington employment and training programs that provide opportunities for offenders:

**Larry Hagen, Special Consultant
Public Relations
Todd Pacific Shipyards**

- *Todd Shipyards and the Puget Sound Shipbuilders Association have a little different role in that they are highly unionized with 13 unions. However, Todd has had, in its union contracts since 1974, a training program which is funded out of fringe benefit programs. Each union has the option to participate. The programs are support programs and are funded; the recipients or applicants are obtained through the Employment Security Department.*
- *In each of the training programs, there are two members of management and two members of labor to run the programs. Training is done for those people who come out of incarceration and into the program. Todd's greatest avenue of recruiting minorities, females and ex-offenders is through this program.*
- *Currently, the employee base at Todd has diminished and Todd is now spending those dollars on upgrading people who are already in the program, thus still impacting the workforce involved in this group. At the end of a two-year program, they are earning full-fledged journeyman rates. And, they then go to whatever company has the jobs. So, the program is working very well. "The big thing that you have to remember is that in this area things are highly organized and we have to work within organized labor. Our program is both a labor and management program meeting the needs of the community."*

**Jack McGee, Director
Industrial Education
Edmonds Community College**

- *The role of the community college is to become a part of the community it serves. In areas where the community colleges provide education in the prisons, they are considered as part of the community. The community colleges try to treat those incarcerated students, in terms of the quality and quantity of programs, the same as we are doing on campus.*
- *There is a real effort made to make prison programs equal in quality to that of the programs on campus. The colleges also try to assist industries that would like to locate within the prisons in terms of training.*
- *As one example, Edmonds Community College now has a program going into the Washington State Reformatory (clothing and textiles) which is very similar to the existing campus program.*

SESSION B — Legal Considerations in Hiring Offenders

Moderator: The Honorable George H. Revelle, Judge of the Superior Court, retired; Of Counsel, Revelle, Ries, and McDermott

Speaker: Mr. Peter Berzins, Attorney at Law, Bianchi, Tobin, and Schlosser

Additional Resource Persons:

Mr. William C. Collins, Senior Assistant Attorney General, Department of Corrections

Mr. Frank Dennis, Attorney at Law, Williams, Lanza, Kastner, and Gibbs; Member, Institutional Industries Class I Task Force



Legal Panel: Frank Dennis, George Revelle, Peter Berzins, William Collins

The goal of the Legal Panel was to provide information regarding the legal interpretation of laws relating to the rights of employers and the job seeking offender. Mr. Berzins provided specific legal background on employer liability in the hiring of offenders. Mr. Collins and Mr. Dennis covered legal issues that affect Institutional Industries. Each of the panel members joined in a question and answer period which was moderated by Mr. Revelle. A summary of the legal discussion follows.

Employer Liability

- *An employer is not responsible if the employee goes off for his own purposes, whether legal or illegal. That is an act that goes beyond whatever you have authorized that person to do, either directly or implied. In talking about the area of responsibility as an employer, the question is whether or not the employer was negligent in their hiring or possibly, under certain circumstances, in their failure to supervise or additionally train an employee with an offender background.*
- *The liability that employers incur is not limited to only those with prior conviction records. It basically has to do with character traits in your employees of which you are aware and whether those traits make them unsuitable for a particular type of occupation. Someone with a history of assaultive behavior or a mean disposition, or an alcohol problem, who has never been convicted, may go out and injure or kill someone during working hours. The employer would be negligent since the person was retained on payroll without being offered some kind of counseling or rehabilitative program, or adequate supervision. Ultimately, an employer has a responsibility not to retain an employee who is capable of committing harm.*
- *In dealing with an individual with a prior criminal conviction, the employer has to deal with whether the particular crime the person was convicted of would, in any way, make this person an unsuitable employee. Unsuitability must be based on the nature of the business, and the nature of the contact the public has with that business.*
- *Some employers think that the best way to deal with ex-offenders is to take the safe way out by saying, "You have a conviction and I'm not going to hire you." First, this does not make sense and second, an employer cannot discriminate in this broad manner. The law will not allow it. Decisions by the Washington Human Rights Commission and the Equal Employment Opportunities Commission disallow disqualification of a person solely because of a criminal record.*
- *The employer must use some discretion in regard to the crime involved in the conviction. The potential problems are obvious with a car thief who is working as a parking attendant, or an embezzler who is doing the books, or a murderer who is employed as a bouncer in a bar. The law is not real clear on other liability situations, since few cases come up. On employment questionnaires, it is permitted to request that individuals reveal a prior criminal conviction history, within certain limits. That prior criminal history must relate to convictions (not arrests) and must not be more than 7 years prior. If these questions are asked on an employment questionnaire, it is strongly suggested by the Human Rights Commission that a disclaimer be noted below the question that the prior criminal history is not going to prohibit that person from the job because of this history, but that it will be merely a consideration to be utilized in evaluating this person's overall fitness for the job.*

- If a job involves sending an employee into a person's home, any criminal record may have some potential for problems. In these types of positions, the conviction needs to be investigated and a decision made as to whether there is additional time available to provide the necessary supervision for that individual.

- If an employer is sued for an act committed by an employee with a conviction record, the liability may extend itself to the referral agency, such as a community-based organization or state agency. However, it would be the exceptional case in which a referral agent, a parole officer, private agent, or whomever, would actually be liable, if all appropriate information on the conviction was conveyed at time of referral. It is ultimately the employer's decision that is the issue.

- Agents of the state, i.e., parole officers, job agents, should provide employers with at least enough information to make a reasonable judgment about a potential employee. That means more than just telling them that this person was convicted of second degree burglary four and one-half years ago. Unfortunately, the State Public Disclosure Act talks about withholding or holding confidential information in the files of probationers, parolees, people in institutions, all of the category of people we are talking about. When these kinds of questions are asked or when there appears to be a reasonable connection between the past crime and a pending job, there should be some disclosure made.

- Despite the lack of guidance in court cases and the somewhat loose language of the statutes, which may or may not apply, liability will attach if you are negligent. That applies whether a person has a prior record or not.

Institutional Industries/Free Venture

- There is some disagreement as to whether or not a Federal statute relating to the shipment of convict-made goods interstate applies to offenders who are working in a free-venture/institution industry. Free-venture industry is a private business that has come inside the walls of the correctional institution and has set up some sort of a typical manufacturing operation.

- Federal statute states that convict-made goods cannot be shipped interstate but goods made by parolees or probationers can be shipped interstate. Our State statute says that persons working in a free-venture industry are "parolees" for purposes of Federal statute.

- Mr. Collins, as Senior Assistant Attorney General to the Department of Corrections, holds the opinion that our State statute would not hold up under Federal challenge. The basis for this conservative speculation is that if the State is wrong, the State of Washington would not be liable, the private employer would be. The Federal statute says that the person who ships the goods is criminally liable. In any event, there are two statutes — one State and one Federal — which speak to the same topic and it's not clear which one will prevail.

- There is a chance that Congress may expand the law that allows up to 7 states to be exempted from that non-shipment requirement. If the expansion passes, up to 20 states may be exempted; hopefully, Washington would be certified as one of those 20. In that case, the question of interstate transportation of prison-made goods becomes obsolete.

- Some other statutes that are related to private business are those in regard to unemployment compensation, workmen's compensation, various tax credits at the Federal level and minimum wage laws. The free-venture statute (HB 235) really doesn't speak to some of these other areas.

- With regard to workmen's compensation, initially it seems unnecessary. An inmate injured on the job will be treated within the prison, in a state facility, by a state doctor. However, if the injury is permanent and affects a person's eligibility to work after release, then the reasonableness of providing this coverage becomes apparent.

- Another issue is employee-employer lawsuits. Current theory is that a prisoner cannot sue an employer. The State retains the major control over that prisoner. Hiring and firing can be conducted with the usual impunity.

- As to consumer lawsuits, there is no change from existing law. If a product is defective, the company is liable even if product manufacture was by robots. Employing offenders to produce goods in a prison setting does not increase liability.

- Unions will probably not be involved too much in prison industries. The State, due to custody priorities, will control working conditions and hours. There was some concern by labor initially about those jobs "behind bars" being lost to the unemployed public. It's now apparent that most business inside the prison does not result from relocating jobs, but instead from beginning businesses.

Note: There is additional information on Institutional Industries from the panel on that subject. The next section of this report provides a summary from the Institutional Industries Panel.

INDUSTRY INSIDE THE INSTITUTIONS

Moderator: Mr. Leon Vaughn, Chairman, Institutional Industries Board of Directors; retired, Facilities Manager, The Boeing Company

Speakers: Mr. Bob Naon, representing The Honorable Dick Nelson, State Representative; and Member, Institutional Industries Board of Directors

Mr. Frank Raymond, Director, Institutional Industries, Department of Corrections

Ms. Martha S. Conard, Program Administrator, Institutional Industries, Department of Corrections

Ms. Mary Scott and Ms. Joan Lobdell, Co-Owners, Inside Out, Purdy Treatment Center



Joan Lobdell, Mary Scott, Willie McClain



Bob Naon, Leon Vaughn, Frank Raymond

Prison work programs which produce goods for state agency use are not new. However, most states have a difficult time providing enough meaningful, constructive work to inmates and, at the same time, produce a product which is cost effective. One answer to this is private sector involvement or partnerships between private industries and the State Department of Corrections.

The Institutional Industries Panel was developed in order to provide an overview of the enabling legislation that encourages business for profit in the prisons and information on cost effective, profit producing businesses now operating in Washington prisons.

Leon Vaughn, panel moderator, Chairman of the Institutional Industries Board, is very involved in working with private business to increase the number of institutional industries. The 9 Members of the Board represent both labor/industries, and the Legislature. There are also five task forces now working on industry efforts; approximately 75 individuals are involved with these task forces.

Bob Naon, speaking on behalf of Dick Nelson, State Representative, summarized the legislative history of HB 235. Several months of study preceded the passage of HB 235. The bill included establishment of a separate Department of Corrections, with four divisions, one of which is Institutional Industries.

The Institutional Industries Division is responsible for the five classifications of work which were defined in the legislation. The classification of most interest at this time is called Free Venture or Class I. It is the Class I legislation which allows a private industry to operate and employ inmates inside an institution. In Class II industries, inmates produce goods, such as office furniture and licenses, for sale, or provide services, i.e., printing, to other government agencies and nonprofit organizations. (Note: Classes III, IV, and V are referenced in a later section of this report.)

In January of 1982, there were only 310 inmates employed in Class I or Class II industries. With a total work force of over 5,000, a substantial effort is necessary to increase prison employment opportunities.

The Legislature is interested in keeping costs down and increasing inmate jobs. To further this goal, HB 579 was passed in the 1983 Legislative Session. This bill calls for the Department of Corrections and the Department of General Administration to assess the feasibility of establishing prison work programs to operate record storage and retrieval systems for appropriate departments of state government. The Legislature is also interested in establishing a Cost Control Task Force, patterned after similar projects in other states. In this type of project, executives from private industries assist the state in analyzing possible cost savings. Conceivably, a task force of this nature could identify efficiencies that could be accomplished through the employment of inmates.

Frank Raymond, Director of the Division of Institutional Industries, provided an overview of the Division. The basic mission is: (1) to offer inmates employment, work experience and training in vocations that may provide likely work opportunities for them upon release; (2) to provide industry programs that will enhance corrections efforts through the production of goods and services that will be sold; and (3) to operate institutional programs effectively and efficiently, and as similar to private industry as possible.

Speaking briefly to the classifications of inmate work, Mr. Raymond noted that the programs with Institutional Industries have been traditionally involved with the manufacture of products — office furniture, license plates, road signs, and dairy products. The 1983 Legislation, HB 235, defined four additional areas of work directed by the Division of Institutional Industries. The development and implementation of these four areas of work are presently being formalized throughout the Department.

Martha S. Conard, Assistant Director of the Division of Institutional Industries, described in more detail the classifications addressed by previous speakers.

- Class I are those jobs referred to as institutional industries, private businesses employing inmates inside the institution.
- Class II are those industries operated by the Department of Corrections to produce goods or services for other agencies.
- Class III jobs are primarily institution maintenance, i.e., cooking, cleaning, laundry, landscaping.
- Class IV work is inmate employment by a nonprofit organization or a unit of government.
- Class V work is employment in the community, as an alternative to incarceration. There is no pay; work is done for nonprofit organizations or a unit of government.

Expanding Class I industries, as emphasized by all the speakers, is a primary focus at this time. Currently, there are six Class I industries. Slides of those operations were shown; a summary of each follows:

Inside-Out, Inc., the first company to enter into a partnership with the Department of Corrections, is located at the Purdy Treatment Center for Women in Gig Harbor. The company began its operation in August 1982, by employing twenty inmates in the manufacturing of garments. The Department of Corrections provided vocational training in commercial sewing machine operations through Tacoma Community College. The company presently employs twenty inmates and is housed in 3,600 square feet of space. A new industries building is presently planned for construction which will allow Inside-Out, Inc., to employ up to fifty-five inmates. Inmates receive \$3.35 per hour on a piecework basis.

The **Blue Beetle Cafe** began operation in November 1982 at the Washington State Reformatory in Monroe. The Department of Corrections could no longer continue supporting a culinary vocational program located in the Administration Building of the Reformatory. The space and equipment was advertised in the local newspapers. The Blue Beetle Cafe employs six inmates, preparing and serving meals to the staff and guests of the Reformatory. The inmates receive \$3.35 per hour.

Bell Bagg, Inc., is located at Firland Corrections Center, a minimum security institution in Seattle, housing fifty inmates. Bell Bagg, Inc., employs five inmates in the manufacturing of nylon carrying bags. The program began in December 1982. Inmate employees are provided on-the-job training and receive \$3.35 per hour on a piecework basis.

Redwood-Outdoors, Inc., began its plant operation at the Washington State Reformatory in Monroe in May 1983. It began by employing ten inmates. The Department of Corrections provided vocational training in commercial sewing operations through Edmonds Community College. Redwood-Outdoors, Inc., manufactures recreational outerwear and equipment. Inmate employees receive \$3.35 per hour on a piecework basis.

Widget, Inc., began its operation in June 1983, employing five inmates in the manufacturing of small farm utensils and solar panels. It is located at the Washington State Reformatory in Monroe, in approximately 2,000 square feet of space. Inmate employees are provided with on-the-job training and receive a training wage, which is 60 percent of the prevailing wage in the community for this type of assembly work.

Madrona Industries, located at McNeil Island Corrections Center, started operations in July 1983. Forty-four inmates will be employed by Madrona Industries to manufacture wood burning stoves. After probationary training, inmates will be paid according to job classification; laborers receive the lowest wage, production assistants receive \$3.56 per hour and production specialists receive \$4.18 per hour.

All inmates involved in "Free Venture" Institutional Industries work program pay 20 percent of their gross salaries back to the State, participating in the cost of their incarceration. An additional 20 percent is placed in a mandatory savings account to be used at the time of an inmate's release, and the remainder of the monies, after taxes, is placed in the inmate's spendable account to pay for child support, restitution and personal hygiene needs.

During the first year of these partnerships between private industries and the Department of Corrections, sixty-three inmates were involved in on-the-job training and work experience. From these inmate wages, \$11,831.92 was returned to the State General Fund for room and board, and \$8,907.44 was paid for taxes.

Joan Lobdell and Mary Scott, co-owners of the Inside-Out company at Purdy Treatment Center for Women, spoke of their experiences as operators of an institutional industry. They were initially skeptical but quickly became impressed with the learning ability and work skills of the inmates. Their business has expanded considerably due to the high quality of inmates' work. Ms. Lobdell and Ms. Scott have become personally involved with their employees at Purdy Treatment Center and in the development of this part of their company. Part of their operation is to work with Inside-Out employees on self-development. They also assist the women in finding jobs upon release.

Willie Ann McClain, an ex-offender from Purdy Treatment Center, was initially employed by Inside-Out and currently works for Joan and Mary at their off-prison site, Powder River Industries. Willie was one of the first women hired by Inside-Out. Having completed high school and vocational training, Willie stated that she was very enthused when the opportunity arose to become employed while still in the institution. Her earnings helped to support her son and provided savings she was able to use upon release. Commenting on behalf of the Purdy Treatment Center residents, Ms. McClain stressed how important "real" job experience was. While education programs are available for an offender, it is not enough without work skills and experience.

Closure of the Institutional Industries session was highlighted by the presentation of awards by Martha Conard to those firms which have been operating in the institutions.



Award to Redwood-Outdoors, Inc.



Award to Blue Beetle Cafe



Award to Bell Bagg, Inc.



Award to Inside-Out, Inc.

SUMMARY

Criminology has been referred to as "the understanding and management of our national nightmare."¹

According to the Federal Bureau of Justice Statistics (BJS) the prison population across the country experienced the largest single-year increase in the nation's history when the population increased 12.5% during 1981. In Washington State, the number of adults imprisoned jumped 21.8% during the same period of time. Based on mid-year BJS totals, Washington continued the same level of growth in 1982 with the prison population increasing 10.5% from the beginning of the year to June 30, 1982. The national average for the same six-month period was 6.9%.

Long-term studies by Dr. M. Harvey Brenner, John Hopkins University economist, reflect that for every 1% increase in unemployment, there is a 4% increase in state prison admissions.

In considering the basic issue of unemployment and crime, comments by former Attorney General John Mitchell recognize the everpresent social inequities and the need for change:

"I propose for your consideration a more general problem — the need to elevate public attitudes towards the releasee. Studies have shown an appalling resistance to hiring ex-offenders. When the releasee is thus denied the means of making an honest living, every sentence becomes a life sentence."²

¹Employment, Crime and Policy Issues, the American University Washington College of Law, 1982.

²Prisoners' Rights Sourcebook, Clark Boardman Company, 1973.

A P P E N D I X

OFFENDERS IN WASHINGTON

CORRECTIONS TERMINOLOGY

WORK SKILLS OF WASHINGTON STATE INSTITUTION RESIDENTS

BUSINESS AND CORRECTIONS: SUCCESSFUL PARTNERSHIPS

CORRECTIONAL FACILITIES IN WASHINGTON

CONTACTS FOR CORRECTIONAL/EMPLOYMENT INFORMATION

SECOND SUBSTITUTE HOUSE BILL 235 (SSHB 235)

OFFENDERS IN WASHINGTON

The average daily population of the Washington prison system in 1982 was 4,176.

Of the offenders now incarcerated, 98% will eventually be released to the community. An average of 1,300 offenders are released each year.

There are approximately 20,000 additional offenders on probation and parole in the community.

Currently, 1 out of 5 convicted felons is sent to prison; the other 4 are on probation in the community.

National studies support the estimate that offenders constitute one-quarter of the work force.

More than 50% of those in prison were unemployed at the time of arrest.

The average income for offenders in the year preceeding arrest is less than \$4,000.

The average age of those in prison is 30.

Of those now incarcerated, 81% are involved in education, training or work programs.

In 1982, offenders living at work release facilities earned almost \$2.6 million, paid almost \$1.2 million for their room and board, paid another \$212,000 for family support and paid their victims more than \$52,000 in restitution.

CORRECTIONS TERMINOLOGY

Incarcerated - Confined in prison or jail.

Furlough - Temporary release granted to a prison inmate for purposes of family visits, medical emergency, job interviews, etc.

Early Release - Reduction of an inmate's incarceration time, leading to release on parole at an earlier date.

Work/Training Release - Incarceration in a community facility instead of a prison. Work/training release facilities provide closely monitored living environments; and require residents to work or attend an approved training program.

Intensive Parole - An alternative to incarceration for marginal offenders whereby they are closely supervised and monitored in the community. Contact is more frequent than regular parole and may include additional services, such as psychiatric counseling or medical treatment. Intensive parole is also used for offenders who are granted early release.

Parole - The time period immediately following release from prison or work release when an offender's activities are supervised by a parole officer according to conditions prescribed by the Parole Board.

Probation - An alternative to incarceration whereby a convicted felon is permitted to remain in the community in lieu of going to prison. The offender is under the supervision of a probation officer and must comply with conditions set by the court.

Final Discharge - Release of the parolee by the Parole Board from all obligations of parole supervision; also includes restoration of civil rights.

WORK SKILLS OF WASHINGTON STATE INSTITUTION RESIDENTS

The following is a list of skills taught in the classrooms or learned on the job by the residents of Washington State prisons and work camps.

Auto Body and Painting	Industrial First Aide
Auto Mechanics	Janitorial
Auto Technology	Land Clearance (<i>for industrial use</i>)
Baking	Landscaping
Barber School	Laundry
Blueprint Reading	Library
Business Machines	Logging Equipment Operation
Carpentry	Machine Shop
Clerical	Meat Cutting
Cosmetology	Metal Plant (<i>fabrication and mfg.</i>)
Culinary	Microfilming
Data Processing	Nursery School
Dishwasher/Clean-Up	Office Machine Repair
Drafting	Plumbing
Drapery Manufacturing	Print Shop
Dry Cleaning	Road Building
Electronics/Electrical	Shoe Repair
Floral Design	Sign Shop
Food Preparation	Slashing/Thinning
Forestry	Small Engines
Furniture Manufacturing	Tree Planting
Furniture Refinishing	Upholstery
Gardening	Warehouse/Supply
Home and Family Life	Welding
Horticulture	Wood and Metal Assembly
Hospital Aide	

BUSINESS AND CORRECTIONS: SUCCESSFUL PARTNERSHIPS

Partnerships between business and corrections are still relatively new on the West Coast. In other parts of the Nation, corporate involvement in offender employment has been successful in a wide range of industries. Two of the presentors at this conference, Digital Equipment Corporation of Maynard, Massachusetts, and Stillwater Data Processing Systems, Inc., of Stillwater, Minnesota, typify those successes. Additional examples are noted below:

CONTROL DATA CORPORATION - Bloomington, Minnesota

Control Data, one of the largest computer companies in the U.S., is a longtime employer of ex-offenders. The company has successfully designed programs to address the lack of education and job skills among society's have-not's, the lack of employment opportunities in the inner city and the failure of prisons to prepare inmates for re-entry to the outside world.

ZEPHYR PRODUCTS, INC. - Leavenworth, Kansas

Zephyr is a light-gauge sheetmetal industry, almost entirely staffed by inmates of the Kansas State Correctional Facility at Lansing. Inmates are bused daily from the co-ed state prison to the nearby Zephyr plant. Since the program started in 1979, there have been no major problems and no escapes. Inmates are paid minimum wage, with a bonus for good attendance and an opportunity for profit sharing. As the economy improves, Zephyr hopes to expand inmate staffed companies to other areas in Kansas.

COORS INDUSTRIES - Golden, Colorado

Coors established an Equal Opportunity Training (EOT) program for hiring ex-offenders and other hard-core unemployed in 1968. Trainees work in the salvage yard, learning to drive gas and electric forklifts; operate electric hacksaws, shearers, balers, and grinders; and do pallet repairs. The EOT program is designed to allow successful trainees to move into better and higher paying jobs with the company.

POLAROID CORPORATION - Boston, Massachusetts

Polaroid was one of the first companies to establish a policy to hire ex-offenders during the 60's. The company has approximately 250-300 ex-offenders on the payroll in a wide range of jobs. Polaroid's success in hiring and retaining ex-offenders was based on strong leadership, a willingness to enter unmapped territory and a willingness to experiment with screening, hiring, and training techniques.

IWI INDUSTRIES - Summit, Illinois

IWI is a small metalworking business involved in fabricating bulk-liquid shipping tanks for the chemical industry. IWI has successfully hired ex-offenders for approximately 10 years. An estimated one-third to one-half of IWI's employees have served time in prison. Prospective offender employees are interviewed while incarcerated at the Stateville Prison.

CORRECTIONAL FACILITIES IN WASHINGTON

Corrections Institutions

Washington State Penitentiary - *Walla Walla*
McNeil Island Corrections Center - *Steilacoom/McNeil Island*
Washington Corrections Center - *Shelton*
Washington State Reformatory - *Monroe*
Special Offender Center - *Monroe*
Purdy Treatment Center for Women - *Gig Harbor*
Cedar Creek Corrections Center - *Littlerock*
Clearwater/Olympic Corrections Center - *Forks*
Firland Corrections Center - *Seattle*
Indian Ridge Treatment Center - *Arlington*
Larch Corrections Center - *Yacolt*
Pine Lodge Corrections Center - *Medical Lake*

Work/Training Release Facility Sites

Bellingham	Port Orchard
Everett	Seattle
Longview	Spokane
Olympia	Steilacoom
Pasco	Tacoma
Port Angeles	Yakima

CONTACTS FOR CORRECTIONAL/ EMPLOYMENT INFORMATION

EMPLOYMENT SECURITY DEPARTMENT

Olympia, Washington 98504
Phone: 206/753-5243

Corrections Clearinghouse
Katherine Friedt, Director
Phone: 206/753-1362

Development and operation of offender employment and training programs.

Comprehensive Employment & Training Act (CETA)/Job Training Partnership Act (JTPA)
Phyllis M. Kenney, Deputy Administrator
Phone: 206/754-1035

Statewide implementation and administration of the new JTPA, which provides Federal funding for job training and job placement activities.

Job Service Centers
Refer to local phone books
Manager - local area sites

Screens and refers applicants for employers.

Targeted Jobs Tax Credit Program
Jeff Johnston, Program Manager
Phone: 206/754-2439

Provides tax credit to employers who hire disadvantaged workers, including ex-offenders, who are eligible for this program.

Federal Bonding Program
Stan Kinney, Bonding Coordinator
Phone: 206/753-5188

Provides employment related bonding for offenders denied coverage by commercial carriers.

DEPARTMENT OF CORRECTIONS

Olympia, Washington 98504
Phone: 206/753-1550

Division of Community Services
Ross Peterson, Director
Phone: 206/753-4616

Statewide administration of work release facilities and probation and parole.

Institutional Industries
Frank Raymond, Director
Phone: 206/753-5703

Development and administration of inmate work programs, including institutional industries.

Program Development
Justus Freimund, Assistant Secretary
Phone: 206/753-7400

Development and monitoring of department programs, including academic and vocational education, volunteer services and life enrichments.

Division of Prisons
W. L. Kautsky, Director
Phone: 206/754-1502

Statewide administration of corrections institutions.

THE STATE OF WASHINGTON
47th LEGISLATURE
1981 REGULAR SESSION

SECOND SUBSTITUTE HOUSE BILL NO. 235

NEW SECTION. Sec. 11. It is the intent of the legislature to vest in the department the power to provide for a comprehensive inmate work program and to remove statutory and other restrictions which have limited work programs in the past. For purposes of establishing such a comprehensive program, the legislature recommends that the department consider adopting any or all, or any variation of, the following classes of work programs:

(1) **CLASS I: FREE VENTURE INDUSTRIES.** The industries in this class shall be operated and managed in total or in part by any profit or nonprofit organization pursuant to an agreement between the organization and the department. The organization shall produce goods or services for sale to both the public and private sector.

The department of corrections shall supply appropriate security and custody services without charge to the participating firms.

Inmates who work in free venture industries shall do so at their own choice. They shall be paid a wage not less than sixty percent of the approximate prevailing wage within the state for the occupation, as determined by the director of the institutional industries division. If the director finds that he cannot reasonably determine the wage, then the pay shall not be less than the federal minimum wage.

(2) **CLASS II: TAX REDUCTION INDUSTRIES.** Industries in this class shall be state-owned and operated enterprises designed to reduce the costs for goods and services for tax-supported agencies and for nonprofit organizations which assist persons who are poor or infirm. The industries selected for development within this class shall, as much as possible, match the available pool of inmate work skills and aptitudes with the work opportunities in the free community. The industries shall be closely patterned after private sector industries but with the objective of reducing public support costs rather than making a profit. The products and services of this industry may be sold to public agencies and to nonprofit organizations which assist persons who are poor or infirm.

Security and custody services shall be provided without charge by the department of corrections.

Inmates working in this class of industries shall do so at their own choice and shall be paid for their work on a gratuity scale which shall not exceed the federal minimum wage and which is approved by the director of institutional industries.

(3) **CLASS III: INSTITUTIONAL SUPPORT INDUSTRIES.** Industries in this class shall be operated by the department of corrections. They shall be designed and managed to accomplish the following objectives:

(a) Whenever possible, to provide basic work training and experience so that the inmate will be able to qualify for better work both within institutional industries and the free community. It is not intended that an inmate's work within this class of industries should be his or her final and total work experience as an inmate.

(b) Whenever possible, to provide forty hours of work or work training per week.

(c) Whenever possible, to offset tax and other public support costs.

Supervising, management, and custody staff shall be employees of the department.

All able and eligible inmates who are assigned work and who are not working in other classes of industries shall work in this class.

Except for inmates who work in work training programs, inmates in this class shall be paid for their work in accordance with an inmate gratuity scale. The scale shall be adopted by the secretary of corrections.

(4) **CLASS IV: COMMUNITY WORK INDUSTRIES.** Industries in this class shall be operated by the department of corrections. They shall be designed and managed to provide services in the inmate's resident community at reduced costs. The services shall be provided to public agencies, to persons who are poor or infirm, or to nonprofit organizations which assist persons who are poor or infirm.

Inmates in this program shall reside in facilities owned by, contracted for, or licensed by the department of corrections. A unit of local government shall provide work supervision services without charge to the state and shall pay the inmate's wage.

The department of corrections shall reimburse participating units of local government for liability and workers compensation insurance costs.

Inmates who work in this class of industries shall do so at their own choice and shall receive a gratuity which shall not exceed the minimum wage for their work.

(5) **CLASS V: COMMUNITY SERVICE PROGRAMS.** Programs in this class shall be subject to supervision by the department of corrections. The purpose of this class of industries is to enable an offender, placed on probation, to work off all or part of a community service order as ordered by the sentencing court.

Employment shall be in a community service program operated by the state, local units of government, or a nonprofit agency which assists persons who are poor or infirm.

NEW SECTION. Sec. 12. All inmates working in prison industries shall participate in the cost of corrections. The secretary shall develop a formula which can be used to determine the extent to which the wages of these inmates will be deducted for this purpose. The amount so deducted shall be placed in the general fund and shall be a reasonable amount which will not unduly discourage the incentive to work. When the secretary finds it appropriate and not unduly destructive of the work incentive, the secretary shall also provide deductions for restitution, savings, and family support.

END