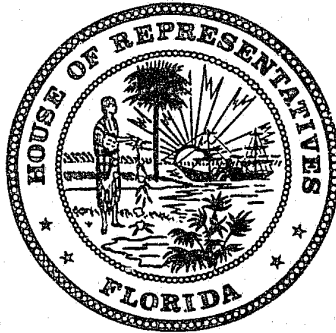


Oversight Report On
BOARD OF CORRECTIONAL EDUCATION
AND
CORRECTIONAL EDUCATION SCHOOL AUTHORITY



By Staff of

The Florida House of Representatives

Committee on Corrections, Probation & Parole

Everett A. Kelly, Chairman

March, 1988

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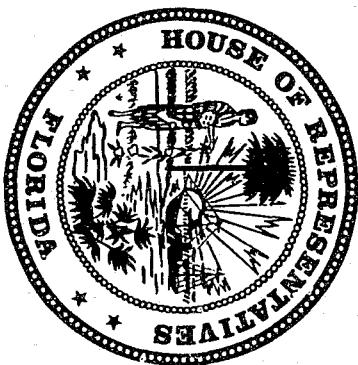
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March, 1988

Staff Contact: Marcia A. Mathis

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LIST OF ACRONYMS

The following acronyms are used throughout this report, and are provided for your convenience.

ABE	-	Adult Basic Education
BCE	-	Board of Correctional Education
CCFP	-	Community College Program Fund
CESA	-	Correctional Education School Authority
DLES	-	Department of Labor and Employment Security
DOC	-	Department of Corrections
DOE	-	Department of Education
EPM	-	Education Program Manager
FEFP	-	Florida Education Finance Program
FTE	-	Full-Time Equivalent
GED	-	General Education Development
HRS	-	Health and Rehabilitative Services (Department of)
PRIDE	-	Prison Rehabilitative Industries and Diversified Enterprises
SAT	-	Standard Achievement Test
TABE	-	Test of Adult Basic Education

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S U M M A R Y

I. SUMMARY

The primary objective of rehabilitating inmates through education has not been substantially altered since its conception in 1952, only refined.

Since the establishment of Florida's first inmate school in 1914, correctional education has experienced expansion in facilities, population, programs, staffing, and funding. Likewise, correctional education has sustained various organizational structures.

In 1977, over 4,000 (27%) of the inmate population were enrolled in academic education programs, and approximately 2,700 (18%) were enrolled in vocational programs.

After the Senate Select Committee on Correctional Education reviewed correctional education in the spring of 1983, the legislature has endeavored to improve the effectiveness of education services for Florida's incarcerated adults, as well as unify correctional education.

Consequently, the 1986 legislature created section 242.68, Florida Statutes, which established the Correctional Education School Authority (CESA), and transferred the responsibility of correctional education from the Department of Corrections (DOC) to CESA. The transfer went into effect July 1, 1987.

CESA is composed of all education and library facilities at all state institutions operated by DOC. CESA is presided over and supervised by the nine member Governor-appointed Board of Correctional Education (BCE). CESA staff is headed by a Director of Correctional Education who is appointed by BCE.

From FY 1979-80 through FY 1986-87, state correctional institutions have experienced a deluge of inmates into the system. Over the last eight years, correctional education enrollment has continued to drop as the inmate population has grown. In FY 1986-87 only 21% of the population was enrolled in correctional education programs, the figure was an all-time low.

Likewise, the number of General Education Development (GED) diplomas and vocational certificates being issued to inmates has continued to decrease. During FY 1982-83, 6,169 certificates were issued to correctional education inmates; this had dropped to only 3,232 certificates being issued by FY 1986-87. CESA staff attributes the decreases to funding shortages, rate of inmate population movement and work squad assignments, reduction in staffing, insufficient gain time awards, and correctional education's emphasis toward a more stable inmate enrollment.

In FY 1979-80, the total number of correctional education staff totaled 459 general revenue employees, and remained basically the same until FY 1984-85. The legislature questioned the quality of education in state institutions, and therefore reduced education staff to 329 general revenue positions, and required correctional education to contract specific funds of for correctional services with contract providers (i.e., school districts, community colleges, or accredited private schools).

Correctional education funding has almost doubled since FY 1979-80 (\$7.6 million) to FY 1986-87 (\$14.3 million). Of the \$14.3 million funded in FY 1986-87, 84% of the funding is

obtained from the General Revenue Fund, and 16% is obtained from Grants and Donations Trust Funds.

The BCE has developed and established its' Philosophy, Goals, and Objectives, and CESA staff are in the process of developing governing rules, policy, and procedure directives.

The BCE consists of nine members (7 voting and 2 nonvoting members). BCE is attached to DOC for administrative purposes only, and presides over all CESA staff. CESA central office staff consists of 18 positions. (15 general revenue positions and three grant positions).

The legislature has approved funding for 368 institutional education staff, although only 318 of these positions are currently filled. Of these 318 positions, 268 are general revenue employees and 37 are grant employees. In addition, proviso language in chapter 87-98, Laws of Florida, requires CESA to contract specific funds for educational services for inmates enrolled in adult basic, high school, and vocational education. The most recent CESA count reported there were 116 academic and vocational contract instructors.

As of December 4, 1987, 80% of CESA's general revenue teachers had obtained a regular or temporary Florida DOE teacher certification, 1% had obtained a part-time or substitute DOE certification, and 19% had obtained **NO** DOE certification. CESA reports the majority of general revenue teachers without certification have filed for certification, and are pending DOE approval. CESA could not identify the number of teachers who had not filed for DOE certification. Sixty-six percent of the

contract teachers had obtained a regular or temporary DOE certification, 10% had obtained a part-time or substitute DOE certification, 24% had obtained **NO** DOE certification.

CESA's budget request for FY 1987-88 was \$23,268,435. This request represented a \$902,443 increase over the FY 1986-87 budget request. The actual appropriation given to CESA for FY 1987-88 totaled \$14,292,235, which represented a \$321,829 funding increase over FY 1986-87. Of the \$321,829 increase, \$297,852 was for contract education which was increased from \$3,723,152 to \$4,021,004.

Currently, CESA provides academic and/or vocational facilities at 32 state institutions, these 32 institutions also have a library, 7 major and 20 minor law libraries. Education services are also provided at Road Prisons, Forestry Camps, and Vocational Centers.

In assessing the first six months of BCE's and CESA's existence (July 1 through December 31, 1987), BCE has completed 5 (31%) of the 16 responsibilities mandated by the legislature in section 242.68(2)(h), Florida Statutes, 7 (44%) of the 16 responsibilities are currently in progress, 3 (19%) of the responsibilities are pending, and 1 (6%) responsibility has received no action. The director has completed 5 (23%) of the 22 responsibilities mandated by the legislature in section 242.68(4), Florida Statutes, 15 (68%) responsibilities are currently in progress, and 2 (9%) of the 22 responsibilities are pending action.

As of December 31, 1987, CESA offered inmates a total of 270 education programs (108 academic and 162 vocational programs).

Since CESA has been in effect, the percentage of inmate population enrolled in correctional education has continued to decrease. CESA issued a total of 1944 GED and vocational certificates from July 1 through December 31, 1987, which is a 18% increase over that same period of FY 1986-87.

Of the \$14,292,235 appropriated to CESA in 1987, and as of December 31, 1987, CESA had disbursed 58% of the money allocated for Salaries and Benefits, 1% of Other Personal Services allocations, 8% of Expense allocations, 6% of Operating Capital Outlay, and 27% of Contract Education allocations.

To gain insight and determine the operation and performances of BCE and CESA, staff utilized survey questionnaires as an evaluation instrument. Questionnaires were sent to BCE members, institutional Educational Program Managers (EPM), correctional education instructors, and a sample of inmate education students.

Upon receipt of the BCE questionnaire response on October 22, 1987, BCE had met 11 times. BCE had no board policy on required attendance, therefore, 4 board members had missed 45% or more of the meetings. None of the voting board members are allowed to have a voting designated representative. One board meeting conducted in Tallahassee did not contain enough members for a quorum, and proceeded as a workshop. BCE members feel the voting status of the board should be changed to provide the Commissioner of Education and the Secretary of Corrections with the authority to appoint a permanent designee with voting

privileges. BCE provided staff with what they felt were 6 different ambiguities or weaknesses in statute wording. The legislature mandated BCE with 4 responsibilities containing deadline dates. Two of the deadlines were **not** met, and the remaining two are expected to be completed on schedule.

Of the questionnaires sent to 31 EPM's, 28 (90%) responses were received by the committee. Overall, most EPM's felt administration, work environment, equipment and supplies, counseling, and assessment were satisfactory above satisfactory. However, the most identified weaknesses of BCE were conflicts between CESA, DOC, or DOE, lack of leadership, and the lack of board members with experience in correctional education. EPM's also felt the most common weaknesses in the present CESA administrative/instructional staff were staff morale, quantity of staffing, and top level management. Dissatisfaction was also evidenced in the areas of library services, education budgets, and staffing needs. When asked "What do you consider to be the three most serious and urgent problems/needs to be addressed in order to **improve correctional education services?**", EPM's reported; improve salaries, direction and strong/new leadership, increase educational staffing, provide realistic funding, and abolish contract education.

Questionnaires were sent to the 344 correctional education instructors. The committee received 176 (51%) responses from the instructors. The profile of the average teacher is a 48 year old male who has previously worked as a DOC teacher for an average of 6 years, and has a total of 12 years teaching experience.

Seventy-eight percent (78%) of the instructors reported they were DOE certified. BCE instructors felt the three weakness of teaching as a BCE teacher were salaries, lack of leadership, and staff communication and cooperation. Instructors were asked under which staffing arrangement they felt would provide the highest degree of quality education for inmates, and 30% responded BCE with its own full-time staff, 26% responded BCE with exclusively contracted services, 15% responded under the present organizational structure, 15% responded under DOE, 8% responded DOC, and 6% responded with other structures. Regarding salary and benefits, 51% of the instructors reported they would prefer to be employed by a public/private delivery system, 25% preferred to be part of a BCE full-time teaching staff, 11% preferred to work directly for DOC, and other instructors either listed other structures, don't know, or no answer, as responses.

In order to determine benefits received by inmates enrolled in correctional education programs, a sample of 810 inmates were supplied with a questionnaire. The committee received a total of 636 (79%) responses. The profile of the average enrolled inmate is a 29 year old male who has completed 9 to 11 years of school outside of prison, has been in prison on their current sentence for less than 6 years, and has less than six years left to serve on their sentence. Six percent (6%) of the inmates reported they did not voluntarily enroll in educational programs, and 33% reported they received no counseling prior to entering the

educational programs. Inmates evaluated both general revenue and contract instructors as "good" or "outstanding" teachers, although inmates did respond that contract teachers are not as willing to help students as are the general revenue teachers. Finally, inmates are reportedly satisfied with facilities, equipment, and supplies.

Based upon findings in this report, the major conclusions are:

- Both BCE and DOC were uncertain as to the legislative intent of their powers and authority, which resulted in a three month delay in fulfilling statutory mandates.
- The two ex officio voting members have missed a combination of 55% of the board meetings. Because no provision is made for ex officio voting member absences, one board meeting did not have a quorum, and had to be modified and converted into a workshop.
- BCE has not developed a policy to ensure that all inmates requiring basic or functional literacy attend adult basic education classes.
- Inmates feel they have learned many of the necessary basic background skills which will help them successfully complete programs they are currently enrolled in.

- Of the \$4,021,004 CESA is required to contract for educational services, 76.2 % pays instructor salaries and benefits.
- 24.2% of the contract instructors do not have DOE teacher certification, while 19.2% of general revenue instructors do not have DOE teacher certification.
- Both academic and vocational contract instructors make an average of \$7.00 more an hour than academic and vocational general revenue instructors.
- Eighty-four percent of the EPM's felt the instructional services from contract providers were either satisfactory or above satisfactory.
- Instructors have varying opinions about what they feel would be the best arrangement for delivering the highest degree of quality education for inmates. Twenty-six percent of the instructors felt the best arrangement would be under the authority of BCE with exclusively contracted services from an existing public/private delivery system, 30% felt under the authority of BCE with its own full-time general revenue teaching staff would be the best arrangement, 15% felt the current structure should be maintained, 15% felt the educational program should be under DOE, 8% said it should be under DOC, and 6% listed other arrangements.

- 15.7% (\$631,275) of the \$4,021,004 contract funds is paid for contract provider administrative costs.

- 1.1% (\$47,284) of the \$4,021,004 contract funds is paid for travel and support services, and \$16,206 is paid to Lake City Community College for a portion of liability insurance.

- Five of the board's 16 responsibilities required by law are continuous or ongoing responsibilities. The director is responsible for developing the rules and procedures for carrying out many of the board's responsibilities, which has resulted in the board not completing 5 (46%) of the remaining 11 responsibilities, which are:

1. Adopting and enforcing rules for management and operation of education programs.
2. Surveying facilities of existing education programs to determine need, extent, and cost of renovation and remodeling.
3. Adopt rules governing the compensation of teachers and other personnel.
4. Approve education programs of appropriate levels, and adopt rules for the admission of inmate students.
5. Review and approve goals and objectives relating to all phases of correctional education program.

- Over 70% of the EPM's were satisfied with the board's education plans and direction.

- EPM's feel that the three major weaknesses of the present organizational structure are the conflicts between CESA, DOC, or DOE, leadership, and no board members have been educators at correctional institutions.

- EPM's feel the three most serious and urgent problems or needs to be addressed to improve correctional education services are to increase salaries, obtain strong, new leadership and direction, increase staff and funding, and abolish contract education.

- Until his appointment as Director of Correctional Education, the current and initial director was the Director of the Health & Education Program Office from 1976 until April, 1987.

- Seven of the 22 responsibilities mandated to the Director of Correctional Education, as required by law, are continuous or ongoing. Ten (67%) of the remaining 15 responsibilities have not been accomplished by the director, which are:

1. In accordance with DOE standards, develop standardized correctional education curricula.
2. By January 1, 1988, develop with DOE a procedure to evaluate the effectiveness of education programs.

3. Develop a compensation and step pay plan for correctional educators, which is competitive with school district salaries.
4. Develop a procedure for maintaining an active substitute teacher list.
5. In accordance with DOE testing standards, develop a mechanism to test offenders.
6. Develop goals and objectives for all relating phases of education programs.
7. Develop a staffing and funding formula for education.
8. Immediately implement procedures to secure entitlement funds from federal and state grant sources.
9. Using DOE standards, specify which educational facilities other than the vocational-technical center which will offer vocational programs.
10. Conduct a survey of all institutions to identify inmates with special education needs, and develop a plan which will address those needs.

- Section 242.68, Florida Statutes, requires the director to ensure that correctional education programs are in accordance with established DOE standards. It also requires the director to ensure that vocational training programs complement existing PRIDE programs whenever possible. This ambiguous language has resulted in the director providing two vocational training programs, which complement PRIDE programs, for which DOE has no established standards.

- Some of the same correctional education problems which were identified in 1985 (i.e., salary disparities, low staff morale, lack of support services, inadequate job qualifications, and lack of quality control mechanisms) are still in existence. The survey of the EPM's listed the major weaknesses of CESA as:

1. Low morale
2. Lack of staffing
3. Paperwork
4. Top level management
5. Salaries

- In addition, the instructors perceive the 3 significant weakness of teaching as an employee of CESA as:

1. Salaries
2. Lack of leadership
3. Staff communication and cooperation

- In March, 1987, 8% of the general revenue instructors were not certified by DOE, and in December, 1987, 19% of the instructors were not certified by DOE. CESA reports the majority of these instructors have filed for DOE certification, but are waiting for DOE approval. CESA could not identify those instructors who had not filed for DOE certification.

- Based upon the conclusions, it is recommended that the Legislature:

- Amend section 242.68, Florida Statutes to:

* Clarify the authority of BCE and DOC.

* Authorize the Commissioner of Education and the Secretary of Corrections to appoint a designee to represent them in their absence.

* Require BCE to ensure that every inmate requiring basic literacy (e.g., inmates who are at the 0 - 4th grade level) and functional literacy (e.g., 4th - 8th grade level) receive instruction in a correctional adult basic education program.

* Require the director to ensure that vocational training programs complement existing PRIDE programs whenever possible, but that such programs shall be in accordance with established DOE standards.

* Require that all correctional education tangible personal property bought with state funds shall remain property of the State of Florida, and is subject to Chapter 273, Florida Statutes.

- Approve funding for general revenue instructor salary increases, which will move general revenue instructors closer to salary parity with contract instructors.

If is further recommended that:

- The present correctional education organizational structure be maintained and scrutinized for an additional year. If correctional education continues to retrogress, the BCE and CESA should be abolished, and the correctional education should be placed under the authority of DOC or DOE.

- The board should review the continued decline in:

- * continued disparities in salaries
- * staff morale
- * inmate enrollment
- * certificates issued
- * deficiencies in fulfilling statutory responsibilities

closely evaluate the director's performance in light of declining enrollments, and his inability to complete requirements established by law, and exercise their privilege to make a change in the correctional education directorship.

INTRODUCTION

II. INTRODUCTION

In 1984, chapter 83-290, Laws of Florida, which established the Council on Correctional Education went into effect. The Council was composed of nine members who were assigned to monitor and assess correctional education within the Department of Corrections (DOC).

In 1985, the Council fulfilled its' statutory responsibilities by submitting their report to the Legislature. The Council identified the most apparent problems in correctional education as:

1. Salary disparity
2. Low staff morale
3. A lack of support services
4. Inadequate job qualifications; and
5. A lack of quality control mechanisms

The result of these findings prompted the 1986 Legislature to abolish the Council and create section 242.68, Florida Statutes, which established the Correctional Education School Authority (CESA), and transferred the responsibility of correctional education from DOC to CESA, effective July 1, 1987.

The landmark correctional education legislation created a separate authority or school district, which is presided over and supervised by the Governor appointed Board of Correctional Education (BCE). CESA functions as a local education agency similar to other school districts. Funds are appropriated on a line item basis. CESA also has potential for private foundation

and federal funds. CESA is headed by a Director of Correctional Education who is appointed by BCE.

The purpose of this legislation as stated in the 1986 staff analysis was to:

1. Develop a discrete and comprehensive correctional education structure which is standardized statewide, and is comparable in quality to the level of education provided in the free world.

2. Create a structure which enables the state to compete for grant funds for correctional education, which it was not eligible for prior to creation of the authority.

3. Eliminate the need for DOC personnel, who are security oriented, to deal with the on-going dilemma of managing a secure facility while retaining full authority over education services at that facility.

Due to questions of legislative intent, authority and accountability, teacher salary disparity between general revenue teachers and contract teachers, and rumor of contract provider overcharges, the Chairman of the House Committee on Corrections, Probation, and Parole has directed staff to conduct an interim oversight review of BCE and CESA.

The project objectives were as follows:

1. Examine the structural problems which have arisen as a result of the board's attachment to DOC.

2. Determine if correctional education should be attached to the Department of Education (DOE).

3. Determine if correctional education should be reinstated as a program office within DOC.
4. Evaluate the educational benefits received by inmates.
5. Examine the teacher contract and bid process; and
6. Evaluate the statutory responsibilities assigned to the board and the Director of Correctional Education.

In order to accomplish the objectives outlined above, staff has reviewed the present law and rules relating to BCE and CESA. We have conducted on-sight review of six correctional institutions. Through the use of a survey questionnaire, we have questioned all nine BCE board members. We have solicited correctional education staff input (i.e., education program managers, and both general revenue and contract correctional education instructors) through questionnaires concerning the BCE and CESA.

This review reflects the information collected from these sources, draws conclusions, and includes recommendations based upon this information.

The committee staff wishes to acknowledge the cooperation given by BCE board members and the staff of CESA. We also want to thank Education Commissioner Betty Castor for courteously providing staff assistance from Michael A. DeCarlo in the drafting of all survey questionnaires. A special THANK YOU goes out to all those program managers, institutional instructors, and correctional education inmates who provided the committee with candid insight into the varied day-to-day operational processes of correctional education at their institution.

FINDINGS

III. FINDINGS

A. History

1. General Background

World history records that the first institution experiment in inmate rehabilitation through education was established at the first House of Corrections in 1552 (commonly known as Bridewell), by the London Council in England.

The primary objective of the new prison was not to punish, but rehabilitate inmates. Original regulations at Bridewell stated that "in this house shall be erected sundry occupations, wherein shall be trained all the sturdy and idle, those occupations as shall be profitable."¹ The inmates were

"supervised by taskmasters and taskmistresses...expert in such sciences and occupations as there shall be exercised."² European inmate rehabilitation through education went through numerous reforms. Eventually the reformist practices and beliefs crossed over the Atlantic Ocean to the first American prison which was established in 1787, in Philadelphia, Pennsylvania.

Florida's first state prison was established in 1868, at Chattahoochee, Florida in an abandoned federal arsenal under a free lease agreement with the federal government. By the year 1885, the responsibility of state prisoners was transferred to the Commissioner of Agriculture.

¹R. H. Tawney, Tudor Economic Documents, Vol. 2, op. cit., p. 308.

²Ibid., p. 310.

Bradford Farms, most commonly called Raiford, which was constructed in 1914, established the first inmate school. The four hour, three days a week classes were taught by the more educated inmates. Classes were conducted in a corner of the institution auditorium, and class assignment was determined by test scores from the Stanford-Binet I.Q. test and the Standard Achievement Test (SAT). Only those inmates having fulfilled their regular work responsibilities could participate in educational classes. Educational programs were not offered for female inmates.

In 1937, the vacant hospital building at Raiford was renovated and established as an institution school. The school delivered a full Adult Basic Education (ABE) program for blacks, and a separate ABE program for whites. Also, the school offered printing and typesetting classes, as well as four (4) other vocational courses. The daily classes were expanded to one-hour and twenty-minute, four times a day sessions. All instructors were volunteer inmates who had scored high on their SAT, and had obtained a prior educational background. In 1939, five percent (5%) of the prison population was attending school.³ By the year 1941, the school teaching staff included 15 inmates. The first high school (including math, english, science, history, and language courses) was established in 1942.

³James Davis, The Prison Problem in Florida: A Survey by the Prison Industries Reorganization Administration (Washington, D.C.: Prison Industries Reorganization Administration, June 13, 1939), p. 38.

World War II brought about many changes in Florida. With the arrival of numerous military households and tourists, Florida's population increased by 43% between 1950 and 1970. The population grew, crime increased, and the prison system became overcrowded. Due to alarming prison complaints and conditions, Florida's Governor, Millard Caldwell (1945-1949) asked for an investigation by the Federal Bureau of Prisons. The report, "The Florida State Correctional System: A Survey and Recommendations," served as the foundation for a major reform of the Florida correctional system. The state legislature passed chapter 57-121, Laws of Florida, which established the Florida Correction Code of 1957, and created a Division of Corrections within the Department of Agriculture, yet autonomous from the Department of Agriculture. The division answered to Florida's Board of Commissioners of State Institutions, which was under the direction of the Governor. "For the first time in Florida's history, the legislature specifically authorized the implementation of inmate rehabilitation through education by providing prisoners with access to education, which was given by public or private educational agencies of the state."⁴

In 1963, Louie L. Wainwright was appointed Director of the Florida Division of Corrections. With the development of major tourist and recreation attractions in the 1960's, and the vast

⁴Leonard H. Roberts, A History of Inmate Rehabilitation Through Education in the Florida State Correctional System: 1868-1980.
Ph.D. Dissertation, University of Florida, 1981, p. 64.

growth of employment opportunities, Florida once again experienced a growth in population, and an increase in crime. By 1967, the seven major prisons housed approximately 7,200 inmates. With a concern with correctional education and teacher certification, the DOC staff, Department of Education (DOE) staff, and Florida State University adult education professors wrote a plan for expanding and developing correctional education programs. In 1968, the Florida legislature appropriated money for 100 professional positions for correctional education (i.e., teachers, librarians, counselors, and vocational coordinators).

In 1969, the Division of Corrections was placed under the newly created Department of Health and Rehabilitative Services (HRS) by chapter 69-106, Laws of Florida. Because HRS was an umbrella agency encompassing a wide range of state human service organizations, the Florida legislature passed chapter 75-49, Laws of Florida, entitled the "Correctional Organizational Act of 1975", which created the Department of Offender Rehabilitation. The act also provided for a Health and Education Services Program Office, with the purpose of developing a comprehensive departmentwide education and rehabilitation program, including job training and job placement, in collaboration with other state agencies. The 12 major institutions and over 11,000 inmates were served by a central office staff which was increased from three to nine professionals. Also, approximately 2,500 (23%) of the

inmates were enrolled in academic classes, and 1,090 (10%) of the inmates were in full-time vocational training. Eight hundred (7%) of the inmates were enrolled in college credit courses. DOC reported in 1974, that 803 (7%) of the inmates earned General Education Development (GED) diploma's, and 1,174 (11%) of the inmates received vocational certificates.

In 1977, the inmate population was approximately at 15,000 inmates. Over 4,000 (27%) inmates were enrolled in academic education, and approximately 2,700 (18%) in vocational programs.

By 1982, many of the institutions were understaffed in education, and many institutions became dependent on outside agencies, school districts, and/or colleges, which could acquire compensation from Florida Education Finance Program (FEFP) and Community College Program Fund (CCFP) funds for furnishing education services to inmates.

The Senate Select Committee on Correctional Education examined correctional education in 1983. This inquiry caused the legislature to establish a Council on Correctional Education (chapter 83-290, Laws of Florida), composed of nine members, who were assigned to monitor and assess correctional education. During its only year of existence, the Council exhausted many hours into visiting institutions, identifying problems, and making recommendations for correctional education.

By 1984, DOC's education budget had exceeded over \$11.8 million, and almost 25% of the education services were supplied by providers (i.e., school districts, community colleges). In June 1984, there were 4,246 (16%) inmates enrolled in academic programs, and 3,593 (14%) enrolled in vocational programs. According to legislative committee files, the legislature questioned the quality of correctional education and the manner in which correctional education funds were used. Therefore, to the Florida legislature, through the Omnibus Education Bill, chapter 84-336, Laws of Florida, required DOC to delete 139 educational positions and use approximately one-third of their education budget for contract education services with school districts, community colleges, or accredited private schools for services. During this same period, the Bureau of Education and Career Development central office staff was reduced from nine to five professionals. Furthermore, effective in 1985, school districts and community colleges were prohibited from reporting inmate enrollments for FEFP or CCFP monies, and once again, enrollments dropped. In June 1985, there were 3,672 (13%) inmates enrolled in academic programs, and 3,210 (11%) inmates enrolled in vocational programs.

By 1986, the inmate population swelled to over 29,000 inmates. Approximately 13% of the inmates were participating in academic education programs, and approximately 11% participated in the vocational programs. Salary disparities, low staff

morale, lack of support services, inadequate job qualifications, a lack of quality control mechanisms, inadequate facilities, outdated training equipment, and greater demands for accountability caused the 1986 legislature to create a law intended to unify correctional education, and provide for more effective education services for Florida's incarcerated adults. Consequently, the Board of Correctional Education (BCE) and the Correctional Education School Authority (CESA) were established by chapter 86-183, Laws of Florida.

2. Legislative Background

For over 27 years, DOC had exclusive control over correctional education. According to legislative committee files, the legislature questioned the quality of correctional education and the manner in which correctional education funds were used. As a result, the legislature made an attempt to cultivate a cohesive working relationship between correctional educators and outside educational providers by requiring DOC to contract with accredited educational institutions for basic and vocational education programs. Also, as noted above, the legislature prohibited school districts and community colleges from receiving money reimbursements from the FEFP and CCFP, which was obtained by reporting inmate enrollments. This legislative action prohibited double-dipping by the school districts and community colleges.

In addition, the 1984 Appropriations Act eliminated 139 DOC teaching positions, and transferred the \$2.9 million allocated for those positions into a special contract fund. The act required DOC to contract for educational services at the lowest practical price, and at a fixed Full-Time Equivalent (FTE) rate (FTE represents a funding formula which is based on the number of hours a student attends class per day, multiplied by the number of days in the school year, divided by 900).

In 1986, approximately two-thirds of correctional education services were provided by DOC teaching staff. At this time, there were 289 state funded teaching positions, including contracting, within DOC. The FY 1985-86 legislative appropriations supporting these positions totaled \$13.3 million. A contract fund, in the amount of \$3,723,153 was appropriated by the 1985 legislature for the provision of contract education services for inmates. These funds were expressly identified to provide inmate education needs, which could not be used for any other purpose. DOC contracted with 22 different entities (13 county school boards, 8 community colleges, and 1 private college) which provided 187 college and school district teachers (98 full-time and 89 part-time).

As mentioned above, the 1985 Council on Correctional Education's report, and a review conducted by the House Committee on Corrections, Probation & Parole identified the most apparent problems in correctional education as; salary disparity, low staff morale, a lack of support services, inadequate job qualifications, and a lack of quality control mechanism.

As a result of these findings, the legislature, in 1986 passed CS/SB 485, which created section 242.68, Florida Statutes. Section 242.68, Florida Statutes, created the BCE and CESA, and transferred the responsibility of correctional education from DOC to CESA.

CESA is composed of all education and library facilities at all state institutions operated by DOC. The Director of Correctional Education (who is appointed by BCE) and CESA are supervised by BCE. BCE is composed of seven (7) voting members and two (2) nonvoting members. The two ex officio voting members are the Commissioner of Education and the Secretary of the Department of Corrections. Five voting board members are appointed by the Governor and confirmed by the Senate. The two ex officio nonvoting members are the Secretary of the Department of Labor and Security (DLES) and the President of Prison Rehabilitative Industries and Diversified Enterprises (PRIDE), Inc. Members receive no compensation for services, but are reimbursed for per diem and travel expenses incurred, pursuant to section 112.061, Florida Statutes.

Both CESA and BCE are attached to DOC. In reviewing the staff analysis and research by committee staff, it is clear that neither CESA or BCE is subject to control, supervision or direction by DOC. However, section 242.68, Florida Statutes does not specifically state this.

All education-related property, appropriations, programs, activities, and functions of the DOC correctional education program were re-assigned to CESA on July 1, 1987.

B. Inmate Profile: FY 1986-87

The DOC 1986-87 Annual Report records the profile of incarcerated inmates as follows:

<i>Profile of the Typical White Male Offender Admitted to State Prison During the 1986-87 Fiscal Year.</i>	<i>Profile of the Typical Black Male Offender Admitted to State Prison During the 1986-87 Fiscal Year.</i>
<ul style="list-style-type: none"> • Is 27 Years of Age or Younger (53.2%) • Is Single (Never Married) (52.8%) • Is a Florida Resident (88.1%) • Has an I.Q. of 93.7 • Admits to Using Illegal Drugs (54.2%) • Claims 10.5 Years of Education • Has an Average Tested Grade of 8.8 • Has no Prior Commitments to State Prison (75.8%) • Was Convicted of: <ol style="list-style-type: none"> 1. Burglary (24.2%) 2. Narcotics, Sale and Manufacture (11.6%) • Has a Maximum Prison Sentence of Less Than 5 Years (69.7%) • Has One or More Prior Probations for a Felony (59.5%) • Was Employed Full-Time at Arrest (65.8%) 	<ul style="list-style-type: none"> • Is 26 Years of Age or Younger (52.0%) • Is Single (Never Married) (72.4%) • Is a Florida Resident (96.1%) • Has an I.Q. of 78.7 • Admits to Using Illegal Drugs (54.2%) • Claims 10.5 Years of Education • Has an Average Tested Grade of 6.5 • Has no Prior Commitments to State Prison (62.3%) • Was Convicted of: <ol style="list-style-type: none"> 1. Burglary (20.7%) 2. Narcotics, Sale and Manufacture (15.4%) • Has a Maximum Prison Sentence of Less Than 5 Years (73.3%) • Has One or More Prior Probations for a Felony (61.4%) • Was Employed Full-Time at Arrest (55.0%)

<i>Profile of the Typical White Female Offender Admitted to State Prison During the 1986-87 Fiscal Year.</i>	<i>Profile of the Typical Black Female Offender Admitted to State Prison During the 1986-87 Fiscal Year.</i>
<ul style="list-style-type: none"> • Is 28 Years of Age or Younger (52.8%) • Is Married (61.4%) • Is a Florida Resident (91.4%) • Has an I.Q. of 94.6 • Admits to Using Illegal Drugs (51.5%) • Claims 9.6 Years of Education • Has an Average Tested Grade of 8.4 • Has no Prior Commitments to State Prison (88.8%) • Was Convicted of: <ol style="list-style-type: none"> 1. Narcotics, Sale and Manufacture (19.9%) 2. Larceny (17.2%) • Has a Maximum Prison Sentence of Less Than 5 Years (77.7%) • Has One or More Prior Probations for a Felony (61.8%) • Was Unemployed at Arrest (74.2%) 	<ul style="list-style-type: none"> • Is 27 Years of Age or Younger (55.7%) • Is Single (Never Married) (66.7%) • Is a Florida Resident (97.7%) • Has an I.Q. of 79.0 • Admits to Using Illegal Drugs (58.5%) • Claims 9.6 Years of Education • Has an Average Tested Grade of 6.2 • Has no Prior Commitments to State Prison (79.1%) • Was Convicted of: <ol style="list-style-type: none"> 1. Larceny (22.0%) 2. Narcotics, Sale and Manufacture (14.1%) • Has a Maximum Prison Sentence of Less Than 5 Years (86.1%) • Has One or More Prior Probations for a Felony (70.7%) • Was Unemployed at Arrest (83.3%)

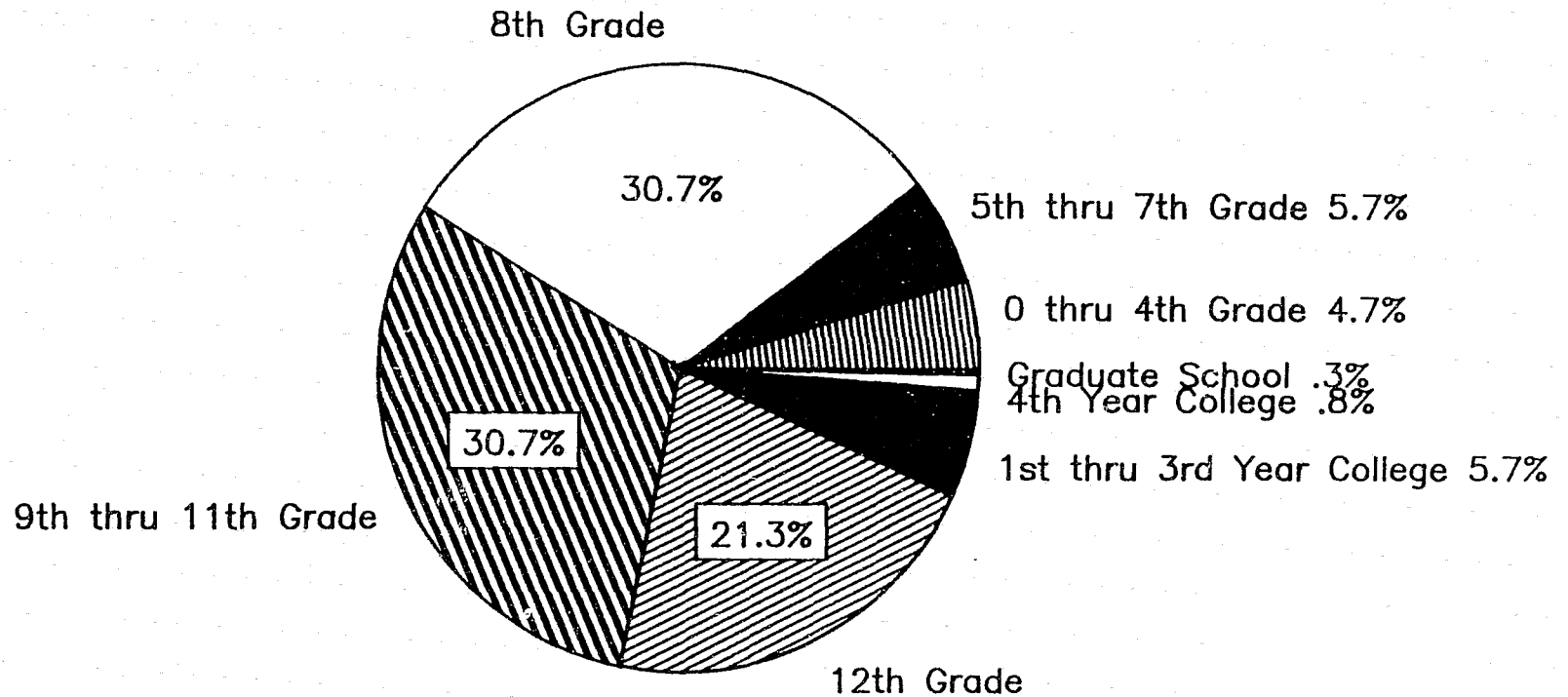
DOC reports that 5,757 (18%) of the inmate population has not completed above the 8th grade. Of these approximately 10% are currently enrolled in basic literacy programs. Sixty-one percent (61%) of the inmate population has not completed high school (in contrast to the 70% completion rate for the regular population of Florida). Table 1 below and Graph 1 on the following page details the number of inmates completing grades 0 through 12, college, and graduate level courses.

Table 1
GRADE LEVEL COMPLETION OF INMATES

<u>Grade Level Completed</u>	<u>Inmate Total</u>	<u>Percentage of Total</u>
0 - 4	984	3.0%
5 - 7	2,173	6.6%
8	2,600	7.9%
9 - 11	14,091	43.0%
12	9,775	29.9%
1st Through 3rd Year of College	2,623	8.0%
4th Year of College	387	1.2%
Graduate School	129	.4%
	<u>32,762</u>	

Source: Department of Corrections 1986-87 Annual Report

GRADE LEVEL COMPLETED BY INMATES (DOC 1986-87 Annual Report)



C. Correctional Education Status: 1979-1987

1. Inmate Population

As Graph 2 on the following page shows, state correctional institutions have experienced over a 60% increase in inmate population from FY 1979-80 through FY 1986-87.

2. Inmate Enrollment

As Table 2 below and Graph 3 on page 33 shows, the percentage of inmates enrolled in educational programs has steadily decreased as the inmate population has increased. In FY 1979-80, 38% of the inmate population was enrolled in education programs. By FY 1982-83, enrollment had dropped to 30% of the inmate population, and in FY 1986-87 only 21% of the population was enrolled in education programs. In fact, from 1984-85 onward, the actual number of inmates enrolled has also declined.

Table 2

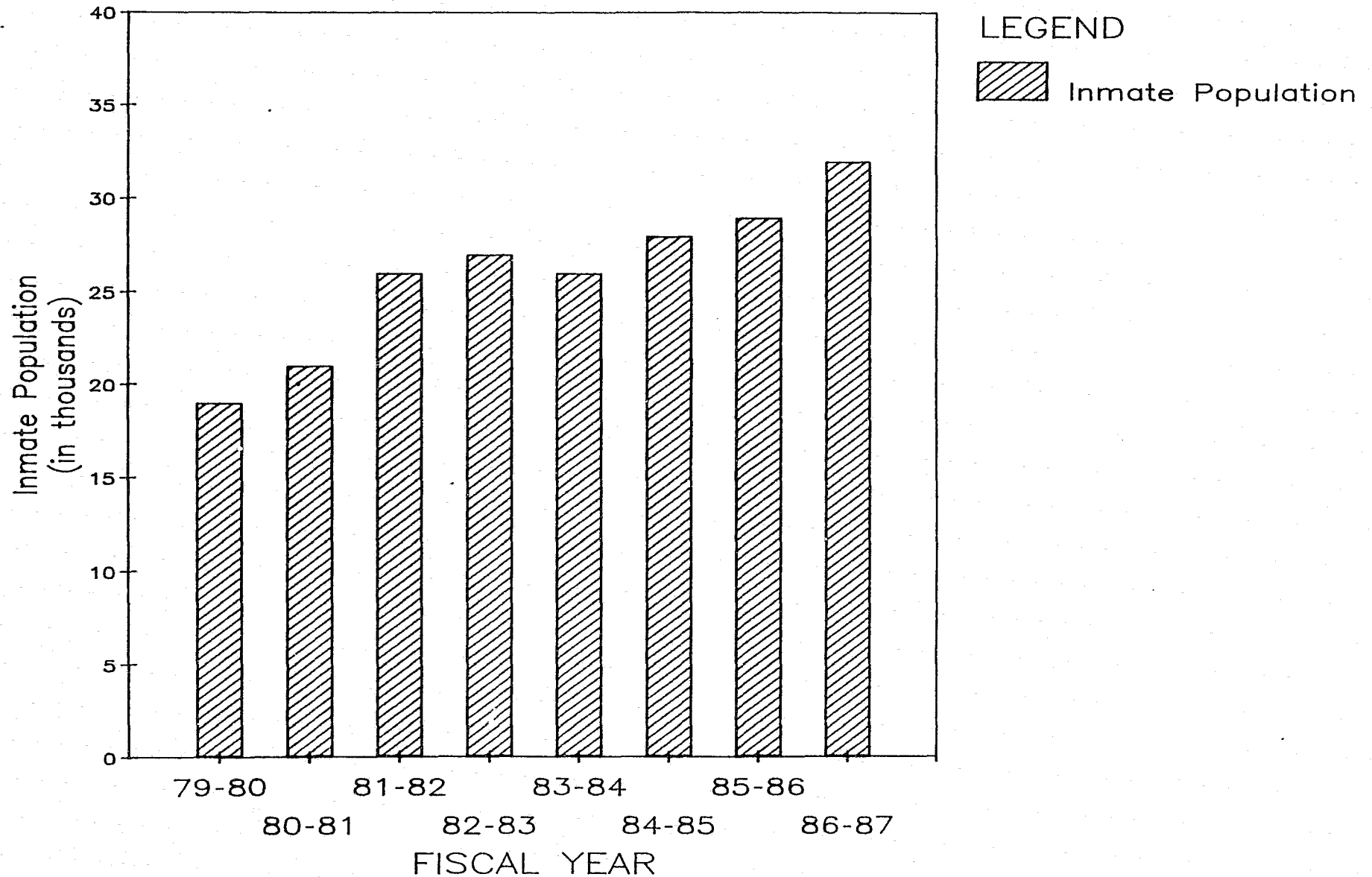
INMATE ENROLLMENT

<u>FY YEAR</u>	<u>POPULATION</u>	<u>ENROLLMENT</u>	<u>% OF POPULATION</u>
1979-80	19,722	7,524	38%
1980-81	21,579	7,727	36%
1981-82	26,161	8,850	34%
1982-83	27,717	8,317	30%
1983-84	26,471	8,309	31%
1984-85	28,310	7,428	26%
1985-86	29,712	7,160	24%
1986-87	32,764	6,739	21%

Sources: Criminal Justice Estimating Conference, Dec., 1987
Correctional Education School Authority, Nov., 1987

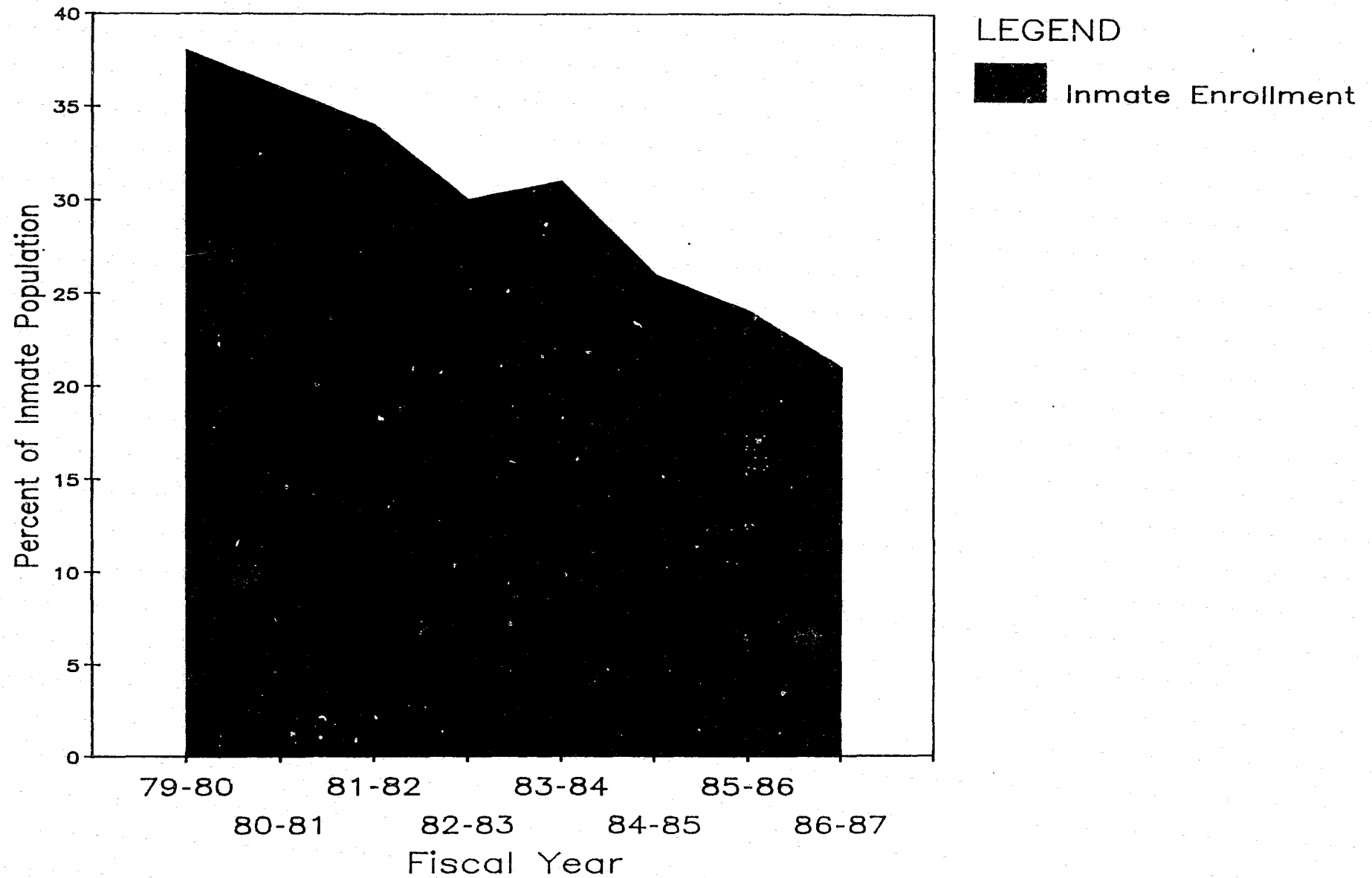
Graph 2

GROWTH IN DOC INMATE POPULATION FY 1979-80 Thru FY 1986-87



Graph 3

INMATE ENROLLMENT FY 1979-80 Thru FY 1986-87



CESA attributes the decreases to shortages in funding, staffing, insufficient gain time awards, increase in work squad assignments, and education's emphasis for a more stable inmate enrollment.

Table 3 below, and Graph 4 on the following page shows that as inmate population has continued to increase, inmate enrollment in academic, vocational, and college programs has continued to decrease over the last eight years. It should be noted that although correctional education academic and vocational programs are state funded, inmates enrolled in college programs are required to pay their own expenses.

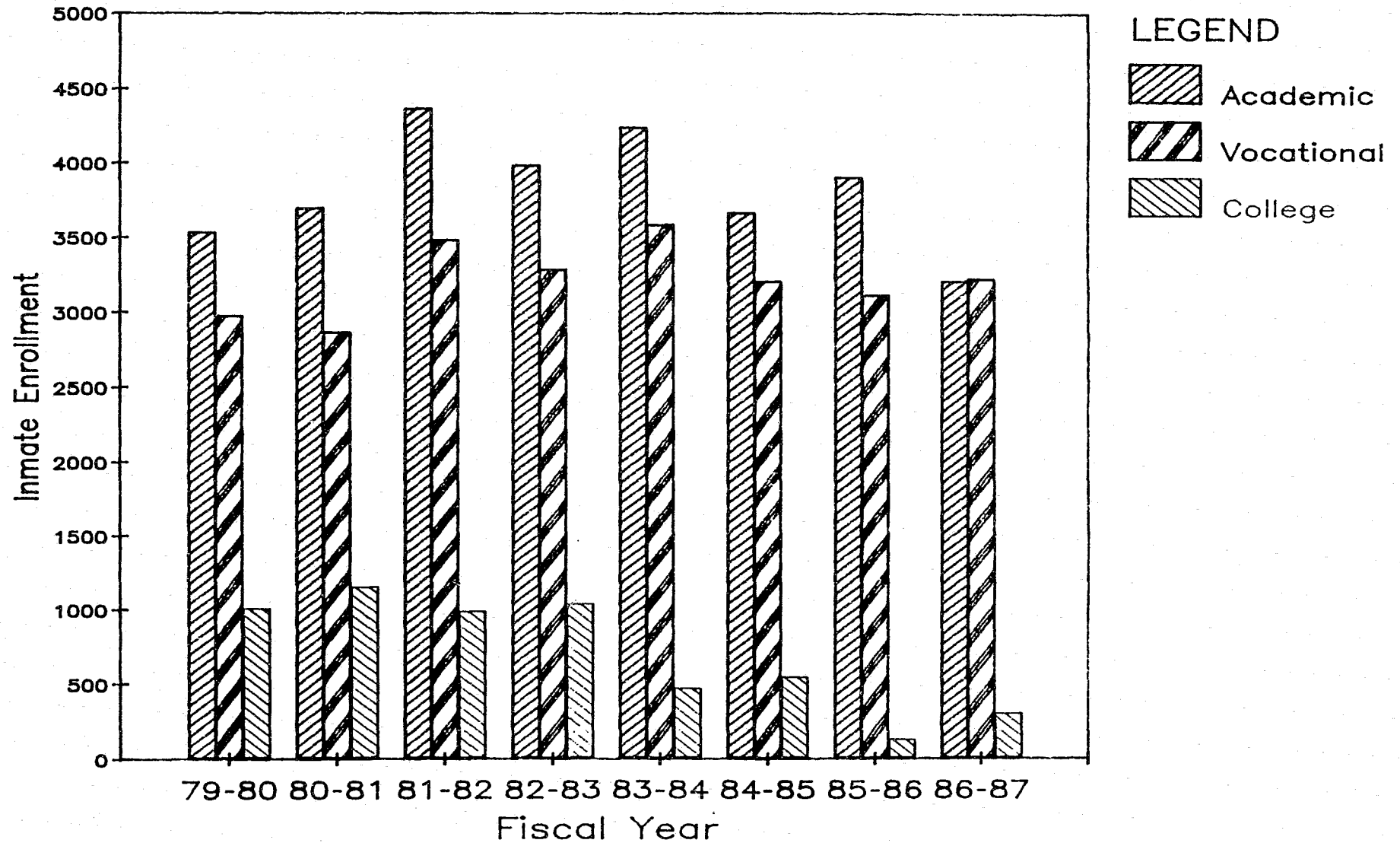
Table 3
Correctional Education Enrollment
FY 1979-80 Thru 1986-87

YEAR	TOTAL INMATE POP.	ACADMC. ENRLMT.	% OF POP.	VOL. ENRLMT.	% OF POP.	COLLEGE ENRLMT.	% OF POP.	TOTAL EDUC. ENRLMT.	% OF POP.
79-80	19,722	3,539	18%	2,978	15%	1,007	5%	7,524	38%
80-81	21,579	3,703	17%	2,871	13%	1,153	5%	7,727	36%
81-82	26,161	4,372	17%	3,490	13%	988	4%	8,850	34%
82-83	27,717	3,990	14%	3,290	12%	1,037	4%	8,317	30%
83-84	26,471	4,246	16%	3,593	14%	470	2%	8,309	31%
84-85	28,310	3,672	13%	3,210	11%	546	2%	7,428	26%
85-86	29,712	3,911	13%	3,117	11%	132	1%	7,160	24%
86-87	32,764	3,211	10%	3,224	10%	304	1	6,739	21%

Sources: Criminal Justice Estimating Conference, Dec., 1987
Correctional Education School Authority, Nov., 1987

Graph 4

CORRECTIONAL EDUCATION ENROLLMENT FY 1979-80 Thru 1986-87 (Academic, Vocational, and College)



3. Certificates

From FY 1979-80 through FY 1986-87, a total of 35,656 academic (General Education Development [GED] diplomas) and vocational certificates have been issued to inmates enrolled in correctional education programs. As Table 4 below and Graph 5 on the following page shows, there has been a drop in the number certificates issued to inmates since FY 82-83.

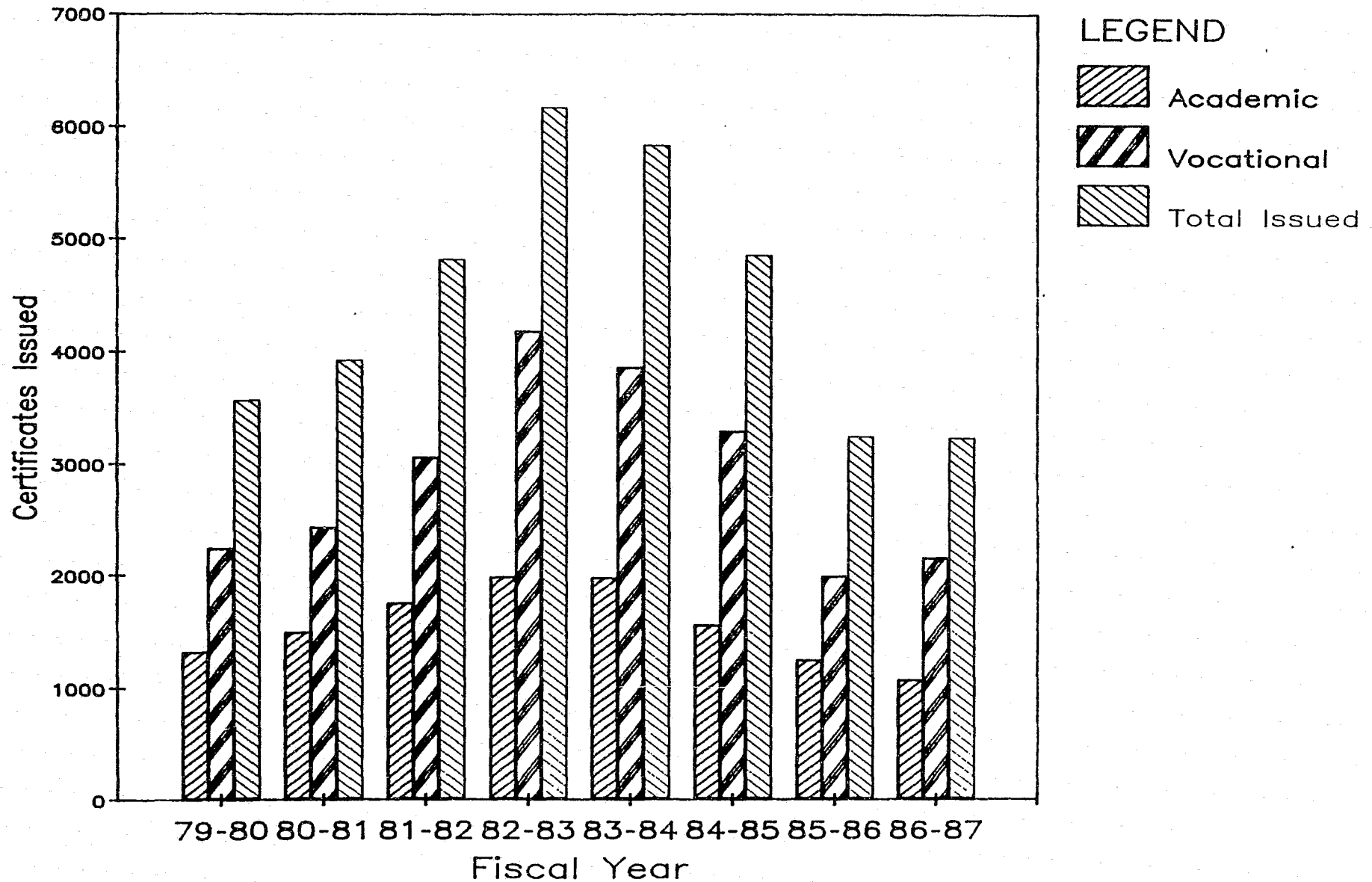
Table 4

<u>YEAR</u>	<u>ACADEMIC</u>	<u>VOCATIONAL</u>	<u>TOTAL</u>
1979-80	1,326	2,242	3,568
1980-81	1,498	2,428	3,926
1981-82	1,754	3,063	4,817
1982-83	1,984	4,185	6,169
1983-84	1,976	3,865	5,841
1984-85	1,563	3,294	4,857
1985-86	1,253	1,993	3,246
1986-87	1,075	2,157	3,232
	-----	-----	-----
TOTAL:	12,429	23,227	35,656
	=====	=====	=====

Source: Correctional Education School Authority, Nov., 1987

CESA attributes this decrease to funding shortages, rate of inmate population movement, and reorganization and negotiation with DOE.

EDUCATION CERTIFICATES ISSUED FY 1979-80 Thru 1986-87



Prior to 1986, many of the state institutions were not approved as satellite locations for GED testing. Therefore, accurate data for inmate GED testing could not be obtained from DOE, because the entity (i.e., community college, school district, etc.) providing the testing would claim the results.

As Table 5 on the following page shows, a total of 2,144 GED examinations were administered in the Florida Department of Corrections' state institutions in 1986. Of those, 1,403 inmates were awarded the State of Florida High School Diploma, for a 65% successful passage rate. The Florida Department of Education, Bureau of Adult and Community Education reports that there is no standard passage percentage for the state, although the desired passage rate is 73.1%, and the desired national passage rate is 72.6%.

There are 71 official testing centers in Florida, and testing was conducted at 226 satellite locations. Twenty-one of these were state correctional institutions which operated under a Memorandum of Agreement with the State GED Office. All state correctional institutions have been approved as satellite locations for future GED testing.

Table 5

DEPARTMENT OF EDUCATION ANNUAL REPORT
GED TESTING CY 1986
DEPARTMENT OF CORRECTIONS STATE INSTITUTIONS

INSTITUTION TESTING CENTER	TOTAL INMATES TESTED	DIPLOMAS ISSUED	PASSAGE RATE
Apalachee C. I.	238	180	.76
Avon Park C. I.	39	28	.72
Baker C. I.	61	44	.72
Brevard C. I.	87	60	.69
Cross City C. I.	59	41	.69
Dade C. I.	61	30	.49
DeSoto C. I.	69	52	.75
Florida C. I.	222	98	.44
Fla. St. Prison	52	35	.67
Glades C. I.	65	34	.52
Indian Rvr. C.I.	175	106	.61
Lake C. I.	38	23	.61
Lancaster C. I.	219	145	.66
Lantana C. I.	98	65	.66
Lawtey C. I.	72	44	.61
Marion C. I.	114	74	.65
Polk C. I.	88	69	.78
Recp. Med. Ctr.	72	61	.85
Rvr. Junt. C. I.	41	31	.76
Sumter C. I.	241	158	.66
Union C. I.	33	25	.76
TOTALS	2,144	1,403	.65

4. Education Staff

Prior to FY 1984-85, correctional education staff consisted of "general revenue" and "agreement" employees. Agreement staff included community college and school district educators who taught in state institutions, but who were not considered DOC general revenue employees. Although agreement staff were teaching through FEFP/CCFP funding, until FY 1984-85, data was not available for the total number of agreement staff.

In FY 1979-80, the number of education staff totaled 459 general revenue employees, and remained the same until FY 1984-85. A September, 1985 House staff report on correctional education reported the legislature reduced education staff to 329 general revenue positions, and required DOC to contract for teaching services "because of legislative concern that inmate education for inmates was not being adequately provided for by the Department of Corrections". The contract providers included school districts, community colleges or accredited private schools. Education staff totaled 516 during FY 1985-86 and 461 in FY 1986-87.

Table 6 below shows the breakdown of general revenue and contract education staff from FY 1979-80 through FY 1986-87.

Table 6

<u>FY YEAR</u>	<u>GENERAL REVENUE</u>	<u>CONTRACT</u>	<u>AGREEMENT</u>	<u>TOTAL</u>
1979-80	459	*	**	459
1980-81	459	*	**	459
1981-82	454	*	**	454
1982-83	445	*	**	445
1983-84	454	*	**	454
1984-85	329	115	142	586
1985-86	329	187	---	516
1986-87	329	132	---	461

* No contract services
 ** Data not available

Source: Correctional Education School Authority, Nov., 1987

5. Funding

As Graph 6 on the following page indicates, education funding has increased over 55% from FY 1979-80 through FY 1986-87.

Eighty-four percent (84%) of correctional education funding is obtained from the General Revenue Fund, and 16% is obtained from the Grants and Donations Trust Funds.

Table 7 below summarizes total correctional education funding from FY 1979-80 through 1986-87.

Table 7

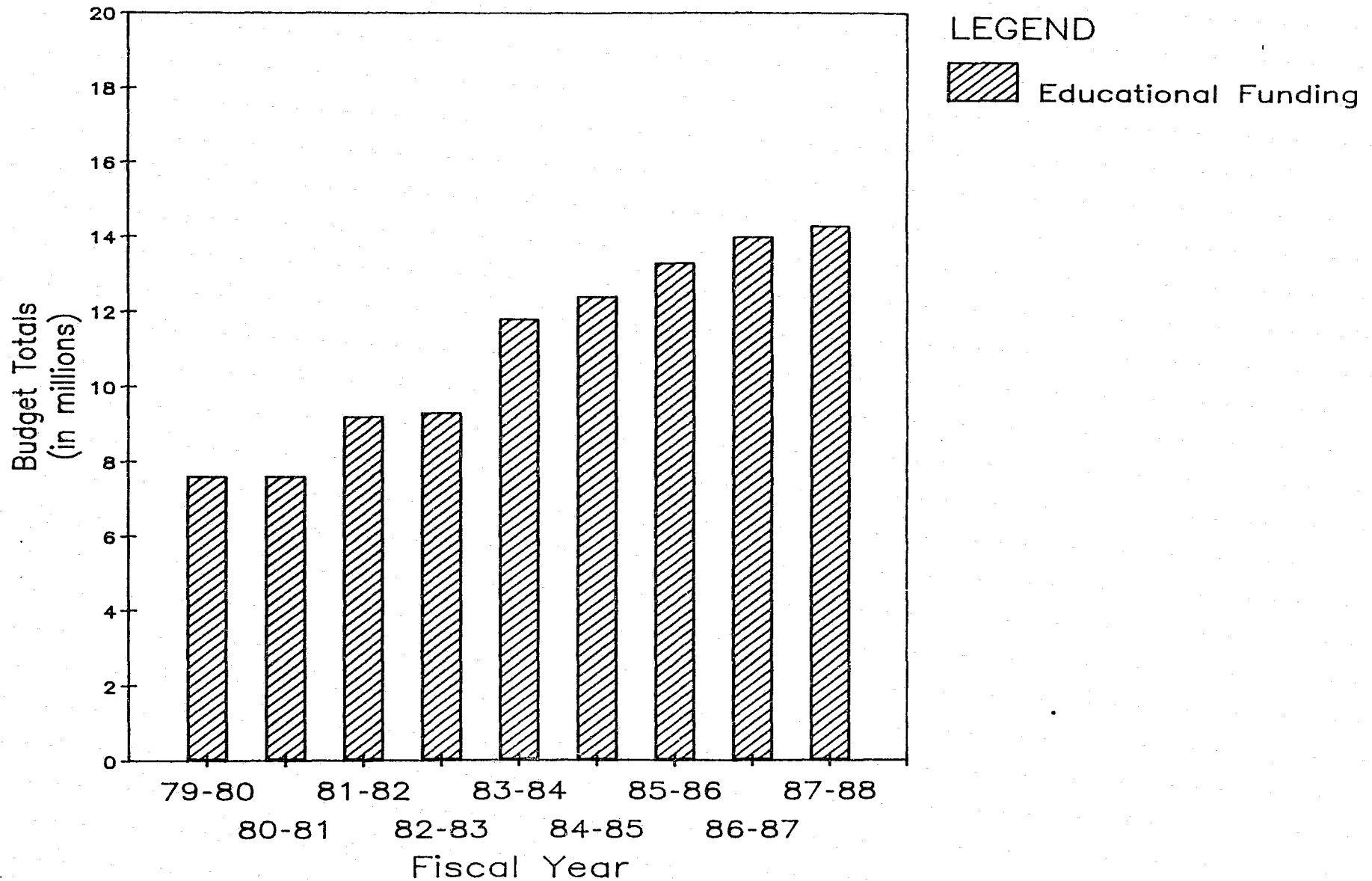
FISCAL YEAR	GENERAL REVENUE FUNDS	TRUST FUNDS	TOTAL FUNDING
1979-80	\$ 6,495,709	\$ 1,115,376	\$ 7,611,085
1980-81	6,516,687	1,088,375	7,605,062
1981-82	7,856,416	1,353,206	9,209,622
1982-83	7,765,629	1,494,187	9,259,816
1983-84	9,332,079	2,469,799	11,801,878
1984-85	10,232,231	2,127,485	12,359,716
1985-86	11,695,821	1,591,686	13,287,607
1986-87	11,746,887	2,223,519	13,970,406

Source: Florida Department of Corrections, Office of Management and Budget, December, 1987

An itemized breakdown of correctional education funding from FY 1979-80 through 1986-87 is attached as Appendix A.

Graph 6

CORRECTIONAL EDUCATION FUNDING FY 1979-80 Thru FY 1987-88



D. Goals and Objectives

1. The Law

Section 242.68, Florida Statutes, requires the BCE to establish "goals and objectives".

Section 242.68(2)(h), Florida Statutes, provides the responsibilities of the board which include:

14. Review and approve goals and objectives relating to all phases of the correctional education program.

16. Ensure that correctional education programs comply with the policies set by the board and with public policies and goals and objectives of the state, which include, in the following order of priority:

a. Providing every inmate who has an expectation of release from custody within 5 years with the opportunity to achieve functional literacy, specifically the ability to read and write the English language and the ability to perform routine mathematical functions prior to his release or expiration of this sentence.

b. Providing every inmate who has an expectation of release from custody within 5 years, and who has demonstrated the intellectual capacity to benefit therefrom, with the opportunity to obtain the equivalent of a public high school education. Inmates who wish to receive a standard high school diploma should be required to meet the graduation requirements provided for in ss. 232.246 and 232.247. The highest priority in achieving this goal shall be focused on those institutions housing youthful offenders as defined in chapter 958.

c. Ensuring that every inmate who has an expectation of release from custody within 5 years be released possessing at least entry-level marketable vocational skills in one or more occupational fields for which there is a demonstrable demand in the economy of this state.

d. Ensuring that every inmate be released possessing life management skills which will allow him to function successful in a free society.

e. Providing that inmates who demonstrate college-level aptitudes be provided the opportunity to participate in college-level academic programs which may be offered within correctional facilities. Associated costs shall be borne by the inmate.

f. Providing that training in the fundamentals of physical education and personal health be an integral part of all academic and vocational education programs. Such training shall include instruction in personal hygiene, general health, and the importance of rules and discipline in athletic contests. Regular vigorous physical exercise shall be emphasized in those correctional facilities housing youthful offenders as defined in chapter 958.

Section 242.68(4), Florida Statutes, delineates the requirements for development of goals and objectives to the Director of Correctional Education.

(4) There is hereby established the position of Director of Correctional Education who shall be appointed by the board and shall serve at the discretion of the board. The director shall: . . .

(1) Develop goals and objectives relating to all phases of the correctional education program.

2. Philosophy, Goals, and Objectives

A work group has recently developed the proposed CESA philosophy, goals, and objectives. The BCE approved the proposal on January 21, 1988, with minor technical changes.

CESA PHILOSOPHY

The majority of offenders share serious educational deficits. Correctional education can offer opportunities to intervene effectively and make a positive difference. The relevance of a strong educational program to the reduction of recidivism is obvious. Education cannot guarantee that its benefits will assure that any specific offender will refrain from further crime. Nevertheless, it is one of the positive contributions that a prison can make toward reducing that risk.

Believing that every man and woman has a right to improve his lot, the Board believes all inmates should be provided educational opportunities which accommodate individual abilities, interests, needs, and goals. It also subscribes to a whole person concept, believing that education should provide the opportunities for positive changes in the personal, physical, social and intellectual development of inmates.

It is the mission of the Correctional Education School Authority to provide inmates with opportunities to develop academic, occupational and social living skills needed to return to society as productive citizens. In fulfilling this mission, it is the intent of the School Authority that every inmate within five years of release have the opportunity to attain functional literacy, the equivalent of a high school education, and an entry level occupational skill based upon his individual needs. The educational staff will guide and direct the students in their educational pursuits, recognizing that the individual is ultimately responsible for the success of his/her own progress.

A draft of the Philosophy, Goals, and Objectives for the Correctional Education School Authority: 1988-1993, and a copy of the program work plan for 1987-88 are attached as Appendices B-1 and B-2.

3. The Rules

Section 242.68, Florida Statutes, requires both BCE and the Director of Correctional Education to establish certain "rules and procedures". The BCE is required, under subsection (2)(h) to:

1. Adopt and enforce all necessary rules for the management and operation of education programs within the Department of Corrections. In adopting rules the board shall consider the Department of Corrections operating procedures and goals of correctional education. Rules adopted by the board shall not conflict with Department of Corrections rules relating to security or any applicable rules adopted by the Department of Education as specified in the Florida School Code.

2. Develop written cooperative agreements with the Department of Corrections outlining the duties and responsibilities of the school authority and its staff and Department of Corrections institutional personnel. . . .

4. Develop guidelines for the school authority staff concerning the behavioral control of inmates while in education programs and the reporting of behavioral problems. . . .

8. Adopt rules governing the compensation and salary of teachers and other education personnel under annual or term contracts. . . .

10. Approve education programs of the appropriate levels and types in the correctional institutions and adopt rules for the admission of inmate students thereto.

The director is required, under subsection (4), Florida Statutes, to:

. . . (c) Ensure that correctional education programs provide minimum performance standards, basic functional literacy skills, and marketable vocational skills which are in accordance with established Department of Education standards. . . .

. . . (i) Develop a procedure for maintaining a list of substitute teachers so that students will not be temporarily displaced in the event a regular instructor is absent for any reason. Institution education program managers shall maintain an active substitute list at all times. . . .

CESA is in the process of developing governing rules, and policy and procedure directives.

On November 19, 1987, BCE approved a grievance procedure, disciplinary procedure for CESA employees (which is subject to final review by DOC's Legal and Personnel Offices), and a procedure for employment of education staff. CESA expects to complete the rules and procedures by April 1, 1988.

CESA is currently operating under an agreement between DOC and CESA (which went into effect October 15, 1987), DOC Rules, and DOC Policy and Procedure Directives which have been conformed to meet temporary needs of CESA.

A copy of the DOC and CESA agreement is attached as Appendix C.

E. Resources

1. Board Members and Personnel

As noted above, the BCE consists of nine members (7 voting and 2 nonvoting members). BCE is attached to DOC for administrative purposes only, and supervises all CESA staff. The board members are as follows:

Honorable Betty Castor*
Commissioner of Education

Richard L. Dugger, Secretary*
Department of Corrections

Dr. Jose A. Marques, BCE Chairman
Associate Professor
Criminal Justice
Florida International University

Two Year Term
Term Expires June 30, 1988

Ronald D. Froman
Senior Administrator
Adult & Community Education
Orange County Schools

Two Year Term
Term Expires June 30, 1988

J. Floyd Glisson, President**
PRIDE

Dr. Beverly Helms, Director
Administrative Services
Washington County Schools

Four Year Term
Term Expires June 30, 1990

Aquilina Howell
Retired Teacher

Four Year Term
Term Expires June 30, 1990

Hugo Menendez, Secretary**
Department of Labor and
Employment Security

Dr. Paul D. Thompson, Vice Pres.
Open College
Daytona Beach Community College

Four Year Term
Term Expires June 30, 1990

*Ex officio Member - Voting
**Ex officio Member - Nonvoting

As mentioned earlier, CESA is headed by a Director of Correctional Education who is appointed by BCE. Until his appointment as director, the initial and current director was the Director of the Department of Corrections, Health & Education Program Office from 1976 until April, 1987.

The CESA Central Office Staff consists of 20 positions. Of these, 17 staff are general revenue positions and 3 staff are grant positions.

Table 8 shows the job titles and current number of positions established in central office:

Table 8

JOB TITLE	# OF POSITIONS
Director of Correctional Education	1
Director, Education Services Coordinator*	1
Research Associate	1
Chief, Inmate Education & Career Development. Administrator	1
Correctional Services Administrator*	1
Institutional Education Specialist II	6
Institutional Education Specialist I	4
Executive Secretary I	1
Administrative Secretary	1
Secretary Specialist	1
Secretary	2
<hr/>	
General Revenue	17
Grant	3
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TOTAL	20
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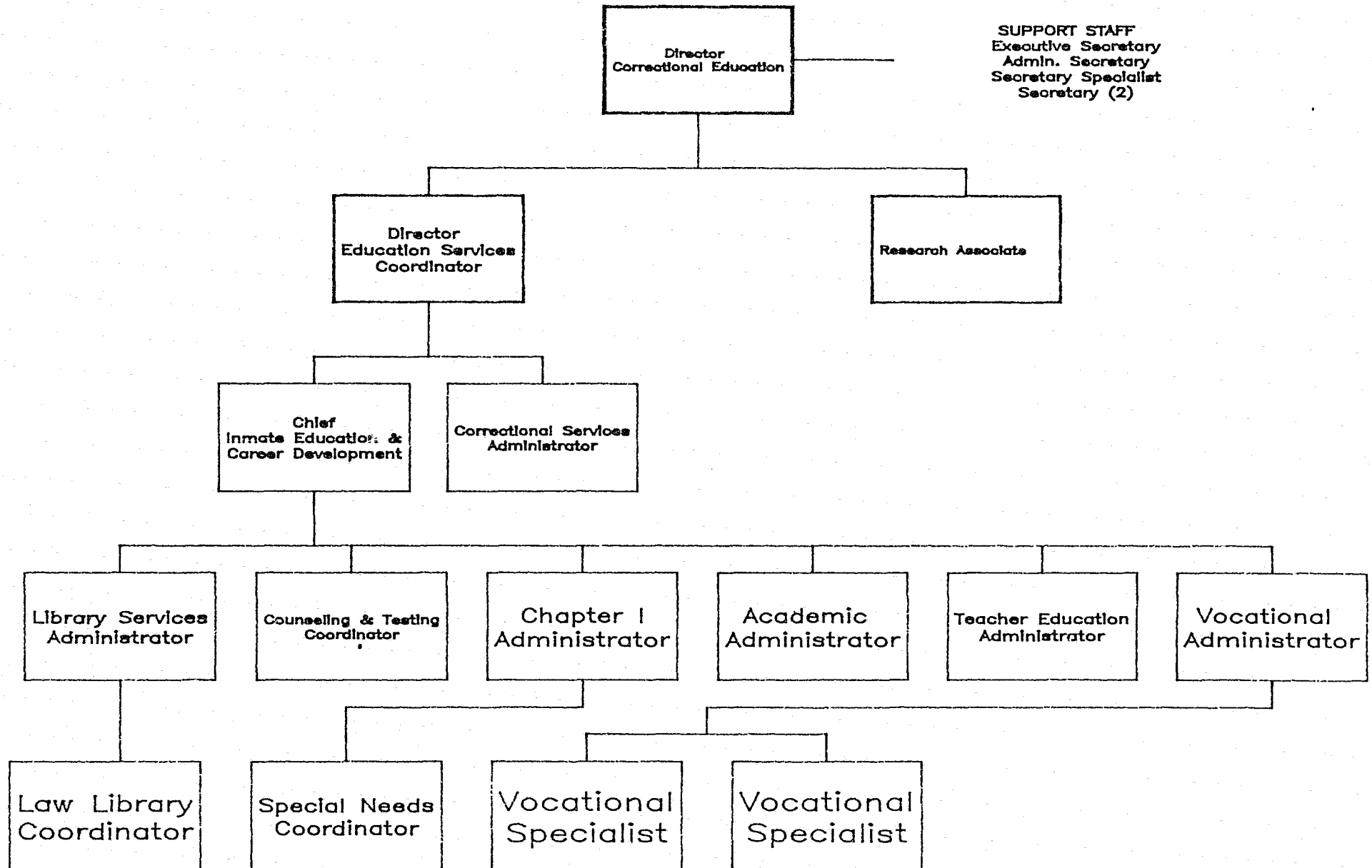
*Currently Vacant

Graph 7 on the following page shows the CESA central office organizational chart.

Graph 7

CORRECTIONAL EDUCATION SCHOOL AUTHORITY

Central Office Staff



The legislature has approved funding for 368 institutional education staff (50 of the positions were established for new construction institutions (Calhoun, Holmes, Hamilton, and Orange). Currently, there are 318 filled positions (268 are general revenue employees and 37 are Chapter 1* employees).

Table 9 shows the job titles and the number of positions established for the CESA field staff.

Table 9

JOB TITLE	# OF POSITIONS
Educational Program Manager	32
Secretary	21
Academic Specialist	6
Vocational Training Supervisor	11
Librarian	32
Counselor: General Revenue	20
Chapter 1	6
Teacher: General Revenue	56
Chapter 1	19
Vocational Teacher	98
Vocational Instructor III	5
Teacher Aide - Chapter 1	12
TOTAL	318
	===

* Under the Education Consolidation and Improvement Act (ECIA) (P.L. 97-35) Chapter 1 federal funds are provided for supplemental remedial instruction in the basic skills for those youthful offenders who are under age 21, enrolled in a regular academic or vocational program, and score below the 9.0 grade level on the Test of Adult Basic Education (TABE).

Proviso language included in chapter 87-98, Laws of Florida, requires CESA to contract specific funds for educational services for inmates enrolled in adult basic, high school, and vocational education. Table 10 shows the total number of academic and vocational contract teachers, and total for all CESA positions.

Table 10

<u>CONTRACT TEACHERS</u>		<u># OF POSITIONS</u>
Full Time:	Academic	52
	Vocational	57
		<u>109</u>
Part Time:	Academic	5
	Vocational	2
		<u>7</u>
	TOTAL	116
		===
TOTAL CENTRAL OFFICE STAFF		18
TOTAL FIELD STAFF		351
TOTAL CONTRACT STAFF		116
APPROVED, UNFILLED POSITIONS		<u>17</u>
TOTAL CESA STAFF		502
		===

An extensive breakdown of the CESA central office and institutional staff is attached as Appendix D.

According to CESA, ss of December 4, 1987, CESA employed 237 professional education positions in 31 state institutions.

All of the Educational Program Managers (EPM's) or principals, were certified by DOE. In addition, 17% had bachelor degrees, 76% had master degrees, and 7% had doctorate degrees.

In examining Academic Specialists (assistant principals), 100% had obtained DOE certification, 40% had bachelor degrees, and 60% had master degrees.

Vocational Teacher Supervisors provide administrative assistance for institutional vocational programs. Of the 10 positions, all had obtained regular or temporary certification. Sixty percent only had a high school degree, 20% had bachelor degrees, and 20% have master degrees.

Also, as Table 11 on the following page and Graph 8 on page 56 shows, of the 167 educational instructors employed by CESA, 80% had obtained regular or temporary DOE certification and 1% had obtained part-time certification. Also, 19% were not certified, this figure has more than doubled since March, 1986 when only 8% of the general revenue instructors were not certified by DOE. CESA reports that the majority of these instructors have filed for DOE certification, but are waiting for DOE approval. CESA could not identify those instructors who had not filed for DOE certification. Also, of the 167 instructors, 1% had no high school diploma, 45% had only obtained a high school degree, 6% had associate arts degrees, 26% had bachelor degrees, and 22% had obtained master degrees.

CESA contracts for educational instruction services with 20

providers (12 school districts, 6 community colleges, and 1 private college) at 25 of the state institutions. The providers furnish CESA with 125 instructors. As Graph 9 on page 57 shows, 66% had regular or temporary certification, 10% had part-time or substitute certification, and 24% had no DOE certification (please note that community colleges do not require instructors to have DOE certification). Also, 25% percent of these instructors had only high school degrees, 8% have associate arts degrees, 35% had bachelor degrees, 28% had master degrees, 1% had an education specialist degree, and 3% had doctorate degrees.

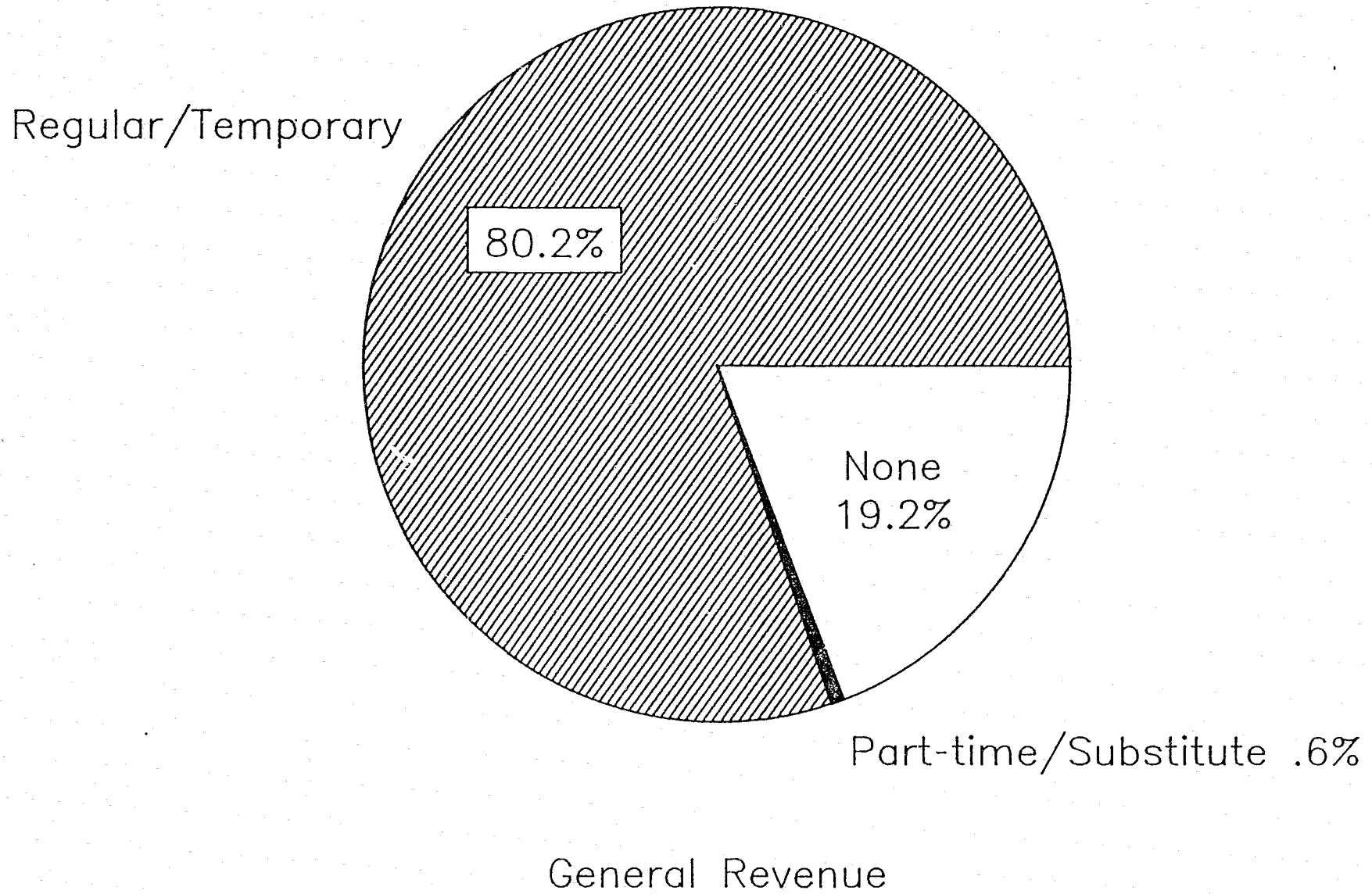
Table 11

PROFILE OF CORRECTIONAL EDUCATION PERSONNEL

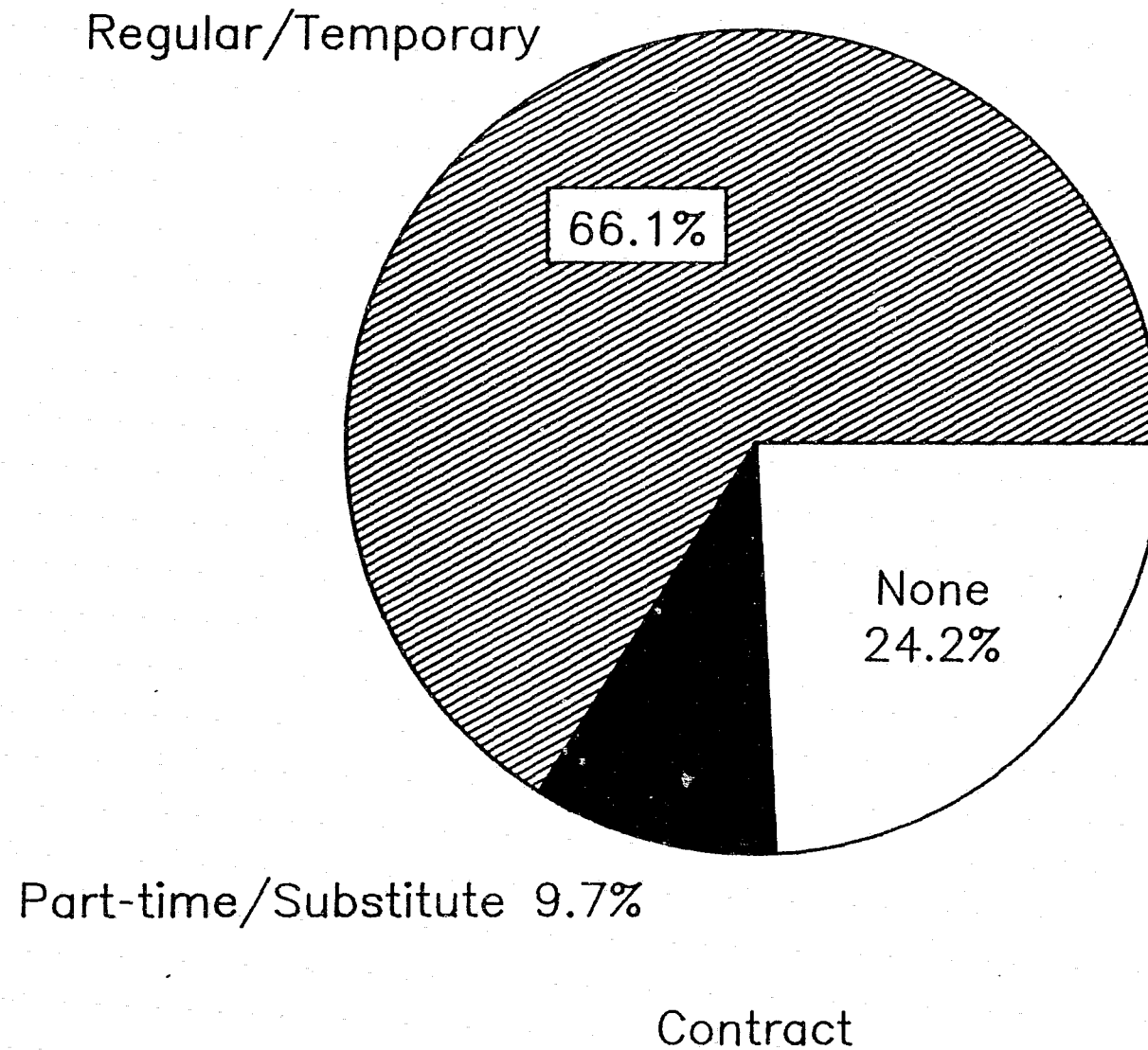
	<u>CESA</u> <u>INSTRUCTORS</u>		<u>CONTRACT</u> <u>INSTRUCTORS</u>	<u>TOTAL</u>
Academic	72		95	167
Vocational	65		60	124
	<u>137</u>		<u>155</u>	<u>291</u>
	===		===	===
CERTIFICATION:				
Regular/Temporary	134	80%	82	66%
Part-time/Substitute	1	1%	12	10%
None	32	19%	30	24%
	<u>167</u>		<u>124</u>	
	===		===	
DEGREE:				
None	1	1%	0	
High School	75	45%	31	25%
Associate Arts	10	6%	10	8%
Bachelor Degree	44	26%	43	35%
Master Degree	37	22%	35	28%
Education Specialist Degree	0		1	1%
Doctorate Degree	0		4	3%
	<u>167</u>		<u>124</u>	
	===		===	

Sources: Correctional Education School Authority, December, 1987
Department of Education Teacher's Certificates

PROFILE OF INSTRUCTOR'S CERTIFICATION



PROFILE OF INSTRUCTOR CERTIFICATION



2. Funding

CESA FY 1987-88 budget request was \$23,268,435. This request represented a \$ 902,443 increase over the FY 1986-87 budget request. The actual appropriation given to CESA for FY 87-88 was \$14,292,235, which represented a \$ 321,829 funding increase over FY 1986-87. The following is a summary of the FY 1987-88 legislative appropriations:

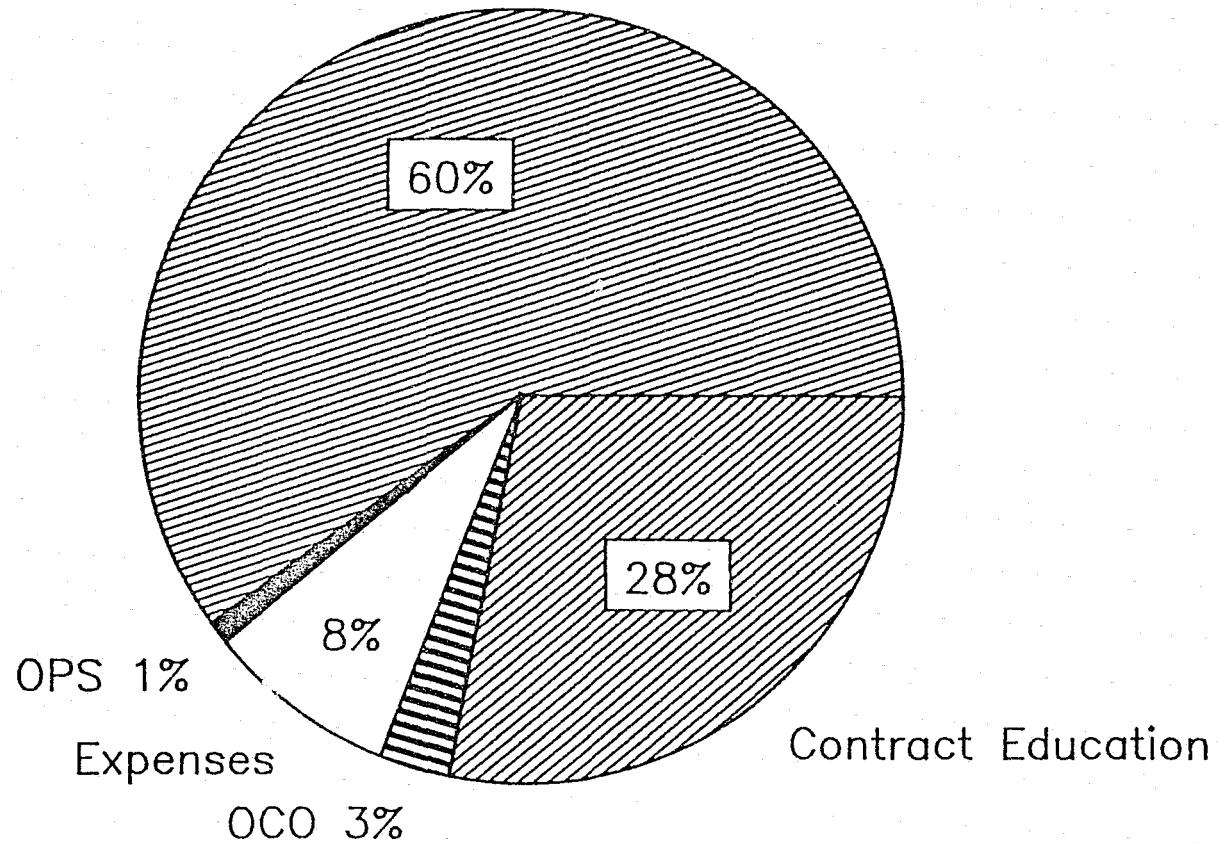
		LEGISLATIVE APPROPRIATION 1987-88	
	POSITIONS		AMOUNT
292	SALARIES AND BENEFITS		
	GENERAL REVENUE FUND		7,678,223
	GRANTS AND DONATIONS TF		884,798
			<hr/>
	TOTAL POSITIONS	365	
	TOTAL APPRO.....		8,563,021
293	OTHER PERSONAL SERVICES		
	GENERAL REVENUE FUND		36,122
	OPERATING TRUST FUND		25,816
			<hr/>
	TOTAL APPRO.....		61,938
294	EXPENSES		
	GENERAL REVENUE FUND		1,046,296
	GRANTS AND DONATIONS TF		142,765
			<hr/>
	TOTAL APPRO.....		1,189,061
295	OPERATING CAPITAL OUTLAY		
	GENERAL REVENUE FUND.....		457,311
296	SPECIAL CATEGORIES		
	CONTRACT EDUCATION		
	GENERAL REVENUE FUND.....		4,021,004
TOTAL:	CORR EDUCATION SCHOOL AUTHORITY		
	GENERAL REVENUE FUND		13,238,956
	GRANTS AND DONATIONS		1,027,563
	OPERATING TRUST FUND		25,816
	TOTAL TRUST FUNDS		1,053,379
			<hr/>
	TOTAL POSITIONS....	365	
	TOTAL DIVISION.....		14,292,335

As Graph 10 on the following page shows, of the \$14,292,335 appropriated to CESA for FY 1987-88, \$8,563,021 (60%) is spent for salaries and benefits, \$61,938 (1%) is spent for other personal services, \$1,189,061 (8%) is allocated for expenses, \$454,311 (3%) is allocated for operating capital outlay, and finally through proviso language, \$4,021,004 (28%) is designated for contract education services.

A summary of the CESA FY 1987-88 budget request and Appropriation is attached as Appendix E.

LEGISLATIVE APPROPRIATION FY 1987-88

Salaries and Benefits



3. Facilities

The CESA Central Office is located at 1377 A and B Cross Creek Way, Tallahassee, Florida. The office contains 4608 square feet of space and is leased from Cross Creek Plaza Associates for \$3,860 per month. Board meetings are generally held in government-owned buildings located in Tallahassee, where space is provided gratuitously. On occasion the BCE conducts institutional visits, and the board meetings are held at a nearby location.

Section 242.68, Florida Statutes, requires the board to "Survey the facilities of existing education programs within the institutions and determine the need, extent, and cost of renovation and remodeling".

The director, pursuant to that section, is responsible for renovation and new construction of correctional education facilities. In the 1987-88 budget request, he requested \$1,103,300 for renovation of existing facilities, and \$6,600,000 for construction of new facilities.

A Facilities Survey Committee, by charge from CESA administration, has been established to survey existing educational facilities at correctional institutions. The expected date of completion of their report is March 1, 1988.

Currently, CESA provides academic and/or vocational facilities at 32 state institutions, all of which have libraries, and are comprised of 7 major and 20 minor law libraries.

Education programs are provided at some Road Prisons, Forestry Camps and Vocational Centers. Educational services are provided for in several ways.

At the Martin Vocational Center (an annex to the Martin Correctional Institution), vocational programs in citrus and livestock production are provided for approximately 40 inmates at a cost of \$48,565. These programs are contracted through the Indian River Community College and paid for from trust funds generated by the citrus and cattle industries.

Part-time ABE/GED educational services are contracted for at 6 Road Prisons facilities from a trust fund appropriation of \$25,815.

Education services for persons housed in Community Correctional Centers, Women Adjustment Centers, and Probation and Restitution Centers facilities are obtained from local communities, with the costs being paid the inmate participants.

4. Equipment

According to a schedule prepared June 30, 1987, the CESA inventory of equipment had a value of \$8,815,878. The equipment inventory consists of office furniture and equipment, books and information resource equipment.

5. Contract Services

As mentioned earlier, proviso language included in chapter 87-98, Laws of Florida, requires CESA to contract specific funds (\$4,021,004) for educational services for inmates enrolled in adult basic, high school, and vocational education.

In order to examine contracting for educational services, the Chairman of our committee sent a letter to the 20 contract providers (12 county school boards, 7 community colleges, and 1 private college) asking them to provide the committee with:

1. A list of contract teachers, their individual salaries, and benefits.
2. An itemized list of equipment/supply purchases.
3. An itemized list of all indirect costs (i.e., administration).

The results of the responses were as follows:

a. Instructor Salaries:

CESA pays approximately \$3,055,964 (76.2% of the specific funds) for contract instructor salaries and benefits. On an average, academic instructors make \$18.00 an hour (does not include any benefits), and contract vocational teachers make an average of \$17.00 an hour.

The hourly rate for contract instructors varies per DOC region, therefore, for comparison purposes, Table 12 on the following page shows the regional average salary for general revenue instructors and the average salary for contract instructors.

Table 12

Average Regional Salaries

GENERAL REVENUE INSTRUCTORS AND CONTRACT INSTRUCTORS

<u>REGION</u>	<u>SUBJECT AREA</u>	<u>GEN. REV. HOURLY SALARY</u>	<u>CONTRACT HOURLY SALARY</u>
I	Academic	\$ 11.00	\$ 15.00
	Vocational	\$ 10.00	None

II	Academic	\$ 11.00	\$ 14.00
	Vocational	\$ 10.00	\$ 11.00

III	Academic	\$ 11.00	\$ 20.00
	Vocational	\$ 10.00	\$ 14.00

IV	Academic	None	\$ 20.00
	Vocational	None	\$ 20.00

V	Academic	\$ 11.00	\$ 19.00
	Vocational	\$ 10.00	\$ 21.00

b. Equipment/Supplies:

Eighteen of the 20 contract providers purchase equipment or supplies for educational programs at institutions. Approximately \$286,481 or 7% of the \$4,021,004 allocated for contracting is spent for equipment and/or supplies.

Although requested, some providers did not submit an "itemized list of supplies, equipment, etc." Of those providers who did submit itemized lists, equipment (i.e., printers, AV equipment, computer software & terminals, books, tools, etc.) has been purchased with correctional education funds, and contracts do not specify who shall retain the equipment upon termination of the contract.

c. Administrative Costs:

CESA pays approximately \$631,275 (15.7%) for administrative services to contract providers. Some of the administrative costs include coordinators, secretaries, supplies, etc.

d. Other Costs:

In reviewing provider responses, staff added the additional category of "other costs" which included costs such as travel, support services, and liability insurance. Approximately \$47,284 (1.1%) is paid for these costs.

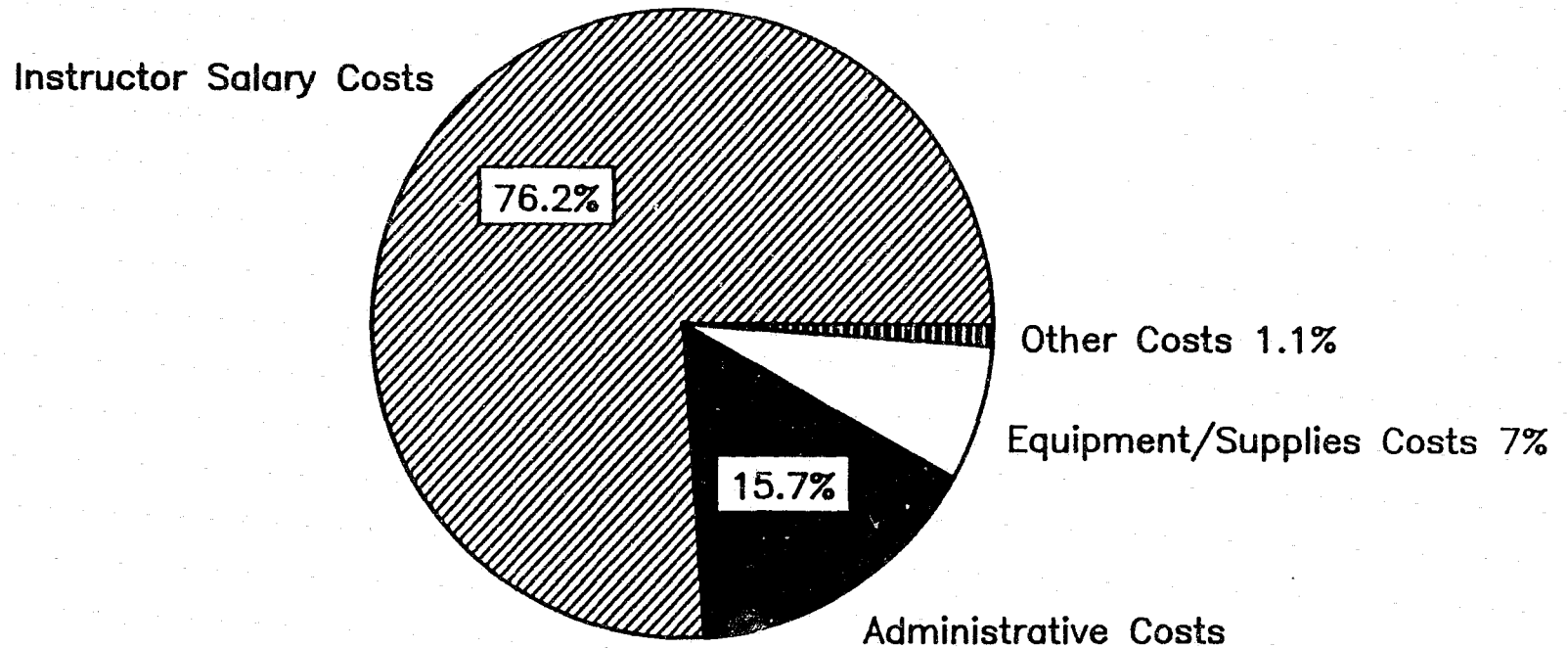
Of this amount, \$16,206 pays a portion of the Lake City Community College (LCCC) liability insurance premium. LCCC is the only college to note such an expense. The liability insurance premium is paid to The Florida Community College Risk Management Consortium, which reports itself as a self-insured program offering members a series of policies to cover the exposure the colleges have to property and casualty loss.

The \$16,206 premium covers workers compensation for LCCC employees teaching at the four (4) institutions it serves. The premium is arrived at by multiplying the number of generated FTE's by a rate of \$42.76 per FTE ($379 \times \$42.76 = \$16,206$).

NOTE: LCCC originally quoted the total premium amount as \$34,210 (\$91 per FTE). When staff inquired further, the risk management consortium reported the actual premium costs, hence the overcharge by LCCC was discovered. When LCCC was contacted, the program director reported he was unaware of the actual costs, and stated that he would apply the difference to equipment and supply costs.

Graph 11 on the following page shows the breakdown of contract education expenditures.

CONTRACT EDUCATION EXPENDITURES
FY 1987-88
(Amount Appropriated: \$4,021,004)



F. Educational Program Status: The First Six Months
(July 1 through December 31, 1987)

1. Legislative Mandates

a. Responsibilities of the BCE

Section 242.68(2)(h), Florida Statutes, mandates 16 responsibilities for the BCE. Listed below are the 16 responsibilities and the boards status as of this writing.

RESPONSIBILITIES OF BOARD	COMPLETED	IN PROGRESS	PENDING	NO ACTION
1. Adopt and enforce rules for management and operation of education programs w/in DOC (Comment: Other responsibilities have required precedence)				X
2. Develop written cooperative agreements with DOC outlining the duties and responsibilities of CESA and staff and DOC institutional personnel	X			
3. Establish a task force to plan, organize, and implement the transition	X			
4. Develop guidelines for CESA staff concerning behavioral control and reporting behavioral problems of inmates while in education programs	X			
5. Survey the facilities of existing education programs and determine need, extent, and cost of renovation and remodeling		X		
6. In cooperation with DOE, monitor and assess all inmate education program services, and report the results of such evaluation in the board's annual report (Comment: Part of evaluation process ongoing by central office staff			X	

RESPONSIBILITIES OF BOARD	COMPLETED	IN PROGRESS	PENDING	NO ACTION
7. Set the compensation and salary of the Director of Correctional Education	X			
8. Adopt rules governing the compensation of teachers and other personnel (Comment: Pending pay plan and staffing formula)			X	
9. Visit and inspect schools at reasonably frequent intervals		X		
10. Approve education programs of the appropriate levels and types in the correctional institutions and adopt rules for the admission of inmate students		X		
11. Enter into agreements with entities as may be deemed appropriate for carrying out its duties and responsibilities		X		
12. Review & approve budget request	X			
13. Review & approve the 5-year comprehensive plan		X		
14. Review and approve goals and objectives relating to all phases of correctional education program		X		
15. Report the board's annual activities to the Secretary of DOC, the Commissioner of Education, the Governor and the Legislature (Comment: First report to be completed as of 6/30/88)			X	
16. Ensure that correctional education programs comply with the policies set by the board and with public policies and goals and objectives of the state		X		

b. Responsibilities of Director of Correctional Education

Section 242.68(4), Florida Statutes, mandates 22

responsibilities for the Director of Correctional Education.

Listed below are the 22 responsibilities and the director's status as of this writing.

RESPONSIBILITIES OF DIRECTOR	COMPLETED	IN PROGRESS	PENDING	NO ACTION
1. Supervise administration of CESA		X		
2. In accordance with DOE standards, develop standardized correctional education curricula		X		
3. In accordance with DOE standards, ensure education programs provide minimum performance standards, basic functional literacy skills and marketable vocational skills		X		
4. By January 1, 1988, develop with DOE a procedure to evaluate effectiveness of education programs		X		
5. In concurrence with the institution superintendent, recommend institution program managers to BCE for appointment. After consultation with institution program managers and institution superintendent, approve all CESA staff	X			
6. Within 2 years, ensure that all education staff are certified by DOE standards		X		
7. As a result of the creation of CESA, give priority employment consideration to displaced contract staff	X			
8. Develop a compensation and step pay plan for correctional educators, competitive with school district salaries		X		

RESPONSIBILITIES OF DIRECTOR	COMPLETED	IN PROGRESS	PENDING	NO ACTION
9. Develop a procedure for maintaining an active substitute teacher list		X		
10. In accordance with DOE testing standards, develop a mechanism to test offenders		X		
11. By June 1, 1988, develop a 5-year comprehensive plan for correctional education		X		
12. Develop goals and objectives for all relating phases of education programs		X		
13. Develop a staffing and funding formula for education		X		
14. Prepare legislative budget request and submit to board	X			
15. Immediately implement procedures to secure entitlement funds from federal and state grant sources (Comment: Resource material being collected. Director reports no staffing position to accomplish responsibility)			X	
16. Be responsible, along with BCE, for all academic education and vocational training programs	X			
17. By March 1, 1988, work with DOC to identify facility to convert to vocational-technical center		X		
18. Using DOE standards, specify the the remaining facilities which will offer vocational programs			X	
19. Whenever possible, ensure that vocational training programs complement existing PRIDE programs		X		

<u>RESPONSIBILITIES OF DIRECTOR</u>		<u>COMPLETED</u>	<u>IN PROGRESS</u>	<u>PENDING</u>	<u>NO ACTION</u>
20.	With DOC, develop conditions for removing inmates from education program	X			
21.	Be responsible for renovation and new construction of education facilities		X		
22.	Conduct survey of all institutions to identify inmates with special education needs, and develop plans to address needs		X		

2. Educational Programs

As Table 13 below shows, as of December 31, 1987, CESA provided a total of 108 academic programs and a total of 162 vocational programs at the following institutions:

Table 13

INSTITUTION	ACADEMIC	VOCATIONAL	TOTAL
Apalachee C. I.*	7	12	19
Avon Park C. I.	5	8	13
Baker C. I.	5	9	14
Brevard C. I.*	5	9	14
Broward C. I.	2	4	6
Cross City C. I.	3	9	12
Dade C. I.	4	8	12
DeSoto C. I.*	4	4	8
Florida C. I.*	5	10	15
Florida State Prison	2	3	5
Glades C. I.	3	3	6
Hendry C. I.	3	2	5
Hillsborough C. I.*	3	3	6
Indian River C. I.*	3	3	6
Lake C. I.	4	4	8
Lancaster C. I.*	4	6	10
Lantana C. I.	2	2	4
Lawtey C. I.	2	8	10
Marion C. I.	2	10	12
Martin C. I.	2	1	3
Mayo C. I.	2	0	2
New River C. I.	1	0	1
Okaloosa C. I.	2	0	2
Polk C. I.	6	9	15
Putnam C. I.	2	1	3
Reception & Medical Center	2	0	2
River Junction C. I.	2	4	6
South Florida Reception Center	2	0	2
Sumter C. I.*	7	11	18
Tomoka C. I.	2	6	8
Union C. I.	6	9	15
Zephyrhills C. I.	4	4	8
	---	---	---
	108	162	270
	===	===	===

*Youthful Offender Institution

A breakdown of education programs being offered at each institution as of December, 1987 is attached as Appendix F.

3. Enrollment/Certificates

Since CESA has been in effect, correctional education enrollment of inmates has steadily decreased as the inmate population has grown. As Table 14 below and Graph 12 on the following page shows, 27% of the inmate population was enrolled in education programs in the month of July, 1987. In August of that year, education enrollment had dropped to 26%, and has remained between 24% and 25% since September, 1987.

Table 14

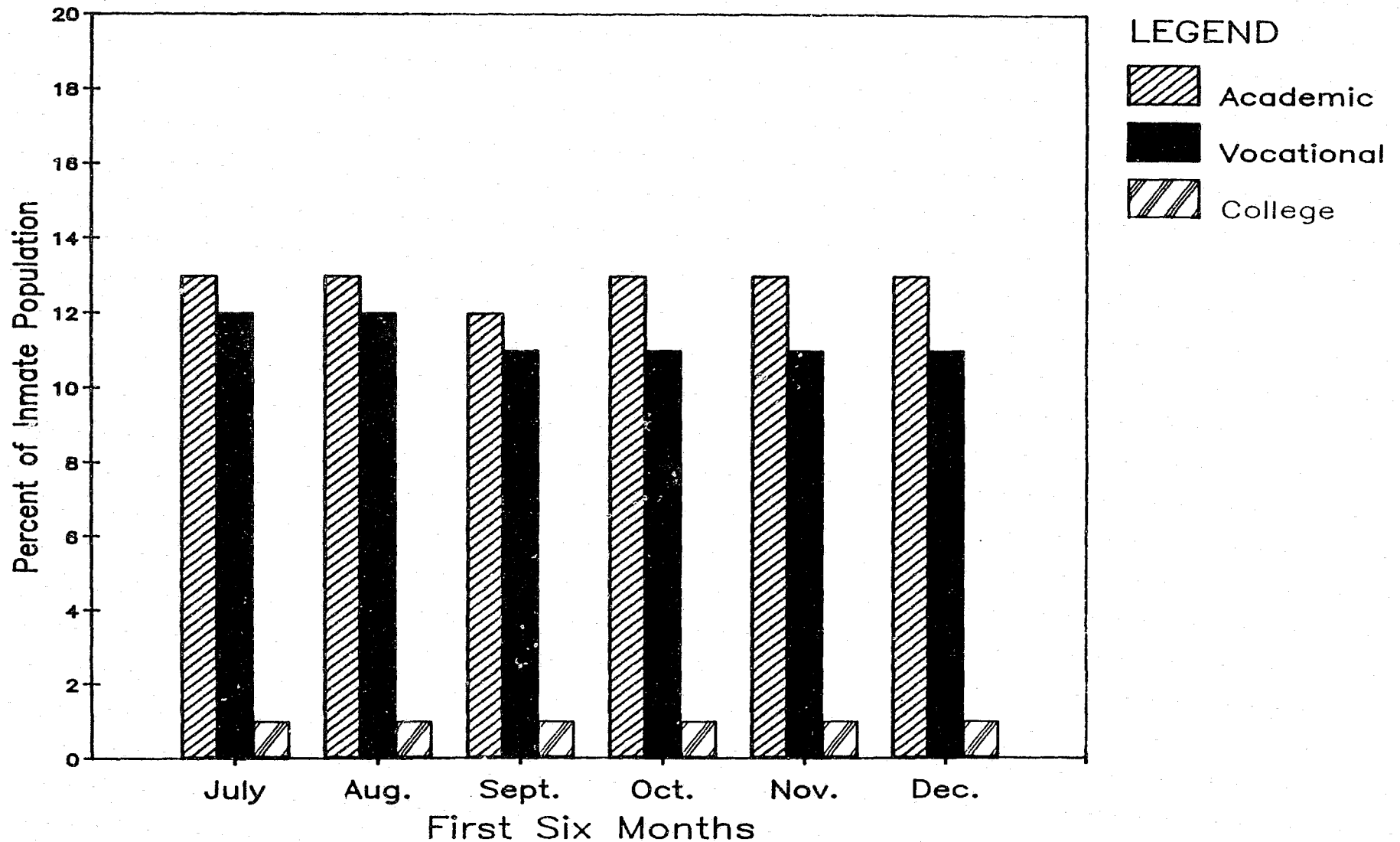
Correctional Education Enrollment July 1 thru December 31, 1987

MONTH	TOTAL INMATE POP.	ACADMC. ENRLMT.	% OF POP.	VOC. ENRLMT.	% OF POP.	COLLEGE ENRLMT.	% OF POP.	TOTAL EDUC. ENRLMT.	% OF POP.
JULY	24,365	3,245	13%	2,969	12%	279	1%	6,493	27%
AUG	26,149	3,428	13%	3,143	12%	295	1%	6,866	26%
SEP	28,318	3,388	12%	3,016	11%	352	1%	6,756	24%
OCT	27,377	3,507	13%	2,947	11%	342	1%	6,796	25%
NOV	27,507	3,458	13%	2,933	11%	244	1%	6,635	24%
DEC	26,900	3,419	13%	2,995	11%	238	1%	6,652	25%

Sources: Correctional Education School Authority, August, September, October, November, December, 1987, and January, 1988

INMATE ENROLLMENT

July 1 thru December 31, 1987
(Academic, Vocational, and College)



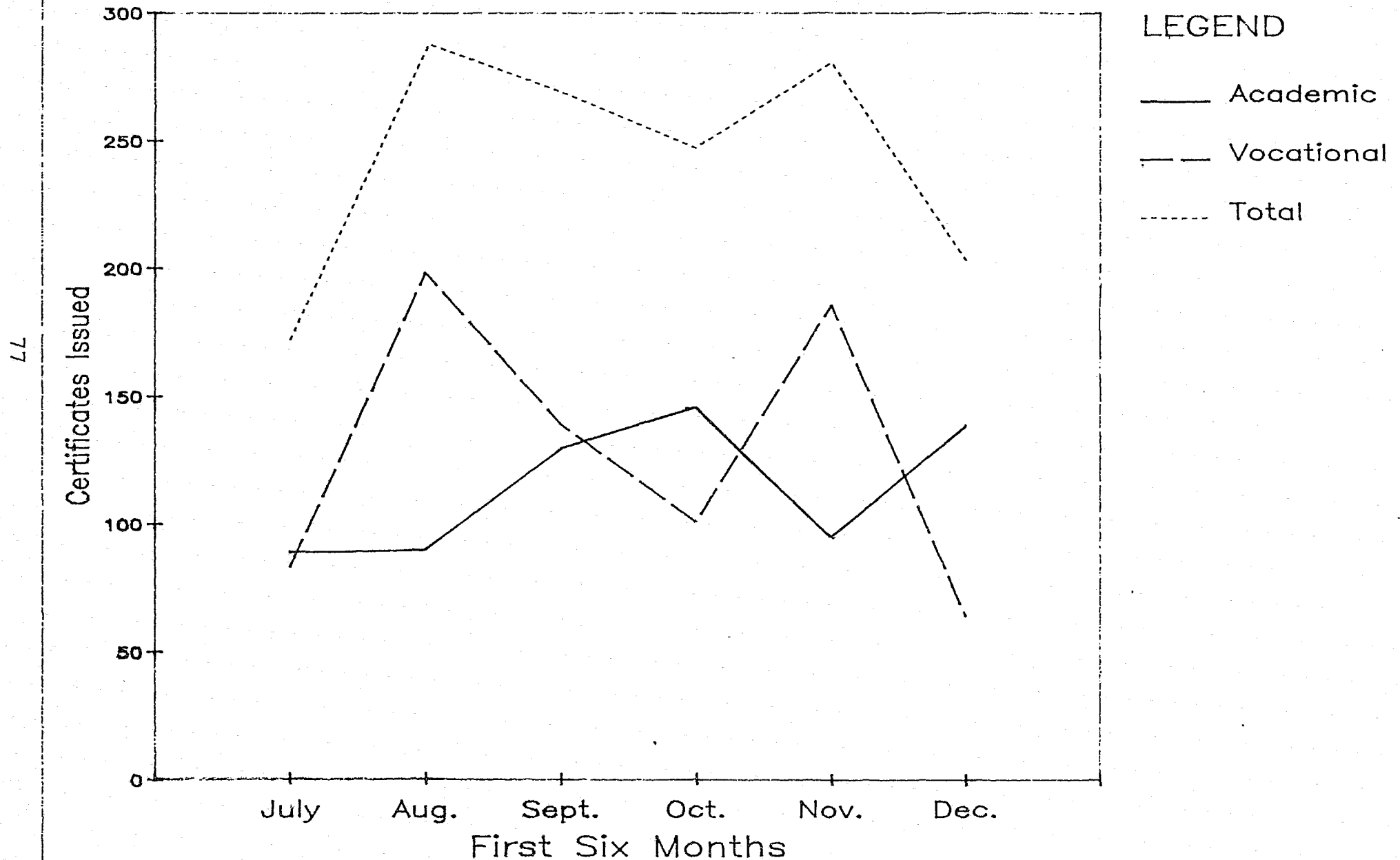
From July 1 thru December 31, 1987, a total of 1,460 academic (GED's) and vocational certificates have been issued to inmates enrolled in correctional education programs.

Table 15 below and Graph 13 on the following page show, CESA has issued a total of 689 academic and 771 vocational certificates during the first half of the year, which is an average decrease of 10% for the same period during FY 1986-87.

Table 15

<u>MONTH</u>	<u>ACADEMIC</u>	<u>VOCATIONAL</u>	<u>TOTAL</u>
JULY	89	83	172
AUG	90	198	288
SEP	130	139	269
OCT	146	101	247
NOV	95	186	281
DEC	139	64	203
	—	—	—
	689	771	1460
	===	====	=====

EDUCATION CERTIFICATES ISSUED July 1 thru December 31, 1987



4. Funding Expenditures

The 1987 Legislature appropriated \$14,292,235 for correctional education. Through added funding sources, deletions from Executive Office of the Governor (EOG), and shifting of funding sources, the following summarizes funding allocation, expenditures, the percentage (%) of expenditures from money allocation, and the balance of the funding sources as of December 31, 1987:

	<u>ALLOCATION</u>	<u>EXPENDITURE</u>	<u>%</u>	<u>BALANCE</u>
SALARIES AND BENEFITS				
General Revenue Fund	\$ 7,870,508	\$ 3,684,291	47%	\$ 4,186,217
Grants and Donations TF	930,342	324,442	37%	586,900
OTHER PERSONAL SERVICES				
General Revenue	\$ 73,122	\$ 4,138	6%	\$ 68,984
Operating TF	123,053	28,982	24%	94,071
EXPENSES				
General Revenue Fund	\$ 1,009,296	\$ 418,997	42%	\$ 590,299
Grants and Donations TF	218,259	48,408	22%	169,851
OPERATING CAPITAL OUTLAY				
General Revenue Fund	\$ 425,160	\$ 98,965	23%	\$ 326,195
Operating TF	479,080	9,001	2%	470,079
SPECIAL CATEGORIES				
CONTRACT EDUCATION				
General Revenue Fund	\$ 4,021,004	\$ 1,009,192*	25%	\$ 3,011,012

*Denotes one quarterly billing, due to the fact that contract providers are on a different yearly schedule.

Sources: DOC Bureau of Budget & Management Evaluation, Jan., 1988
DOC Bureau of Finance & Accounting

G. Results of Survey Questionnaires

Committee staff utilized survey questionnaires as an evaluation instrument to gain insight into the operation and performances of BCE and the CESA.

Questionnaires were sent to BCE members, institutional Education Program Managers, correctional education instructors, and a sample of inmate educational students. Although committee staff has visited institutional correctional education programs throughout the state, we felt questioning the managers, instructors, and inmates would be a useful method for accessing accurate and candid responses of the day-to-day operations of correctional education. The following summarizes the results of these survey questionnaires:

1. Board of Correctional Education Members

On September 16, 1988, a questionnaire was distributed to all nine board members asking the BCE, as a body, to provide a response to the questions contained in the survey. Realizing that individual board member responses may differ from those collectively endorsed by the board, each board member was also asked to provide individual responses to any of the questions contained in the survey, if they so desired.

The committee received the BCE response on October 22, 1987, which was prepared by board member Dr. Paul D. Thompson, with assistance from CESA staff.

The Commissioner of Education was the only board member who elected to submit an individual response. The Commissioner's response was received October 8, 1987.

A copy of the questionnaire is attached as Appendix G.

The BCE questionnaire included components of board composition, statutory deadline mandates, general statutory compliance, vocational education, literacy, recidivism, evaluation, and other comments. The results were are follows:

a. Board Composition:

Based on 11 board meetings, the following indicates the attendance record of the board members:

	<u>% of Meetings Attended</u>	<u>% of Meetings Missed</u>
Commissioner of Education*	27%	73%
Secretary of Corrections*	64%	36%
Secretary of Labor**	27%	73%
President of PRIDE**	55%	45%
Ronald Froman	82%	18%
Beverly Helms	55%	45%
Aquilina Howell	100%	0
Jose Marques	100%	0
Paul Thompson	91%	9%

*Ex-Officio Voting Member

**Ex-Officio Non-voting Member

It should be noted that the ex officio members have had a representative present at those meetings they did not attend. Current board policies prohibit these representatives from making motions and voting.

As of October 18, 1987, BCE had not established a policy on required attendance. On November 19, 1987, BCE adopted a policy for "Removal of Members for Absences", which is as follows:

An annual schedule of meetings shall be developed and approved by the Board at the first meeting held at the beginning of each Fiscal Year.

Except for an emergency, as defined by the Board, or for other reasons approved in advance by the Board or the Chairman of the Board if such authority is designated, any Board Member who is absent for two consecutive scheduled meetings or a combination of three such scheduled meetings during the fiscal year shall be notified in writing by the Chairman. Should the Member incur an additional absence within the fiscal year, the Chairman, with approval of the Board at any regular or special meeting, shall submit a letter to the Governor recommending that the Member be removed from office. Prior to submitting the letter to the Governor the affected Member may be given the opportunity to present any facts to the Board relating to these absences, and or may be permitted to submit his/her resignation to the Governor in lieu of the recommendation for removal.

BCE reports they have not encountered any apparent conflict of interest in the statutory creation of the voting and non-voting membership of the board. Commissioner Castor reports that there have been conflict of interest, and recommended that non-voters and representatives should be allowed to make motions.

BCE feels the voting status of the board should be changed to provide the Commissioner of Education and Secretary of Corrections with the option of assigning a permanent designee with voting privileges. This would enhance the possibility of ensuring a quorum for board meetings when members must be absent due to other official business. Commissioner Castor recommends that "all members and representatives should vote."

When asked if there were any ambiguities or weakness in the enacting statute or specific statute wording changes or additions needing to be addressed in s. 242.68, Florida Statutes, BCE suggested:

a. Section 242.68(1) provides that "facilities and maintenance of facilities that house the education programs shall continue to be assigned to the Department of Corrections". Section 242.68(2)(h)5 gives the Board responsibility to determine the need, extent and cost of renovation and remodeling of correctional education facilities" and Section 242.68(4)(u) requires the Director of Correctional Education to "be responsible for renovation and new construction". Chapter 235, F.S., is the vehicle for the acquisition of educational facilities and the School Authority has not been specifically included under this provision. In the instance of recently authorized facilities, funds were appropriated to the Department of Corrections for construction of education facilities. Reconciliation of these responsibilities is necessary.

b. The provisions of s.242.68(1) and (2)(a), F.S., which attaches the Correctional Education School Authority and Board of Correctional Education to the Department of Corrections has been interpreted to mean that the Department of Corrections retains some authority and responsibility for operation of correctional education programs. Clarification of this issue is needed.

c. Section 242.68(f) requires that the School Authority operates its education programs in accordance with applicable provisions of the Florida School laws and rules of the State Board of Education. Chapter 237 of the Florida School Code specify procedures for financial accounts and expenditures for education and it is unclear if these provisions apply to the School Authority. The contradiction with respect to Chapter 235 - Educational Facilities has already been cited.

d. Sections 228.03, 228.041(f), and 228.41(1)(d), F.S., appear to include the Correctional Education School Authority as a part of the State System of Public Education. Section 229.053, F.S., sets the State Board of Education as the Governing Body with respect to the State System of Public Education. This would suggest that the School Authority is subject to the general supervision of the State Board of Education. By having been "attached" to the Department of Corrections, there is a question as to whether the School Authority is subject to jurisdiction of the Governor as an executive agency or to the State Board of Education as a unit of the State System of Public Education.

e. Sections 242.68(2)(h)7 and 9 and 242.68(3)(b), F.S., gives the Board responsibility concerning the compensation and salary of the Director, teachers and other education personnel. There is a question concerning the applicability of the State's Personnel and Pay Plan regarding these items. There is a related issue found at Section 242.68(4)(h), F.S., where the Director is required to develop a compensation and pay plan competitive with school districts. A determination is needed on the extent of the Board's authority regarding this issue.

f. There has been some debate regarding the development and management of the Budget for Correctional Education. While it appears that the issue has been resolved, definitive legislative language concerning this issue would be helpful.

Commissioner Castor recommended that the statutes be rewritten to "reflect proviso and implementing language."

b. Statutory Deadline Mandates:

The following portion of this report lists the questions and status of the statutory deadlines, both on the date of the questionnaire and of this writing.

(1) Pursuant to Section 242.68(1), Florida Statutes: Transfer of all educated-related property, expended balances of appropriations or allocations of other funds, programs, activities, and functions from the Department of Corrections (DOC) to the Board of Correctional Education (BCE).

Deadline Date: July 1, 1987

<u> </u>	Completion expected on schedule
<u> X </u>	Completion not expected on schedule
<u> </u>	Expected completion date

Please supply reasons for not completing on schedule.

"While the necessary actions and procedures have been completed to accomplish the required transfer of the listed items to the School Authority and a formalized agreement has been developed, final transfer and execution of the agreement has not been completed. The delay arose as the result of the need for clarification of the authority and responsibility of the Secretary of Corrections with respect to the operation of the correctional education program. This concern has apparently been resolved and transfer of responsibility for the listed items and execution of the Agreement should be accomplished by October 15, 1987, with official notification to all affected personnel that the transfer has been completed immediately thereafter."

NOTE: Transfer of correctional education from DOC to CESA was completed October 15, 1987.

(2) Pursuant to Section 242.68(4)(d), Florida Statutes: Develop a procedure to evaluate the effectiveness of correctional education, to include criteria similar to those utilized by the Department of Education (DOE).

Deadline Date: January 1, 1988

<u> X </u>	Completion expected on schedule
<u> </u>	Completion not expected on schedule
<u> </u>	Expected completion date

Commissioner Castor did not feel that the procedure would be completed on schedule.

NOTE: A draft of the evaluation procedure has been developed, but has not been finalized nor approved by the board.

(3) Pursuant to Section 242.68(4)(q): Identify at least one correctional institution to convert to a vocational-technical center, with DOE assisting in developing a comprehensive operational training plan. Vocational-technical programs are to complement PRIDE programs whenever possible (i.e., entry level marketable vocational skills for which there is a demonstrable demand in Florida).

Deadline Date: March 1, 1988

<u> X </u>	Completion expected on schedule
<u> </u>	Completion not expected on schedule
<u> </u>	Expected completion date

Commissioner Castor did not feel that the comprehensive operational training plan would be completed on schedule.

(4) Pursuant to Section 242.68(4)(k), Florida Statutes: The Director of Correctional Education is required to develop a 5-year comprehensive plan with a 3-year phase-in.

Deadline Date: June 1, 1988

<u> X </u>	Completion expected on schedule
<u> </u>	Completion not expected on schedule
<u> </u>	Expected completion date

Commissioner Castor did not feel that the 5-year comprehensive plan with a 3-year phase-in would be completed on schedule.

c. General Statutory Compliance:

(1) Section 242.68(2)(h)1, Florida Statutes, provides that BCE's rules shall not conflict with DOC rules related to security, or DOE rules specified in the Florida School Code. The BCE feels that no difficulty has arisen or is anticipated in maximizing education opportunities, as a result of DOC rules related to security,

Commissioner Castor feels that difficulties have arisen due to the "low priority of education compared to other activities on the compound."

BCE does not know if there are any ambiguities in the requirement that their rules "...shall not conflict with...Department of Education rules specified in the Florida School Code." Although BCE did state that:

"A review of the rules adopted by DOE pursuant to the Florida School Code has not been accomplished. It is anticipated that there will be some conflict as the result of statutory requirements that will not be applicable to the School Authority, with no provisions for exception."

Commissioner Castor feels that the language is "ambiguous and unclear."

(2) Pursuant to section 242.68(2)(h)5, Florida Statutes, BCE is required to survey existing educational facilities at correctional institutions to determine the cost of renovation and remodeling. The board indicated that this requirement had not been accomplished. BCE also stated that:

"A Facilities Survey Committee has been established to survey existing educational facilities at correctional institutions. The expected date of completion is December 1, 1987."

NOTE: The survey was not completed December 1, 1987.

(3) Section 242.68(2)(h)6, Florida Statutes, requires the BCE, in cooperation with the Department of Education (DOE), to monitor and assess all inmate education program services. The board indicated it had not completed this requirement.

BCE noted that when the development of the procedure to evaluate the effectiveness of correctional education programs is complete (which is to be developed by the Director of Correctional Education in cooperation with the DOE by January 1, 1988) it will "serve as the primary guide for monitoring, assessing and evaluation programs."

NOTE: As of the date of this writing, BCE has not monitored or assessed education programs pursuant to this legislative mandate.

BCE reports that current programs are monitored and assessed by the following reports and reviews.

(a) Monthly statistics reports are prepared for all programs which are reviewed and serve as a basis for monitoring various aspects of program operation. These data are supplemented by on-site monitoring by program staff.

NOTE: The monthly statistic reports are inaccurate. The DOC Inspector General October, 1987 Management Review of Martin Correctional Institution (page 86) reported:

7.1 Comment: It was observed that class attendance records were updated only on a weekly basis but appropriate codes were being utilized. Upon discussion with the Program Manager, it was determined that a daily gain and loss sheet was not being utilized to correct class assignment records. The effect of this practice is that, first, monthly attendance reports on average daily membership is inaccurate in that they are inflated. Secondly, inmates remain on the class rolls who are, in reality, assigned to other work assignments.

- (b) Budget Reports (Schedule of Allotments Balances) are provided monthly and reviewed to assess fiscal operation.
- (c) Vocational Education Instructional reviews are accomplished by the Division of Vocational, Adult and Community Education, DOE and a report completed related to observed strengths, discrepancies, and recommendations for improvement.

NOTE: Correctional education vocational programs represent only 4% of statewide vocational programs evaluated by the DOE, Division of Vocational, Adult and Community Education. Only 22% of the CESA vocational programs were evaluated in FY 1986-87.

- (d) The Department of Corrections Office of the Inspector General accomplishes Management Reviews of Institutions on a scheduled rotating bases. This review includes specific assessment of education programs.

NOTE: The Inspector General's Office conducts between 4-6 management reviews per year. Therefore, only 13% to 19% of the institutional correctional education programs are reviewed annually.

- (e) Other monitoring and assessment processes are accomplished in conjunction with our Federally funded grant program. For example, an annual needs assessment is required for the Chapter One Program and DOE staff review and approval are required for vocational grants.

NOTE: A DOE review of vocational grant funding is currently underway. In addition, a DOE review of FY's 1981-87 Chapter 1 Project was conducted June 22-26, 1987. The team found problems in mis-use of Chapter 1 teacher, aides, and funds for supplies, equipment and furniture. A copy of the full report is attached as Appendix H.

- (f) Open communication and periodic meetings are held with Education Program Managers to discuss program operation.

BCE stated that "It is expected that these processes will be incorporated into the evaluation process to be completed by January 1, 1988."

NOTE: The evaluation process was not completed by January 1, 1988.

(4) Pursuant to Section 242.68(2)(h)8, Florida Statutes, BCE is required to adopt rules governing the compensation and salary of teachers and other education personnel under annual or term contracts. The rules had not been adopted by the time the questionnaire was completed. However, BCE stated that a work group has been appointed to develop the compensation and pay plan with an expected completion date of January 1, 1988. The board further maintained that:

Necessary rules will be adopted when the pay plan is approved and funded for implementation, which cannot be projected at this time.

NOTE: As of the date of this writing, the rules for governing the compensation and salary of teachers and other education personnel have not been developed.

(5) Pursuant to Section 242.68(4)(k) and (s), Florida Statutes, BCE is required to:

(a) Work with PRIDE to develop training programs, which BCE reports they have done.

(b) Interface academic education and vocational training with participation in PRIDE, which BCE reports they have done "partially".

(c) Ensure that vocational training programs complement PRIDE wherever possible, which BCE reports they have done this "wherever possible".

d. Vocational Education:

The following portion of this reports lists the criteria the board uses when selecting and deciding to continue established vocational programs.

(1) BCE reports that the following criteria is used in selecting vocational training programs:

- Vocational needs as reflected in the Florida Occupational Information System's (FLOIS) Handbook.
- Interest of institution
- Student availability
- Costs for equipment to teach courses
- Instructor availability
- Impact on security of the institution

(2) When asked what specific criteria is used when deciding to continue vocational training programs, BCE reports the following:

- Interest of inmates
- Ability of institutions to maintain a sufficient number of students in the program.
- DOE reviews
- Program funding

(3) When BCE was asked how is Florida's labor market demand verified prior to selecting and funding programs, they reported:

Researchers of FLOIS are contacted to determine the labor needs for the State together with discussion with DOE. All vocational courses taught follow DOE's curriculum frameworks and Student Performance Standards.

(4) When asked what criteria has been established to determine priorities for the establishment and continuation of vocational training programs for prison industries and for jobs within prison industries which are significantly related to Florida's labor market demand, BCE responded:

To the extend possible, the same criteria is used for the establishment and continuation of vocational training programs for industries. It is sometimes necessary, however, to modify the criteria to support PRIDE's efforts in creating industry programs and inmates jobs within the industry that may be marginally related to Florida's labor market demand. The ultimate decision for industry programs rest with PRIDE.

e. Literacy:

(1) BCE reports they have identified all inmates requiring basic literacy (e.g., inmates who are at the 0-4th grade level) and functional literacy (e.g., 4th-8th grade level) in each institution.

(2) BCE has not developed a policy to ensure that all inmates requiring basic or functional literacy attend adult basic education classes but CESA has implemented a VISTA (Volunteer In Service to America) literacy project which is aimed at the implementation of activities to achieve literacy. Also, BCE, in cooperation with DOC is considering a procedure to require mandatory school attendance for inmates needing literacy skills.

(3) CESA monitors the progress of inmate literacy education through quarterly testing of students enrolled in ABE classes.

f. Recidivism:

Although BCE feels responsible in contributing to the reduction of recidivism, no system is in place to identify the relationships, if any, between participation in education programs and recidivism. BCE reports that:

the Department of Corrections and the Correctional Education School Authority are working together to develop a system that can track inmate educational achievement against recidivism. This system should be in place by January, 1988.

Also, CESA hopes to "have a system in place to track inmates who have participated in education programs by January 1, 1988."

Commissioner Castor indicated that BCE did not feel responsible for contributing to the reduction of recidivism.

g. Evaluation:

Section 242.68, Florida Statutes, contains numerous references to the responsibility between BCE and DOE. When asked if the standards to be applied to correctional education and the evaluation procedures had been developed, BCE reported that they had not, and that "the evaluation procedures are expected to be completed by January 1, 1988. The standards to be applied to correctional education are projected to be completed no later than June 30, 1988.

NOTE: The evaluation procedures were not completed on January 1, 1988.

Although BCE "recognizes the need to develop some type of follow-up capability and will address this issue", the board has not determined if they plan to interface or work with the Department of Labor and Employment Security (DLES) to develop a procedure for follow-up job placement of ex-offenders who were enrolled in education programs while in prison.

h. Additional Comments:

BCE added:

The responses to this survey has been prepared in the context of the limited time the Board has been operational (11 months), changes in membership in the Board (Commissioner of Education, Secretary, Department of Corrections, Secretary, Department of Labor and Employment Security), during the period of transition of responsibility for correctional education from the Department of Corrections to the Correctional Education School Authority and the delay experienced in completing this transition.

Creation of the Correctional Education School Authority and the authority and responsibility assigned to the Board represents a unique and significant challenge. The Board is fully committed to carrying out its role in providing quality correctional education programs for inmates, working cooperatively with the Department of Corrections. We are fully confident that given reasonable time to accomplish this assignment, positive results will be attained.

2. Education Program Managers

On October 26, 1987, a questionnaire was distributed to 31 Education Program Managers (EPM's). EPM's were informed that all surveys were strictly confidential, and would not be used for punitive purposes. Also, the EPM's were asked to prepare their responses independently, without collaboration with any other person. The committee received a total of 28 (90%) responses.

The EPM questionnaire included questions regarding administration, work environment, equipment and supplies, counseling and assessment, vocational programs, library services, fiscal, personnel, general questions, and a section for additional comments.

A copy of the questionnaire is attached as Appendix I.

The following portion of this report summarizes the results of questions asked and responses of EPM's.

a. Administration:

Seventy-one percent (71) of the EPM's felt the correctional education plans and direction from BCE were satisfactory, and 29% reported they were below satisfactory. It is also important to note that 57% felt that visits from CESA central office staff were below satisfactory.

Sixty-four percent (64%) felt the relationship between BCE and DOC was satisfactory, and 36% reported that it was below satisfactory.

Fifty-seven percent (57%) of the EPM's reported that their

accountability to BCE and DOC (i.e., chain of command) was satisfactory, and 43% felt it was below satisfactory.

In relation to EPM's managerial skills, 50% felt their skills were above satisfactory, 35% thought their skills were satisfactory, and only 15% felt their skills were below satisfactory.

The survey showed that 60% felt their current and projected personal job status was satisfactory, and 40% stated that they felt it was below satisfactory. A majority (72%) of EPM's are satisfied with their specific job responsibilities under CESA.

Overall, EPM's appear to be content with the organizational structure of correctional education, because 74% reported they felt it was satisfactory, and only 26% felt it was below satisfactory.

A large minority of EPM's are not satisfied with how inmates are assigned to the educational programs, because 46% reported it was below satisfactory, however, 29% felt it was satisfactory, and 25% felt it was above satisfactory.

The survey also showed that although some teachers are asked to perform tasks outside of their normal teaching duties, only 22% really had a problem with it.

Eighty-four percent (84%) of the EPM's were satisfied with the instructional services of contract services.

b. Work Environment:

All-in-all, EPM's seem to be satisfied with their work environment, 82% felt that the physical facilities for teaching were average or above, and 68% felt the facilities for studying were average or above.

Eight-two percent (82%) of the EPM's are satisfied with the speed in which inmates are admitted, transferred and discharged.

As far as attitudes are concerned, 93% felt the attitudes of the institutional management was average or above, but 33% felt the attitude of correctional officers was poor. Eighty-nine percent (89%) felt attitudes of enrolled inmates was average or above. The EPM's report that the attitudes of teachers and CESA central office staff were very positive.

c. Equipment And Supplies:

Sixty-seven (67%) of EPM's were satisfied with CESA's inventory control, but 33% felt it was below satisfactory.

Most EPM's appeared content with the type of equipment and supplies provided, although the biggest need appeared in the vocational supply area, where 29% felt their supplies were below satisfactory.

When questioned about the testing process used to determine inmate achievement level, 78% felt it was satisfactory or above, and 22% were dissatisfied with the process.

d. Counseling And Assessment:

Every EPM felt that skills taught in the vocational training courses and their adaptability to corresponding private industries were satisfactory (42%) or above satisfactory (58%).

For the most part, EPM's were satisfied with all aspects of their vocational programs. The only area of discontent was that 17% indicated a dissatisfaction of formal recognition of specific vocational accomplishment.

e. Library Services:

This area was obviously the one with the most need, because 50% of the EPM's stated funding was below satisfactory, 54% claimed facility space was below satisfactory, and 43% felt the resources for educational and recreational services and equipment was below satisfactory.

Thirty-one percent (31%) felt the law libraries were below satisfactory. However, EPM's were extremely satisfied with librarians and library clerks, 92% felt the librarians legal knowledge and law clerk training were satisfactory or above.

f. Fiscal:

More than half (67%) of the EPM's felt their education budget was below satisfactory, 96% of the EPM's think the correctional education salaries, compared to DOE salaries were below satisfactory, and only 4% felt they were satisfactory. Only 17% report that CESA central office auditing and budget controls are below satisfactory.

g. Personnel:

Forty-six percent (46%) of the EPM's feel they do not have enough academic teachers, 46% feel they do not have enough clerical help, and 36% report they do not have enough vocational teachers.

Institutional educational counselors and librarians are obviously needed, because 71% report they do not have enough.

Seventy-four percent (74%) of the EPM's report that they have enough contract academic teachers, and 64% say they have enough contract vocational teachers.

The survey also indicated the average annual turnover rate for institutions statewide, which are as follows: (the turnover rate excludes institutional promotions)

Educational Program Managers	5%
Teachers	40%
Librarians	20%
Counselors	20%
Vocational Training Supervisors	8%
Clerical	22%

The FTP-NEA and FEA United teacher unions both report the average annual turnover rate for teachers is generally no higher than 10%.

In addition, the EPM's were asked to give the inmate capacity of their institutional education programs. Based on the monthly education enrollment statistics, 12 of the institutions were operating over their institutional capacity, 15 were below capacity, and 1 (River Junction Correctional Institution) could not be determined because inmate enrollment was not shown on the monthly statistical data.

The following portion of the summary lists the questions and responses for general questions asked of EPM's.

h. GENERAL QUESTIONS:

(1) QUESTION: What do you perceive as the three major management strengths of correctional education, by having a separate Board of Correctional Education (BCE)?

- | | |
|---------------------------------|-----|
| 1. Educators managing education | 46% |
| 2. Funding | 36% |
| 3. Independence | 29% |

(2) QUESTION: What do you perceive as the three major management weaknesses of correctional education, by having a separate BCE?

- | | |
|--|-----|
| 1. Conflicts between CESA, DOC or DOE | 46% |
| 2. Leadership and authority | 29% |
| 3. No institutional educators on the board | 21% |

(3) QUESTION: What do you perceive as the three major strengths of contracting education services, versus a predominately general revenue administrative/instructional staff?

- | | | |
|----|-------------------------------------|-----|
| 1. | None | 36% |
| 2. | Hire adequate/fire inadequate staff | 32% |
| 3. | Contract salaries are higher | 25% |

(4) QUESTION: What do you perceive as the three major weaknesses of contracting education services, versus a predominately general revenue administrative/instructional staff?

- | | | |
|----|------------------------------------|-----|
| 1. | Too expensive | 68% |
| 2. | Salaries are too high | 39% |
| 3. | No control over contract personnel | 29% |

(5) QUESTION: What do you perceive as the three major strengths of the present CESA administrative/instructional staff?

- | | | |
|----|--------------------------------------|-----|
| 1. | Dedication and enjoyment of teaching | 61% |
| 2. | Centralized | 32% |
| 3. | Correctional experience | 29% |

(6) QUESTION: What do you perceive as the three major weaknesses of the present CESA administrative/instructional staff?

- | | | |
|----|---|-----|
| 1. | Low morale as a result of changes, salaries | 29% |
| 2. | Staff is too small | 21% |
| | Paperwork | 21% |
| 3. | Top level management | 18% |
| | Salaries | 18% |

(7) QUESTION: Are there any institutional assignments which tend to interfere or conflict with your primary responsibilities as a EPM?

75% NO 25% YES

If YES, explain:

- | | | |
|----|-------------------------------------|-----|
| 1. | Serving on institutional committees | 18% |
| 2. | Inspections | 7% |
| 3. | In-service training | 4% |
| | Weekend duty office | 4% |
| | Call-outs | 4% |

(8) QUESTION: Is there any uncertainty or confusion concerning your accountability to BCE and DOC?

57% NO 39% YES

If YES, explain:

- | | | |
|----|---|-----|
| 1. | No leadership as to who my boss is | 21% |
| 2. | Relationship with Superintendents due to their input into evaluations | 11% |
| 3. | Paperwork | 7% |

(9) QUESTION: What specific criteria are you applying in identifying, recommending, and selecting educational programs at your institution?

- | | | |
|----|---------------------------------|-----|
| 1. | Inmate educational needs | 54% |
| 2. | Superintendent's approval | 36% |
| 3. | Predictions of job labor-market | 32% |

(10) QUESTION: What specific criteria are employed for deciding which inmates will be admitted to educational programs?

- | | | |
|----|-----------------------------------|-----|
| 1. | Inmate educational needs | 82% |
| 2. | Institutional needs | 39% |
| | Inmate goals and interests | 39% |
| 3. | Inmates within 5 years of release | 25% |
| | Inmate availability | 25% |

(11) QUESTION: To what extent do other prison activities cause inmate absence or removal from education program classes, and what are the apparent causes.

___36%___	Minimal
___14%___	Average
___4%___	Maximum
___46%___	No Response

- | | | |
|----|-------------------|-----|
| 1. | Medical call-outs | 75% |
| 2. | Work assignments | 57% |
| 3. | Confinement | 43% |

(12) QUESTION: What specific problems of contract education require attention at your institution?

- | | | |
|----|--------------------------------|-----|
| 1. | None | 46% |
| 2. | No control over contract staff | 14% |
| | Teacher availability | 14% |
| | Not applicable | 14% |
| 3. | Too expensive | 7% |

(13) QUESTION: What do you consider to be the three most serious
and urgent problems/needs to be addressed in order
to improve correctional education services?

- | | | |
|----|--|-----|
| 1. | Improve salaries | 82% |
| 2. | Direction & new/strong leadership | 46% |
| 3. | Increase educational staff to meet needs | 21% |
| | Realistic funding | 21% |
| | Abolish contract education | 21% |

3. Correctional Education Instructors

On November 23, 1987, a questionnaire was distributed to the 344 institutional correctional education instructors.

Instructors were informed that all surveys were strictly confidential, and would not be used for punitive purposes. Also, the instructors were asked to prepare their responses independently, without collaboration with any other person. The committee received a total of 176 (51%) responses. Of the 176 responses, 102 (58%) were from CESA general revenue instructors, and 74 (42%) were from contract instructors.

The questionnaire included questions regarding instructor background, weaknesses and strengths of teaching under various entities, inmate participation and attendance, actions to produce quality instruction, authority and accountability, selection of vocational training programs, selection of inmates for programs, vocational training programs for inmates assigned to PRIDE, teacher salaries and benefits, and a section for additional comments.

A copy of the questionnaire is attached as Appendix J.

The following portion of this report summarizes the results of questions asked and responses of instructors.

a. Instructor Background:

The average age of all instructors was 48 years. From the general revenue instructor responses, 21% were females (average age 47 years), 78% were males (average age 51 years), and 1% was unknown. Of the contract instructor responses, 32% were females (average age was 46 years), and 68% males (average age was 49 years). Five percent (5%) of the contract instructors were employed by an area vocational technical center, 74% were employed by a community college, 14% were employed by a school district, 5% were employed by a private college, and 2% had no answer.

When asked if they had ever been employed as a teacher by DOC, and if so how long, and 88% of the general revenue teachers reported they had worked for DOC before CESA was formed. Of these, the average number of years worked for DOC was 6 years. Seventy percent (70%) of the contract teachers reported they had never worked for DOC. Of the 30% of the contract teachers responding yes, the average number of years worked for DOC was 3 years.

The correctional instructors have a total average of 11.5 years teaching experience, and 5 years of experience teaching in correctional education.

Seventy-eight percent (78%) of the instructors reported that they were a certified teacher in Florida, and 22% reported they were not certified. Of the above percentages, general revenue instructors report that 22% were not certified, and 21% of contract reported they were not certified.

b. Weaknesses And Strengths Of Teaching Under Various Entities:

- (1) QUESTION: If you have taught in the past as an employee of the DOC, what do you perceive as the three significant strengths of teaching as an employee of the DOC?

- | | | |
|----|--|-----|
| 1. | Secure environment | 30% |
| 2. | Instructor's desire for student's betterment | 23% |
| 3. | Correctional experience | 16% |

- (2) QUESTION: If you have taught in the past as an employee of the DOC, what do you perceive as the three significant weaknesses of teaching as an employee of the DOC?

- | | | |
|----|--|-----|
| 1. | Salaries | 21% |
| 2. | Lack of funding for materials, facilities | 16% |
| 3. | Class interruptions due to inmate movement | 12% |
| | Stress | 12% |

- (3) QUESTION: If you have taught as an employee of the BCE, what do you perceive as the three significant strengths of teaching as an employee of BCE?

- | | | |
|----|---|-----|
| 1. | Hopefully good centralized management/salary parity | 21% |
| 2. | Tie-in relationship between management & objectives | 7% |
| 3. | Update materials arrives quicker | 5% |
| | Availability of educational Resources | 5% |

- (4) QUESTION: If you have taught as an employee of the BCE, what do you perceive as the three significant weaknesses of teaching as an employee of BCE?

- | | | |
|----|-------------------------------------|-----|
| 1. | Salaries | 21% |
| 2. | Lack of leadership | 14% |
| 3. | Staff communication and cooperation | 12% |

(5) QUESTION: If you have taught as an employee of a area vocational center, community college, school district, or specified other, what do you perceive as the three significant strengths of teaching inmates in a correctional setting?

- | | | |
|----|--|-----|
| 1. | No discipline problems | 45% |
| 2. | Due to environment, inmates can devote time to class assignments, etc. | 29% |
| 3. | Teacher training/support | 16% |
| | Teacher reward | 16% |

(6) QUESTION: If you have taught as an employee of a area vocational center, community college, school district, or specified other, what do you perceive as the three significant weaknesses of teaching inmates in a correctional setting?

- | | | |
|----|---|-----|
| 1. | Funding (for salaries, materials, and facilities) | 57% |
| 2. | Inmate movement | 20% |
| | Inmate incentive, motivation | 20% |
| 3. | Conflicts between CESA, DOC, and providers | 16% |

(7) QUESTION: In which of the following arrangements do you believe that education for inmates can be provided with the highest degree of quality?

- | | |
|-----|---|
| 30% | Under the authority of the Board of Correctional Education with its own full-time teaching staff |
| 26% | Under the authority of the Board of Correctional Education with exclusively contracted services from existing public/private delivery systems |
| 15% | Under the authority of the Board of Correctional Education with a combination of a small full-time teaching staff and contracted services |
| 15% | Under the authority of the Department of Education |
| 8% | Under the authority of the Department of Corrections |
| 6% | Other |

c. Inmate Participation and Attendance:

QUESTION: Based upon your personal experiences,
indicate your perception of the following,

	<u>NEVER</u>	<u>SELDOM</u>	<u>25% OF TIME</u>	<u>50% OF TIME</u>	<u>75% OF TIME</u>	<u>ALWAYS</u>
(1) Inmate entry level for classes too low	<u>32%</u>	<u>42%</u>	<u>15%</u>	<u>8%</u>	<u>2%</u>	<u>3%</u>
(2) Class quota primary basis for selection	<u>18%</u>	<u>37%</u>	<u>10%</u>	<u>10%</u>	<u>19%</u>	<u>6%</u>
(3) Students not really interested	<u>7%</u>	<u>53%</u>	<u>24%</u>	<u>11%</u>	<u>4%</u>	<u>1%</u>
(4) Students voluntarily drop out	<u>12%</u>	<u>62%</u>	<u>15%</u>	<u>6%</u>	<u>5%</u>	<u>0</u>
(5) Students disruptive	<u>12%</u>	<u>66%</u>	<u>22%</u>	<u>0</u>	<u>2%</u>	<u>0</u>
(6) Students involuntarily absent due to other DOC assignments	<u>9%</u>	<u>55%</u>	<u>26%</u>	<u>4%</u>	<u>4%</u>	<u>2%</u>
(7) Students absent medical/dental	<u>0</u>	<u>42%</u>	<u>27%</u>	<u>3%</u>	<u>3%</u>	<u>0</u>
(8) Reasons for absence unknown to instructor	<u>27%</u>	<u>53%</u>	<u>9%</u>	<u>3%</u>	<u>3%</u>	<u>0</u>
(9) Instructor absent	<u>27%</u>	<u>70%</u>	<u>3%</u>	<u>0</u>	<u>0</u>	<u>0</u>
(10) Instructor assigned to library	<u>83%</u>	<u>15%</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>2%</u>
(11) Class cancelled dropouts too high	<u>40%</u>	<u>46%</u>	<u>11%</u>	<u>3%</u>	<u>0</u>	<u>0</u>

d. Actions To Producing Quality Instruction:

QUESTION: Based upon your experiences, list three to five major actions you consider as essential to producing high quality and significant correctional education instruction.

- | | | |
|----|--|-----|
| 1. | Funding (materials, facilities, workshops) | 40% |
| 2. | Need to provide a professional atmosphere of support | 36% |
| 3. | Hire qualified, competent teachers | 30% |
| 4. | Increase salaries | 19% |
| 5. | Reduce teacher/student ratio | 18% |

e. Authority And Accountability:

QUESTION: Are there any areas of authority or accountability which need to be clarified regarding the relationship between BCE and DOC?

<u>43%</u>	NO
<u>33%</u>	YES
<u>5%</u>	TOO NEW
<u>19%</u>	NO ANSWER

If YES, explain

1. Conflicts due to working for two agencies
2. DOC should have final word on security
3. FTE funding
4. Selection of inmate students

f. Selection Of Vocational Training Programs:

- (1) QUESTION: Based upon the inmate's educational profile, prison term, preferences, and Florida's labor market, indicate the degree to which vocational training programs are selected.

Don't Know	Seldom	25% of Time	50% of Time	75% of Time	Always
<u>44%</u>	<u>6%</u>	<u>2%</u>	<u>10%</u>	<u>30%</u>	<u>8%</u>

- (2) QUESTION: Indicate the degree to which vocational training programs are selected upon the basis of institutional maintenance requirements (i.e., plumbing, small engine repair, carpentry)?

Don't Know	Seldom	25% of Time	50% of Time	75% of Time	Always
<u>59%</u>	<u>4%</u>	<u>10%</u>	<u>15%</u>	<u>10%</u>	<u>2%</u>

g. Vocational Training For Inmates Assigned To PRIDE:

- (1) Have you been involved in training inmates for their assignments in PRIDE industries?

95% NO 5% YES

If yes, answer the following:

- (2) Did the inmates have the necessary prerequisites for the level of instruction?

0% NO 100% YES

- (3) Did they complete the necessary entry level performance objectives required in the industry?

0% NO 100% YES

- (4) Did you encounter any particular problems related to providing training for inmates assigned to PRIDE industries?

75% NO 25% YES

h. Selection Of Inmates For Programs:

(1) Indicate your understanding as to how inmates are selected for academic and vocational programs:

- (a) 27% Inmates have little or no choice and may be assigned to classes even though they are not interested
- (b) 54% Only inmates who express an interest are assigned to classes
- (c) Inmates who lack the prerequisite academic/vocational skills are assigned to classes

Don't Know	Seldom	25% of Time	50% of Time	75% of Time	Always
<u>4%</u>	<u>21%</u>	<u>24%</u>	<u>14%</u>	<u>18%</u>	<u>19%</u>

(d) 13% No Answer

(2) QUESTION: What do you perceive as the three major problems in selecting inmates for classes?

- | | |
|--|-----|
| 1. Inmate's attitude, goals, discipline problems | 46% |
| 2. Lack of skills | 19% |
| 3. Inmate unavailability, due to movement | 16% |

(3) QUESTION: Should inmates who do not desire to be enrolled in an academic/vocational program be required to do so?

<u>60%</u>	NO	<u>40%</u>	YES
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(4) QUESTION: Should inmates who require basic literacy (grades 1-4) be required to undergo such education?

<u>20%</u>	NO	<u>80%</u>	YES
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i. Teacher Salaries And Benefits:

QUESTION: Regarding your professional standing as a teacher, salary and benefits, under which entity would you prefer to be employed?

51% Member of public/private delivery system (i.e., area
_____ vocational center, community colleges, school board)

25% Board of Correctional Education full-time teaching
_____ staff

11%
_____ Department of Corrections

8%
_____ Don't know

3%
_____ Other

2%
_____ No Answer

4. Inmates

On December 31, 1987, a questionnaire was distributed to a sample of inmates who are currently enrolled in correctional education programs. The target sample totaled 810 inmates, which represented 12% of inmate enrollment. Educational Program Managers were asked to distribute copies of the questionnaire to three (3) students enrolled in academic and vocational classes within their educational program. The committee received a total of 636 (79%) responses.

The questionnaire included questions of inmate background, selection of educational and vocational training programs, inmate participation and attendance, instructors of programs, educational facilities and equipment/supplies, and evaluation of students in programs.

A copy of the questionnaire is attached as Appendix K.

The following portion of this report summarizes the results of questions asked and responses of inmates.

a. Inmate Background:

The average age of inmates currently enrolled in educational programs is 29 years. Twelve percent (12%) of the inmates were females, and 88% were males. Forty-one percent (41%) of the inmates had been in prison on their current sentence for less than 12 months, 48% had been in prison for 1 to 5 years on their current sentence, and 11% had been in prison for 6 years and over on their current sentence.

When asked how much time they had left, 25% reported less than 12 months, 41% reported 1 to 5 years, and 24% reported 6 years and more left to serve.

Two percent (2%) of the inmates reported having completed grades 1 through 4 outside of prison, 28% indicated they had completed grades 5 through 8 outside of prison, 58% reported having completed grades 9 through 11, 18% reported having completed 12th grade, and 4% reported completing college.

- (1) QUESTION: Before entering and institutional education program, did you believe you had the following necessary basic background skills to enter and successfully complete the program?

	YES	NO
(a) English	<u>88%</u>	<u>12%</u>
(b) Communications	<u>86%</u>	<u>14%</u>
(c) Reading	<u>90%</u>	<u>10%</u>
(d) Comprehension	<u>75%</u>	<u>25%</u>
(e) Arithmetic	<u>78%</u>	<u>22%</u>
(f) Study Methods	<u>73%</u>	<u>27%</u>
(g) Other	<u>0</u>	<u>0</u>

- (2) QUESTION: Do you NOW believe that you had these basic essential skills to complete the program successfully?

	YES	NO
(a) English	<u>100%</u>	<u>0%</u>
(b) Communications	<u>98%</u>	<u>2%</u>
(c) Reading	<u>98%</u>	<u>2%</u>
(d) Comprehension	<u>96%</u>	<u>4%</u>
(e) Arithmetic	<u>90%</u>	<u>10%</u>
(f) Study Methods	<u>94%</u>	<u>6%</u>
(g) Other	<u>0</u>	<u>0</u>

NOTE: Some EPM's wrote that the above question may have been misinterpreted by the inmates. The inmates may have read the words "Do you NOW believe that you had" to mean do you now believe, after being enrolled in the program, that you have the necessary skills.

- (3) QUESTION: Which of the following best describes your enrollment in the program. (You may check more than one response).

- (a) 6% Forced to enroll even though I was not interested.
- (b) 8% Not really interested in this program, but it was the best they had to offer.
- (c) 2% I enrolled to get out of doing something else.
- (d) 4% I was told the program needed students and I had been assigned to it.
- (e) 78% I voluntarily applied for this program because I was interested in it and I believed I could succeed in it.
- (f) 65% I felt I really needed this program to improve my chances of getting a job when I left prison.
- (g) 20% Other ("I wanted to improve myself")

(4) QUESTION: Which of the following best describes the counseling you received before entering the program? (You may check more than one answer).

- a. 33% Received no counseling at all.
- b. 28% Was simply told I qualified to enter the program.
- c. 31% My background, strengths and weaknesses were discussed with me before a final decision was made.
- d. 31% The relationship of the program to getting a job after release from prison was discussed with me.

(5) QUESTION: Do you believe that the procedure for selecting inmates for education and vocational training programs is fair?

84% YES

12% NO

If NO, give your reasons and your recommendations.

- 1. Need more counseling and encouragement
- 2. Inmates are not getting the classes they want
- 3. Inmates are put on work squads, although they would prefer to be in education
- 4. Inmates are in classes for which they are not qualified

b. Inmate Participation And Attendance:

QUESTION: Indicate your opinion of the following based upon your personal experiences.

	Never	Seldom	25% of Time	50% of Time	75% of Time	Always	Don't Know
(a) Entry level for classes too low	<u>18%</u>	<u>22%</u>	<u>10%</u>	<u>15%</u>	<u>2%</u>	<u> </u>	<u>33%</u>
(b) Class quota primary basis for selection	<u>10%</u>	<u>12%</u>	<u>8%</u>	<u>8%</u>	<u> </u>	<u>12%</u>	<u>50%</u>
(c) Students not really interested	<u>2%</u>	<u>29%</u>	<u>12%</u>	<u>29%</u>	<u>18%</u>	<u>6%</u>	<u>4%</u>
(d) Students voluntarily drop out	<u>14%</u>	<u>28%</u>	<u>18%</u>	<u>10%</u>	<u>8%</u>	<u>8%</u>	<u>14%</u>
(e) Students disruptive	<u>12%</u>	<u>44%</u>	<u>18%</u>	<u>12%</u>	<u>4%</u>	<u>6%</u>	<u>4%</u>
(f) Students involuntarily absent due to other D. C. assignments	<u>18%</u>	<u>56%</u>	<u>6%</u>	<u>8%</u>	<u>2%</u>	<u>4%</u>	<u>6%</u>
(g) Students absent medical /dental	<u> </u>	<u>56%</u>	<u>24%</u>	<u>4%</u>	<u>2%</u>	<u>4%</u>	<u>10%</u>
(h) Instructor absent	<u>42%</u>	<u>56%</u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u>2%</u>
(i) Instructor assigned to library	<u>56%</u>	<u>12%</u>	<u> </u>	<u>4%</u>	<u>2%</u>	<u> </u>	<u>26%</u>
(j) Class cancelled, dropouts too high	<u>67%</u>	<u>10%</u>	<u>2%</u>	<u>6%</u>	<u> </u>	<u> </u>	<u>16%</u>

c. Instructors Of Programs:

(1) QUESTION: How would you evaluate the instructors you had with respect to the following:

(a) DEPARTMENT OF CORRECTIONS

	Unsatisfactory	Poor	Satisfactory	Good	Outstanding	No Answer
1. Knowledge of subject matter	<u> </u>	<u> </u>	<u>6%</u>	<u>22%</u>	<u>43%</u>	<u>29%</u>
2. Prepared for classes	<u>4%</u>	<u> </u>	<u>8%</u>	<u>18%</u>	<u>45%</u>	<u>25%</u>
3. Willingness to help students	<u>2%</u>	<u> </u>	<u>6%</u>	<u>14%</u>	<u>51%</u>	<u>27%</u>
4. Attendance	<u> </u>	<u>4%</u>	<u>4%</u>	<u>18%</u>	<u>51%</u>	<u>23%</u>
5. On time	<u> </u>	<u> </u>	<u>4%</u>	<u>18%</u>	<u>53%</u>	<u>25%</u>

(b) CONTRACT INSTRUCTOR

	Unsatisfactory	Poor	Satisfactory	Good	Outstanding	No Answer
1. Knowledge of subject matter	<u>2%</u>	<u> </u>	<u>14%</u>	<u>25%</u>	<u>57%</u>	<u>2%</u>
2. Prepared for classes	<u>4%</u>	<u>2%</u>	<u>14%</u>	<u>19%</u>	<u>59%</u>	<u>2%</u>
3. Willingness to help students	<u>4%</u>	<u>2%</u>	<u>12%</u>	<u>23%</u>	<u>28%</u>	<u>32%</u>
4. Attendance	<u> </u>	<u>2%</u>	<u>15%</u>	<u>22%</u>	<u>61%</u>	<u> </u>
5. On time	<u> </u>	<u> </u>	<u>14%</u>	<u>29%</u>	<u>53%</u>	<u>4%</u>

(2) QUESTION: Are there any special weaknesses of instructors which need to be worked on?

17% YES

73% NO

If yes, indicate the weaknesses.

1. Instructors threaten inmates with Disciplinary Reports
2. Some instructors have poor attitudes
3. Need an improved grading system
4. Allow too much noise

d. Educational Facilities And Equipment/Supplies:

QUESTION: How would you evaluate the following:

	Unsatis- factory	Poor	Satis- factory	Good	Out- standing	No Answer
(a) Adequacy of space	<u>4%</u>	<u>18%</u>	<u>20%</u>	<u>34%</u>	<u>24%</u>	<u> </u>
(b) Cleanliness of space	<u>2%</u>	<u>2%</u>	<u>12%</u>	<u>55%</u>	<u>29%</u>	<u> </u>
(c) Ventilation (heating/air- conditioning)	<u> </u>	<u>14%</u>	<u>15%</u>	<u>46%</u>	<u>23%</u>	<u>2%</u>
(d) Lighting	<u>2%</u>	<u> </u>	<u>12%</u>	<u>55%</u>	<u>31%</u>	<u> </u>
(e) Quantity of equipment	<u>2%</u>	<u>10%</u>	<u>24%</u>	<u>37%</u>	<u>23%</u>	<u>4%</u>
(f) Quality of equipment	<u>2%</u>	<u>12%</u>	<u>20%</u>	<u>35%</u>	<u>31%</u>	<u> </u>
(g) Maintenance of equipment	<u> </u>	<u>10%</u>	<u>22%</u>	<u>43%</u>	<u>25%</u>	<u> </u>
(h) Quantity of supplies	<u>4%</u>	<u>10%</u>	<u>24%</u>	<u>37%</u>	<u>25%</u>	<u> </u>
(i) Quality of supplies	<u> </u>	<u>12%</u>	<u>20%</u>	<u>41%</u>	<u>25%</u>	<u>2%</u>

e. Evaluation Of Students In Programs:

QUESTION: How would you evaluate the following:

	Unsatisfactory	Poor	Satisfactory	Good	Outstanding	No Answer
(a) Periodic testing of students	<u> </u>	<u>6%</u>	<u>22%</u>	<u>43%</u>	<u>29%</u>	<u> </u>
(b) Final examination of students	<u> </u>	<u>6%</u>	<u>4%</u>	<u>53%</u>	<u>27%</u>	<u>10%</u>
(c) On-the-job training evaluation	<u>2%</u>	<u>4%</u>	<u>14%</u>	<u>45%</u>	<u>29%</u>	<u>6%</u>
(d) Personal progress by instructors	<u>2%</u>	<u>2%</u>	<u>16%</u>	<u>33%</u>	<u>47%</u>	<u> </u>

C O N C L U S I O N S

IV. CONCLUSIONS

Based upon findings after examination of the structural problems which have arisen as a result of the board's attachment to DOC, it is concluded that:

- Both BCE and DOC were uncertain as to the legislative intent of powers and authority, which resulted in a three month delay in fulfilling statutory mandates.
- The two ex officio voting members have missed a combination of 55% of the board meetings. Because no provision is made for ex officio voting member absences, one board meeting did not have a quorum, and had to be modified and converted into a workshop.

Based upon findings and results of the questionnaires distributed to a sample of inmates which was designed to evaluate the benefits received by inmates, it is concluded that:

- BCE has not developed a policy to ensure that all inmates requiring basic or functional literacy attend adult basic education classes.
- Inmates feel they have learned many of the necessary basic background skills which will help them successfully complete programs they are currently enrolled in.

- Thirty-three percent of the inmates received no counseling before entering their educational program.
- Over 70% of the inmates felt that the general revenue instructors were knowledgeable in their subject areas, prepared for classes, willing to help students, had good attendance, and were on time to class.
- Over 92% of the inmates felt the contract instructors were knowledgeable in their subject areas, prepared for classes, had good attendance, and were on time to class. Only 63% felt the contract teachers demonstrated a willingness to help students.
- Over 84% of the inmates felt testing and on-the-job training was satisfactory or above.

Based upon examination of the contract and bid process, it is concluded that:

- Twenty-eight percent (\$4,021,004) of CESA funding is spent for contract educational services.
- CESA did not know what expenses were involved in educational services provided by contract providers.

- Of the \$4,021,004 specified for contract education services, 76.2% pays instructor salaries and benefits.
- 24.2% of the contract instructors do not have DOE teacher certification (community colleges do not require DOE certification), while 19.2% of general revenue instructors do not have DOE teacher certification.
- Both academic and vocational contract instructors make an average of \$7.00 more an hour than academic and vocational general revenue instructors.
- Eighty-four percent of the EPM's felt the instructional services from contract providers were either satisfactory or above satisfactory.
- Instructors have varying opinions about what they feel would be the best arrangement for delivering the highest degree of quality education for inmates. Twenty-six percent of the instructors felt the best arrangement would be under the authority of BCE with exclusively contracted services from an existing public/private delivery system, 30% felt under the authority of BCE with its own full-time general revenue teaching staff would be the best arrangement, 15% felt the current structure should be maintained, 15% felt the educational programs should be under DOE, 8% said it

should be under DOC, and 6% listed other arrangements.

Over 71% supported the existence of the present statutory structure for correctional education. Only 8% felt that the education program should revert to DOC.

- Fifty-one percent of the instructors report they would prefer to be employed as a member of the public/private delivery system (i.e., area vocational center, community college, school district), 25% preferred the current structure, 11% preferred being under DOC, 8% did not know, 3% listed another preference, and 2% had no answer.

- Seven percent (\$286,481) of the \$4,021,004 contract funds is spent on equipment and supplies for class instruction. Printers, AV equipment, computer software and terminals, books, tools, etc., have been purchased from these funds, yet contracts do not address what would happen to these items should the contract be terminated.

- 15.7% (\$631,275) of the \$4,021,004 is payed for contract provider administrative costs.

- 1.1% (\$47,284) of the contract funds is paid for travel and support services, and \$16,206 is paid to Lake City Community College for a portion of its liability insurance.

Based upon findings after evaluating the statutory responsibilities assigned to the board and the Director of Correctional Education, it is concluded that:

- Five of the board's 16 responsibilities required by law are continuous or ongoing responsibilities. The director is responsible for developing the rules and procedures for carrying out many of the board's responsibilities, which has resulted in the board not completing 5 (46%) of the remaining 12 responsibilities, which are:

1. Adopting and enforcing rules for management and operation of education programs.
2. Surveying facilities of existing education programs to determine need, extent, and cost of renovation and remodeling.
3. Adopting rules governing the compensation of teachers and other personnel.
4. Approving education programs of appropriate levels, and adopting rules for the admission of inmate students.
5. Reviewing and approving goals and objectives relating to all phases of correctional education program.

- Over 70% of the EPM's were satisfied with the board's education plans and direction.

- EPM's feel the three major weaknesses of the present organizational structure are the conflicts between CESA, DOC, or DOE, the leadership and authority of the educational programs, and that no board members have been educators at correctional institutions.

- EPM's feel the three most serious and urgent problems or needs to be addressed in order to improve correctional education services are to increase salaries, obtain strong, new leadership and direction, increase staff and funding, and abolish contract education.

- Until his appointment as Director of Correctional Education, the director was the Director of the Health & Education Program Office from 1976 until April, 1987.

- Seven of the 22 responsibilities mandated to the Director of Correctional Education, as required by law, are continuous or ongoing. Ten (67%) of the remaining 15 responsibilities have not been accomplished by the director.

These are:

1. In accordance with DOE standards, develop standardized correctional education curricula.
2. By January 1, 1988, develop with DOE a procedure to evaluate the effectiveness of education programs.
3. Develop a compensation and step pay plan for correctional educators, which is competitive with school district salaries.
4. Develop a procedure for maintaining an active substitute teacher list.

5. In accordance with DOE testing standards, develop a mechanism to test offenders.
6. Develop goals and objectives for all relating phases of education programs.
7. Develop a staffing and funding formula for education.
8. Immediately implement procedures to secure entitlement funds from federal and state grant sources.
9. Using DOE standards, specify which educational facilities other than the vocational-technical center which will offer vocational programs.
10. Conduct a survey of all institutions to identify inmates with special education needs, and develop a plan which will address those needs.

- Statutory language requires the director to ensure that correctional education programs are in accordance with established DOE standards. Statutory language also requires the director to ensure that vocational training programs complement existing PRIDE programs whenever possible. The ambiguous language has resulted in the director providing two vocational training programs which complement PRIDE programs, for which DOE has no established standards.

- Some of the same correctional education problems which were identified in 1985 (i.e., salary disparities, low staff morale, lack of support services, inadequate job qualifications, and lack of quality control mechanisms) are still in existence. The survey of the EPM's listed the major weaknesses of CESA as:

1. Low morale
2. Lack of staffing
3. Paperwork
4. Top level management
5. Salaries

- In addition, the instructors surveyed perceive the 3 significant weakness of teaching as an employee of CESA as:

1. Salaries
2. Lack of leadership
3. Staff communication and cooperation

- In March, 1987, 8% of the general revenue instructors were not certified by DOE, and by December, 1987, 19% of the instructors were not certified by DOE. CESA reports the majority of the noncertified instructors have filed for certification, and are pending DOE approval. CESA could not identify the number of those instructors not having filed for DOE certification.

RECOMMENDATIONS

VI. RECOMMENDATIONS

Based upon the findings and conclusions, it is recommended that the Legislature:

- Amend section 242.68, Florida Statutes to:

- * Clarify the authority of BCE and DOC.

- * Authorize the Commissioner of Education and the Secretary of Corrections to appoint a designee to represent them in their absence.

- * Require BCE to ensure that every inmate requiring basic literacy (e.g., inmates who are at the 0 - 4th grade level) and functional literacy (e.g., 4th - 8th grade level) receive instruction in a correctional adult basic education program.

- * Require the director to ensure that vocational training programs complement existing PRIDE programs whenever possible, but that such programs shall be in accordance with established DOE standards.

* Require that all correctional education tangible personal property bought with state funds shall remain property of the State of Florida, and is subject to Chapter 273, Florida Statutes.

- Approve funding for general revenue instructor salary increases which will be a move toward providing salary parity for general revenue instructors.

It is further recommended that:

- The present correctional education organizational structure be maintained and scrutinized for an additional year. If correctional education continues to retrogress, the BCE and CESA should be abolished, and the correctional education program should be placed under the authority of DOC or DOE.

- The board should review the continued decline in:

- * continued disparities in salaries
- * staff morale
- * inmate enrollment
- * certificates issued
- * deficiencies in fulfilling statutory responsibilities

closely evaluate the director's performance in light of declining enrollments, and his inability to complete requirements established by law, and exercise their privilege to make a change in the correctional education directorship.

A P P E N D I X E S

VI. APPENDIXES

DEPARTMENT OF CORRECTIONS
CORRECTIONAL EDUCATION FUNDING

	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>1985-86</u>	<u>1986-87</u>
General Revenue Fund	<u>\$6,495,709</u>	<u>\$6,516,687</u>	<u>\$7,856,416</u>	<u>\$7,765,629</u>	<u>\$ 9,332,079</u>	<u>\$10,232,231</u>	<u>\$11,695,821</u>	<u>\$11,746,887</u>
Grants and Donations Trust Fund:								
Library Services Grant	\$ 109,097	\$ 144,480	\$ 117,198	\$ 114,700	\$ 122,000	\$ 123,000	\$ 124,000	\$ 138,000
Disadvantaged Vocational Education	454,857	500,487	576,302	234,513	579,609	419,940	164,491	478,199
Title I - ESEA	545,746	430,259	614,688					
Comprehensive Employment Training Act-CETA	2,492	13,149	45,018	43,979				
ACA Accreditation - N.I.C.	884							
Alcohol Intervention	2,300							
ECIA - Chapter I				894,792	1,275,690	1,110,692	1,110,987	1,555,100
Adult Education					23,500	23,500	33,500	25,000
Pre-Release Employment				206,203	38,000			
Wagner-Peyser					431,000	450,353	158,808	27,220
Total - Grants and Donations Trust Fund	<u>\$1,115,376</u>	<u>\$1,088,375</u>	<u>\$1,353,206</u>	<u>\$1,494,187</u>	<u>\$ 2,469,799</u>	<u>\$ 2,127,485</u>	<u>\$ 1,591,786</u>	<u>\$ 2,223,519</u>
TOTAL - ALL FUNDS	<u>\$7,611,085</u>	<u>\$7,605,062</u>	<u>\$9,209,622</u>	<u>\$9,259,816</u>	<u>\$11,801,878</u>	<u>\$12,359,716</u>	<u>\$13,287,607</u>	<u>\$13,970,406</u>

NOTE: General Revenue Funds represent the original appropriation for each year;
the Grants and Donations Trust Funds represent the year end approved budget by fiscal year.

Source: Florida Department of Corrections, Office of Management and Budget, December, 1987

PHILOSOPHY, GOALS, AND OBJECTIVES
FOR THE
CORRECTIONAL EDUCATION SCHOOL AUTHORITY
1988-1993

Philosophy

The majority of offenders share serious educational deficits. Correctional education can offer opportunities to intervene effectively and make a positive difference. The relevance of a strong educational program to the reduction of recidivism is obvious. Education cannot guarantee that its benefits will assure that any specific offender will refrain from further crime. Nevertheless, it is one of the positive contributions that a prison can make toward reducing that risk.

Believing that every man and woman has a right to improve his lot, the Board believes all inmates should be provided educational opportunities which accommodate individual abilities, interests, needs, and goals. It also subscribes to a whole person concept, believing that education should provide the opportunities for positive changes in the personal, physical, social and intellectual development of inmates.

It is the mission of the Correctional Education School Authority to provide inmates with opportunities to develop academic, occupational and social living skills needed to return to society as productive citizens. In fulfilling this mission, it is the intent of the School Authority that every inmate within five years of release have the opportunity to attain functional literacy, the equivalent of a high school education, and an entry level occupational skill based upon his individual needs. The educational staff will guide and direct the students in their educational pursuits, recognizing that the individual is ultimately responsible for the success of his/her own progress.

Goals and Objectives

I. Academic Program

Goal:	To develop, provide and maintain academic programs ranging from functional literacy through post secondary education including services for special needs with priority being
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given to inmates within five (5) years of release, in compliance with Florida Statutes and State Board of Education Rules.

- Objectives:
1. To provide literacy training for inmates to include instruction in the basic reading, writing, computing, and oral communication skills.
 2. To provide a program that prepares students to complete the GED requirements.
 3. To provide academic preparation and remediation for inmates to enter and participate effectively in vocational training programs.
 4. To incorporate Minimum Student Performance Standards (MSPS) in applicable ABE and GED preparatory classes.
 5. To provide opportunities for post-secondary education.

II. Vocational Program

Goal: To develop, provide and maintain vocational training programs according to the frameworks established by the Department of Education, with priority given to inmates within five (5) years of release.

- Objectives:
1. To utilize the Department of Labor and Employment Security to identify currently marketable occupations to determine vocational offerings at institutions.
 2. To develop and implement at appropriate institutions job-entry level vocational training programs.
 3. To develop and implement at selected institutions advanced level vocational training programs for selected inmates and provide for the transfer of these inmates to such institutions approximately one year prior to their anticipated work release eligibility date.

4. To establish at each institution, competency-based vocational training programs in accordance with DOE standards.
5. To integrate vocational and academic curricula and participate with PRIDE in developing selected vocational training programs.

III. Enrichment Program

Goals: To provide inmates an opportunity to develop good work habits through instruction in employability and life management skills.

To provide training in the fundamentals of physical education, personal health, and personal hygiene.

- Objectives:
1. To provide Life Management training in skills fundamental to career and personal development and necessary for participation in a democratic society, including skills, attitudes and knowledge for general problem solving and survival; human relations and citizenship; moral and ethical conduct; aesthetic, scientific, and cultural appreciation; and environmental and economic understanding.
 2. To provide employability skills training to enhance employment and job retention.
 3. To provide appropriate health and physical education programs.

IV. Counseling Program

Goal: To develop personal confidence and a positive self-concept through an educational environment conducive to the correction of unsatisfactory behavior patterns and reinforcement of positive behavior patterns.

- Objectives:
1. To provide comprehensive counseling to include an ongoing comprehensive assessment program to determine academic and vocational placement and measurement of student progress.

2. To administer uniform standardized tests for all educational programs.
3. To provide individual and group counseling and guidance services.
4. To develop guidelines for the control and reporting of behavioral problems of inmate students.
5. To develop incentives for inmate participation in education programs.

V. Special Needs

Goal: To provide education services for inmates having special needs due to handicapped conditions.

- Objectives:
1. To provide identification and screening of inmates with special needs.
 2. To implement specific educational and related services to serve special needs inmates.
 3. To acquire a staff especially trained to teach special needs inmates.

VI. Library Service Program

Goal: To provide comprehensive library and media services at all institutions.

- Objectives:
1. To provide inmates general library services and resources to supplement their educational needs and for constructive use of their leisure time.
 2. To provide inmates with necessary law library services in cooperation with the Department of Corrections.
 3. To provide media services in support of the education program and other activities.

VII. Personnel

Goals: To provide qualified teachers, counselors, librarians, supervisors, and the support staff to deliver educational services.

To deliver educational services more effectively by updating and improving staff skills through in-service training.

- Objectives:
1. To provide at designated facilities a minimum core staff consisting of an educational administrator, education counselor, librarian and secretary.
 2. To develop a staffing and funding formula to deliver educational services.
 3. To develop a comprehensive pay plan for correctional education staff competitive with school district salaries, including a step-pay plan.
 4. To provide certified and/or qualified staff to deliver and support educational services.
 5. To provide in-service training opportunities to maintain and improve competencies of the educational staff.
 6. To encourage staff involvement in related professional organizations.
 7. To provide consideration for employment of adversely affected contract employees.

VIII. Administration

Goal: To develop a capability for effective and efficient management of the education delivery system.

- Objectives:
1. To establish an administrative structure which will enable the Board, the Director and the Program Managers to efficiently administer correctional education programs.
 2. To adopt and implement rules, policies, and procedures for the efficient management and accountability of all program activities and resources for correctional education.
 3. To develop and periodically review goals and objectives for the operation of the Correctional Education School Authority.

4. To develop and implement standardized student evaluations.
5. To develop and implement rules for admission and removal of inmates from programs.

IX. Facilities

Goal: To provide and maintain adequate facilities, appropriately equipped, which will promote safe and proper delivery of educational services in accordance with required standards.

- Objectives:
1. To survey all planned and existing education facilities and develop a long range plan for renovating and upgrading present facilities to meet appropriate DOE, OSHA, and other standards, as appropriate for correctional education.
 2. To develop and implement a preventive maintenance plan with DOC to ensure a safe working environment for staff and inmates in all education facilities.
 3. To survey all existing and planned educational facilities and provide state-of-the-art equipment in accordance with DOE standards.
 4. To provide for flexibility in allocating education space in existing and new facilities based upon design and maximum capacity.

X. Program Interface

Goal: To broaden education services for inmates through mutual participation and cooperation with other agencies, communities and departments within institutions.

- Objectives:
1. To develop policies and guidelines to recruit and supervise the involvement of other government, community, and independent agencies to support, supplement, and enhance correctional education programs.

2. To develop a cooperative relationship with other-departments within institutions.
3. To work with PRIDE to develop training programs for offenders.
4. To enhance the delivery of education services through the installation and use of computerized data collection from other education and corrections agencies.
5. To encourage agreements with State and private colleges and universities for providing programs and research within the correctional setting.

XI. Financial Resources

Goal: To develop a financial capability for providing correctional education programs through available state, federal and private funding resources.

- Objectives:
1. To acquire general revenue funds from the Florida Legislature through annual budget requests to finance correctional education programs consistent with assessed needs.
 2. To acquire grants to supplement correctional education programs.
 3. To acquire funds from private sources to support correctional education programs.
 4. To develop a funding formula for staffing, expense, equipment, and construction costs.
 5. To develop a weighted formula to be used with certain vocational and academic programs and with special needs students.
 6. To use sound fiscal management procedures to account for all financial resources.

XII. Evaluation

Goal: To develop and implement a system for planning, evaluation and assessment of programs to provide accountability and

encourage the conduct of relevant studies and research.

Objectives:

1. To develop and implement planning, evaluation and assessment mechanisms to determine program needs, effectiveness, and compliance with Florida Statutes.
2. To develop and implement a communications and reporting system including an annual report which will be submitted to appropriate offices.
3. To develop and maintain a data collection capability responsive to planning, operational, monitoring, evaluation, and research information requirements.
4. To encourage the conduct of relevant studies and research using internal and external resources.

CORRECTIONAL EDUCATION SCHOOL AUTHORITY
PROGRAM ACTIVITIES FOR 1987-88

- o Complete the requirements mandated in FS 242.68.
- o Prioritize Education Services for inmates to achieve literacy.
- o Maintain student enrollment for a minimum of 90% of the available academic and vocational teaching spaces.
- o Maintain an average daily attendance rate of not less than 80% of student enrollment in academic and vocational programs.
- o Emphasize enrollment of inmates under 21 years of age in education programs.
- o Provide ECIA Chapter One services for all eligible inmates enrolled in education at institutions with Chapter One programs.
- o Attain a 70% passing rate on GED examination.
- o Ensure a minimum of 65% of enrollees in vocational programs earn a certificate of achievement.
- o Continue implementation of Florida Minimum Student performance standards in academic programs.
- o Reduce the number of vacant positions to within an average of 8% vacancy rate.
- o Monitor attendance to minimize unscheduled absences of education staff.
- o Maintain a 98% certificated education staff.
- o Develop plan to achieve staff salaries comparable to local education agencies.
- o Increase Authority Central Office staff for improved program management and operation.
- o Acquire core staffing for all institution.
- o Provide appropriate staff training for certification, recertification and general staff development.
- o Increase the number of volunteers for education services.
- o Develop operating procedures for education programs.
- o Improve management of education service through implementation and use of computerized offender based system.
- o Operate the education program within the budgeted allocation.
- o Monitor Funded programs for timely expenditure of grant allocation.
- o Develop a funding formula for allocating funds for purchase of library materials.
- o Maintain 95% of all program equipment in operational condition.

RECEIVED

AGREEMENT BETWEEN
THE FLORIDA DEPARTMENT OF CORRECTIONS
AND
CORRECTIONAL EDUCATION SCHOOL AUTHORITY

OCT 22 1987

House Committee on
Corrections

This agreement made this 1st day of October, 1987, by and between the Florida Department of Corrections (DC), hereinafter referred to as the Department, and the Correctional Education School Authority (CESA), hereinafter referred to as the Authority.

WHEREAS, pursuant to the provisions of Section 242.68, Florida Statutes, there is created a Correctional Education School Authority attached to the Department of Corrections which shall be comprised of the educational and library facilities of all institutions operated by the Department of Corrections and shall be supervised by a Board of Correctional Education, and

WHEREAS, pursuant to the provisions of Section 242.68, Florida Statutes, the Department of Corrections is directed to cooperate and render assistance as may be necessary to enable the Board of Correctional Education to discharge its responsibilities, and resources of the Department may be used to support the operation of the education programs as agreed by the Department and the Board,

THEREFORE, in consideration for the mutual covenants set forth herein it is agreed by and between the parties as follows:

GENERAL

1. The Department agrees to transfer all education-related property, unexpended balances of appropriations or allocation of other funds, programs, activities, and functions of the correctional education program, and all education-related positions, including central office administrative positions, to the Authority.
2. Facilities and maintenance of facilities that house the education programs shall continue to be assigned to the Department of Corrections.
3. It is essential to maintain the security of each correctional institution, leased premises, and other adjacent facilities used in the conduct of the correctional education program, and to that extent it is agreed as follows:
 - a) All persons, vehicles, materials, supplies, vendors and the like, are subject to search upon entering or leaving the work area of the premises, and any area which is under the control of the Department.

APPENDIX C

- b) Institutional administration at the correctional facility has the right to conduct periodic scheduled or unscheduled premise searches for security purposes.
 - c) Any contraband items seized in or on the premises, or in or on any staff or inmate upon the premises, shall be deemed to be state property and disposed of pursuant to Florida Law, and the individual(s) involved subject to criminal prosecution as the circumstances may warrant.
 - d) All Department rules required for plant tool control, and other security requirements, shall be complied with by the Authority.
- 4. In circumstances such as disturbances, escapes and other emergency situations, institutional security shall take precedence over all other activities. The institutional administration shall be free to make these determinations and Authority staff shall fully cooperate.
 - 5. The Department agrees to provide to Authority staff any required orientation and training that may be necessary for the operation of its institutions.
 - 6. The Authority, upon forms furnished by the Department, will submit periodic reports on inmates for purposes of gain time, classification, and parole. The Department shall carefully instruct and monitor Authority employees as to the frequency and accuracy of these reports.
 - 7. The Authority agrees to utilize its best efforts to cooperate with the Department to maintain accreditation with the American Correctional Association. The Department agrees, from time to time, to advise and consult with the Authority in order that the Authority shall be able to operate substantially within the guidelines required for maintenance of accreditation.
 - 8. The Authority agrees that vocational training classes may provide services for the institution when such services offer opportunities for extending the learning skills of inmates through hands-on and/or live work experiences. The decision to provide such services must be concurred in by the Educational Program Manager and Vocational teacher involved and shall in no way compromise the primary training objectives for the course. The direct cost of materials and supplies used for such services shall be paid by the Department.
 - 9. Authority employees occupying staff housing on July 1, 1987 are subject to applicable Department rules, policy and procedure directives, and institutional operating procedures.

10. Authority employees are authorized to use institutional vehicles, as available, upon approval of the institutional Superintendent or his designee.

ADMINISTRATIVE SUPPORT

The Department agrees to provide administrative support to the Authority in Personnel, Finance and Accounting, Budget Management, Facilities, Purchasing, General Services, Management Information Systems, and Staff Development areas. Currently established procedures of the Department will be utilized by the Authority, adjusted as necessary, to enable the Authority to fulfill its responsibilities. All applicable laws, rules, and regulations shall be adhered to as they pertain to each of the service areas noted.

Detail information concerning services to be provided are incorporated in the document titled "Basis of Support Agreement between the Department of Corrections (DC) and the Correctional Education School Authority (CESA)" included by reference to this agreement as Appendix A.

DEPARTMENT/AUTHORITY STAFF RESPONSIBILITIES

1. Authority employees shall be familiar and comply with all Applicable Federal and State Laws and Department of Corrections rules, policy and procedure directives, and institutional operating procedures governing security, safety and conduct. Authority employees also shall conduct themselves at all times in a manner consistent with proper security and the welfare of inmates and staff.

The Department, including Superintendents and Officers-in-Charge, may deny entrance or remove any Authority employee from an institution; however, the reason for such denial or removal shall be related to the violation of applicable laws, rules, directives or procedures, the maintenance of proper security, or the protection of an Authority employee from potential harm. In the event of a question as to the applicability of a law, rule, directive or procedure to Authority staff, the Department's interpretation shall apply until otherwise resolved.

2. The Board of Correctional Education is statutorily empowered to employ personnel for correctional education and such personnel shall be employees of the Correctional Education School Authority. The Director of Correctional Education is appointed by the Board and supervises the administration of the School Authority.

3. The Director of Correctional Education, in concurrence with the institutional Superintendent, will recommend the institutional Educational Program Manager to the Board for appointment. After consultation with the institutional Educational Program Manager and the institutional Superintendent, the Director of Correctional Education shall approve all staff responsible for providing educational programs.
4. The Educational Program Manager shall have primary administrative responsibility for the operation of the education program and for all staff providing education services in the institution. In carrying out the responsibilities, the Educational Program Manager shall coordinate and collaborate with the institution Superintendent or his designee. He shall attend and participate in scheduled Department Head meetings and keep the Superintendent or his designee advised of educational activities.
5. With approval of the Educational Program Manager, education staff may be assigned to serve on institution-wide committees and on classification teams for inmate progress reports.
6. Authority staff shall not be required to serve as duty officer for the Department or serve in any capacity where decisions might be rendered representative of or on behalf of the Department.
7. When required, Authority staff shall execute count control of inmates under their supervision.

ASSIGNMENT, REMOVAL, AND CALL-OUT OF INMATES IN EDUCATION PROGRAM

1. The Department shall make every effort to make available all eligible inmates to be considered for assignment to the education program.
2. Final determination on admission of inmates to the education program shall be accomplished by the Authority staff.
3. The Department shall cooperate with the Authority in making those inmates selected for admission to the education program available for participation.
4. When an inmate has been admitted to the education program, he will continue in enrollment unless removed for one of the following reasons:
 - a) Transfer or reassignment to another institution is essential to comply with court ordered institutional population requirements. Inmates enrolled in the education program shall be carefully reviewed to minimize a reduction in program participants.
 - b) Transfer or reassignment for health reasons or to satisfy a legal requirement.

- c) When removal is essential for the security of the institution.
 - d) Upon commitment to administrative or disciplinary confinement.
 - e) When the Authority staff determines that the inmate can no longer benefit from participation in the education program.
 - f) When a determination is made that the inmate is so disruptive that his continued enrollment would be detrimental to the order of the school.
 - g) Upon completion of a GED, vocational training program, or other defined level of education progress.
 - h) When a change in the commitment status of an inmate makes it impractical to continue his enrollment in school.
 - i) For any other necessary reasons as determined and agreed between the Superintendent or his designee and the Educational Program Manager.
5. Call-out of inmates shall be handled in accordance with institutional procedures. With respect to inmates enrolled in school, such call-outs will be conducted to minimize the absence of the inmate from the education program. When possible, the Educational Program Manager shall be provided a daily list of inmates enrolled in the education program who are scheduled for call-outs.

BEHAVIORAL CONTROL OF INMATES IN EDUCATION PROGRAMS

- 1. The Department reserves the entire right to discipline inmates. Authority staff shall coordinate all inmate management problems with the appropriate institutional security staff. However, the Authority staff shall have the right to sanction inmates assigned to school in situations that might arise that have nothing to do with institutional security, per se.
- 2. Authority staff shall assume responsibility for the custody, control, and supervision of inmates assigned to the education program and during their presence in education and library facilities assigned to the Authority.
- 3. The applicable provision of Chapter 33-22, Rules of the Department of Corrections, will be followed with respect to inmate discipline, except that Authority staff will not be assigned as a Hearing Officer or be required to serve on disciplinary teams.

MODIFICATIONS

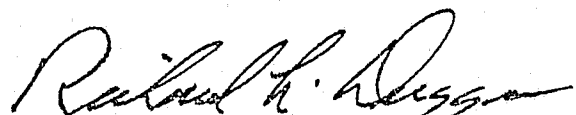
The Department and Authority agree to perform their obligations hereunder in accordance with all applicable laws, rules, and regulations, now or hereinafter in effect.

In instances of interagency conflict, differences shall be resolved through discussion between designated representatives of both parties.

This agreement may be amended or modified with the concurrence of both parties. Any proposed amendment or modification shall be submitted to the other party at least thirty (30) days prior to formal discussion or negotiation on the issue. Any amendments or modifications must be concurred in by the Board of Correctional Education and the Secretary of the Department of Corrections. All amendments or modifications agreed upon shall be promulgated in writing with the signatures of the Chairman of the Board of Correctional Education and the Secretary of the Department of Corrections or the duly authorized representatives of both parties attached thereto. In case of legitimate emergencies which require immediate action to prevent circumstances from adversely affecting employees of either party or the inmates, the Secretary of the Department of Corrections and the Chairman of the Board of Correctional Education may authorize emergency procedures to be in effect for forty-five (45) days or until the parties schedule a formal negotiations meeting.

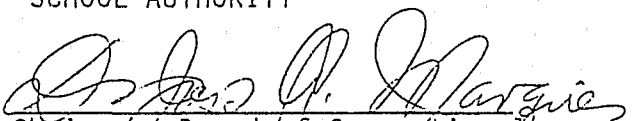
This agreement shall become effective on the date on which it has been signed by both parties, and shall remain in effect until discontinued by the mutual agreement of both parties.

FOR THE DEPARTMENT OF CORRECTIONS


Secretary, Department of Corrections

10/12/87
DATE

FOR THE CORRECTIONAL EDUCATION
SCHOOL AUTHORITY


Chairman, Board of Correctional
Education

10/15/87
DATE

DEPARTMENT OF CORRECTIONS

BASIS OF SUPPORT AGREEMENT BETWEEN
THE
DEPARTMENT OF CORRECTIONS (DC)
AND THE
CORRECTIONAL EDUCATION SCHOOL AUTHORITY (CESA)

The following narratives provide a general outline of the relationships, responsibilities and procedures that will be appropriate for support of the Correctional Education School Authority. Narratives are presented by functional area within the Office of Management and Budget, Department of Corrections.

FINANCE AND ACCOUNTING

Authorization to Disburse Appropriated Funds

In accordance with the enacting legislation, "The Director (of Correctional Education) shall be responsible for all expenditures pursuant to appropriations." Therefore, the Director of Correctional Education or his specified designee authorizes the expenditure of educational appropriations by means of approving the allocation of the annual operating budget.

Authorizations will be accomplished by the completion of the standard DC forms for Notice of Payroll Action (for personnel costs) and requisitions and/or limited purchase orders (LPO's), as appropriate. Upon completion by CESA staff, authorization forms will be submitted to and processed by appropriate DC staff either in the Central Office or in specific institutions, depending on the origin of the request to expend.

Purchase requests that do not comply with all appropriate purchasing laws, rules and regulations will not be processed by DC staff. Purchasing laws, rules, and regulations include, but are not limited to, the following:

- Chapter 283, Florida Statutes
- Chapter 287, Florida Statutes
- Chapter 13A, Florida Administrative Code
- Chapter 33-14, Rules of the Department of Corrections,
Florida Administrative Code
- DC Policy and Procedure Directive Nos. 2.02.05, 2.02.24,
2.02.29, 2.02.36, and 2.07.04

Processing of Disbursement Vouchers and Distribution of Warrants

DC fiscal staff will act as the disbursement agent for the CESA. All invoices will be routed to the appropriate DC fiscal office (Bureau of

Finance and Accounting for Central Office CESA activity and institutional Business Offices for institutional activity) for preaudit and voucher preparation. Those DC staff authorized to sign disbursement vouchers for DC operating appropriations will be the only individuals authorized to sign disbursement vouchers for CESA appropriations.

CESA staff will be required to certify the delivery of goods and/or services purchased. This certification will be accomplished by completion of a receiving report for goods ordered or signed approval on invoices for services delivered. Items issued from DC stores for CESA purposes will be signed for by designated CESA staff. Signed inventory issue forms will evidence certification of delivery.

CESA staff will be required to complete delivery certifications and forward them to the appropriate DC fiscal office within five days of actual receipt of the good/service ordered unless there is a dispute with the vendor or shipper concerning the quality or adequacy of the good/service received.

Invoices submitted for disbursement of CESA appropriations will be reviewed by DC staff for compliance with all appropriate laws, rules, and regulations governing the disbursement of State funds. These laws, rules, and regulations include but are not limited to the following:

- Chapters 17 and 18, Florida Statutes
- Chapter 215, Florida Statutes
- Chapter 216, Florida Statutes
- Section 112.061, Florida Statutes
- Chapters 3A-10, 3A-20, 3A-30, and 3A-40,
- Florida Administrative Code
- DC Policy and Procedure Directive Nos. 2.02.08, 2.02.12, 2.02.18, and 2.02.26

In those instances in which DC staff detect noncompliance with a pertinent disbursement guideline, DC staff will provide timely feedback to CESA staff as to the action necessary to make the voucher acceptable by the State Comptroller.

State warrants received from the Comptroller's Office will be distributed by the appropriate DC fiscal office directly to the vendor.

Cost Accounting Requirements

Pursuant to State law, the State Automated Management Accounting System (SAMAS) constitutes the Department of Corrections' official accounting records. Therefore, any and all fiscal cost information required by CESA will have to come from the SAMAS.

In accordance with enacting legislation, the CESA Director of Correctional Education shall "Develop a staffing and funding formula for Correctional Education. The formula shall include differential funding levels for various types of programs, shall be based on the number of full-time equivalent students, ... and shall provide the basis for the legislative budget request." Depending on the final content and form of the funding formula, the SAMAS will be structured to capture costs as required by CESA for reporting purposes. Minor modifications to the SAMAS to accomplish required cost reporting will be handled by DC staff. If major

modifications of the SAMAS account structure and transaction processing guidelines are required to satisfy CESA cost accounting requirements, then CESA resources will be required to staff the development and implementation of the system modifications.

Cost Sharing Guidelines

Pursuant to enacting legislation, "Facilities and maintenance of facilities that house the education programs shall continue to be assigned to the Department of Corrections." For the purpose of determining what "maintenance" costs are to be incurred by the Department of Corrections, it is agreed that the following general guidelines apply:

DC budget pays for:

- all utilities associated with the operation of educational units, including the telephone system.
- minor renovations to facilities that would normally be paid for by the institutions' maintenance departments.
- routine custodial functions (e.g. - floor waxing, window cleaning, etc.) that would normally be accomplished by inmate crews working throughout the institution.
- all books and related costs associated with the operation of law libraries.
- the direct cost of materials and supplies used by vocational education crews to perform requested work in noneducation institutional areas.

CESA budget pays for:

- major renovations requiring fixed capital outlay appropriations.
- all materials and supplies (excluding routine custodial supplies) which are requisitioned by education staff and either directly purchased or issued from institutional stores.
- necessary repair and maintenance costs to any equipment assigned to CESA.
- staffing to supervise the inmate law library to the extent staffing resources are provided.

Indirect costs earned through grants awarded to the Correctional Education School Authority will be budgeted for any authorized purpose designated by the Board of Correctional Education. A portion of such indirect funds, and when authorized, direct funds, will be allocated to the Department of Corrections to assist in the costs incurred in providing administrative support services for such grants.

It is anticipated that the Inmate Welfare Trust Fund will continue to be a partial funding source for institutional libraries. CESA staff will be required to submit annual budget requests for Inmate Welfare Trust Fund funding in accordance with Department Policy and Procedure Directive No. 2.02.23.

In those situations in which a photocopier is not located in the Education section of the institution, Education staff shall have access to copying services that are available in the institution at a cost not to exceed the actual cost of providing the service.

Financial Reporting

The Department's SAMAS reporting capability provides a series of management reports comparing budget data to the expenditure data to various organizational entity groupings at various time intervals.

DC staff will provide these reports to CESA staff, both in the Central Office and at the institutional level, after the end of each monthly closing for their use in controlling the expenditure of available appropriations.

Any and all financial reporting required by the State Comptroller's Office in its annual statewide financial statement effort will be the responsibility of and accomplished by DC staff (Bureau of Finance and Accounting).

Any and all financial reporting required by the Department of Education and/or the State Board of Education will be the responsibility of and accomplished by CESA staff.

Any and all financial reporting necessary to satisfy grantor reporting requirements (for education related grants) will be the responsibility of and accomplished by DC staff (Bureau of Finance and Accounting, Grants Management Section).

GENERAL SERVICES

Accountability for Tangible Personal Property

In accordance with enacting legislation, "All education related property assigned to the Department of Corrections, ... shall be assigned to the school authority by July 1, 1987. Facilities and maintenance of facilities that house the education programs shall continue to be assigned to the Department of Corrections." An inventory of all tangible personal property (as defined in Section 273.02, Florida Statutes) assigned to the CESA shall be prepared by DC staff and agreed to by CESA prior to July 1, 1987.

Once transferred, CESA will be responsible for administering all State owned tangible personal property having been transferred or subsequently purchased with State funds appropriated to CESA, in accordance with all pertinent property laws, rules, and regulations, including but not limited to the following:

Chapter 273, Florida Statutes
Chapter 10.300, Florida Administrative Code

Chapters 13B-3 and 13F, Rules of the Department of
General Services, Florida Administrative Code
DC Policy and Procedure Directive Nos. 2.02.01, 2.02.04,
and 2.02.06

The property records required by Florida Statutes will be kept in the SAMAS maintained by DC. CESA staff will be responsible for advising the appropriate DC office (Bureau of General Services for Central Office property transactions and institutional Business Office for institutional property transactions) of any changes in CESA property requiring adjustment of property records (i.e. - transfers, delegations, etc.) other than purchase acquisitions, which will be recorded through the vouchering process. The forms dictated by DC Policy and Procedure Directive No. 2.02.06 will be used by CESA to notify DC staff of necessary record changes.

Insurance

The Florida Fire Insurance Trust Fund shall insure all property eligible for coverage under Part I of Chapter 284, Florida Statutes, which is assigned to or acquired by the CESA. Coverage under the Florida Fire Insurance Trust Fund of property assigned to or otherwise acquired by the CESA shall be secured and maintained through the Department of Corrections' existing policy and account with the Division of Risk Management of the Department of Insurance. All matters, including premium calculations, assessments and payments, retrospective premium adjustments, reporting requirements, and other requirements, concerning coverage of such property under the Florida Fire Insurance Trust Fund shall be conducted as if all such property were owned solely by the Department.

The Florida Casualty Insurance Risk Management Trust Fund shall insure all CESA employees and authorized activities for the types of risks delineated in Part II of Chapter 284, Florida Statutes. Types of coverages included are workers' compensation, general liability, fleet automotive liability, and federal civil rights actions under 42 U.S. Code s. 1983 or similar federal statutes.

Energy Conservation and Safety

The Department will provide routine support in energy conservation and safety programs, and CESA staff will participate as other elements of the Department are required to do. The CESA will appoint appropriate representatives who will be responsible to the institution and Central Office conservation and safety staff to ensure that the required programs are established and carried out in CESA activities.

BUDGET AND MANAGEMENT EVALUATION

Since the CESA will be a budget entity within the total Department appropriation, the day-to-day operation of the budget function will continue to be handled by the Department administratively. However, the CESA will retain the right to approve the allocation of Correctional Education appropriations.

The specific functions of the CESA and departmental Budget staff will be as follows:

The Board of Correctional Education will be responsible for preparing and submitting the legislative budget request for the Correctional Education School Authority. The Department will provide statewide budget instructions to the CESA and will consolidate and enter the Correctional Education legislative request into the LAS/PBS System as required.

Subsequent to each appropriation, the Central Office Bureau of Budget and Management Evaluation will assist the appropriate CESA staff in development of an allocation for each region. The Regional Budget Managers will assist CESA staff in developing an operational allocation for each institution within their region. The resulting documents will be used by the institutional Business Offices and CESA staff in management and control of operating funds.

The financial plans developed periodically by the regions will include the CESA budget entity as a separate identifiable component. The Authority will determine the final financial plan for all funds in the CESA budget entity.

All requests for budget amendments, allocations, budget transfers, etc. will be initiated by CESA and then processed through the Bureau of Budget and Management Evaluation.

PERSONNEL

All employees in education-related (CESA) positions in the Career Service, Selected Exempt Service and Senior Management Service, as well as OPS employees, shall continue to be state employees subject to all applicable laws, rules, regulations, policies and collective bargaining agreements relating to personnel administration which include, but are not limited to, the following:

Chapters 110, 112, 121 and 122, Florida Statutes
Chapters 944 and 945, Florida Statutes
Chapters 22A, 22B, 22K, 22SE and 22SM,
Rules of the Department of Administration,
Florida Administrative Code
Chapter 33-4, Rules of the Department of Corrections,
Florida Administrative Code
DC Policy and Procedure Directive Nos. 1.02.03, 2.02.12,
2.02.27, 2.06.01 through 2.06.05 and 4.07.10
Master Contract: State of Florida and Florida Public
Employees Council 79, AFSCME, AFL-CIO

The appropriate DC personnel offices shall continue to be responsible for all aspects of personnel administration, i.e. the institution personnel offices for CESA institutional staff and the Central Office Bureau of Personnel for CESA Central Office staff and for processing those matters requiring approval above the institution level or approval by other agencies, such as the EOG Office of Planning and Budgeting and the Department of Administration. The general areas encompassed include:

1. Recruitment and selection
2. Affirmative Action and Equal Employment Opportunity
3. Position classification
4. Pay administration
5. Payroll processing
6. Employee insurance and benefits
7. Florida Retirement System
8. Attendance and leave
9. Performance appraisals
10. Disciplinary actions, grievances and appeals
11. Identification cards
12. Personnel files
13. Maintenance of data in COPES
14. Collective bargaining and contract administration
15. Establishment of new positions.
16. Position adds and deletes.

The approval and processing of all personnel actions shall follow the three levels of the CESA chain-of-command, as appropriate or required: Board, Director and Managers. The following reflects the appointment and employment authority for CESA:

1. Board of Correctional Education
(Five members appointed by the Governor and confirmed by the Senate, with four ex-officio members)
2. Director of Correctional Education
(Appointed by the Board)
3. Institution Education Program Managers
(Appointed by the Board upon recommendation by the Director with concurrence of the DC institution Superintendent)

4. Other education program staff:

- a) Institutions
(Approved by the Director after consultation
with the Institution Education Program
Manager and the DC institution Superintendent)
- b) Central Office
(Approved by the Director)

STAFF DEVELOPMENT

All employees in education-related (CESA) positions shall continue to be state employees subject to all applicable laws, rules, regulations, policies and collective bargaining agreements relating to staff development which include, but are not limited to, the following:

Chapter 110, Florida Statutes
Chapter 944, Florida Statutes
Chapters 22K-14, 22K-22, 22SE and 22SM,
Rules of the Department of Administration,
Florida Administrative Code
Chapter 33-25, Rules of the Department of Corrections,
Florida Administrative Code (Now in promulgation)
DC Policy and Procedure Directive No. 4.04.01
Master Contract: State of Florida and Florida Public
Employees Council 79, AFSCME, AFL-CIO

The appropriate DC training instructors and coordinators shall continue to be responsible for staff training and records for CESA institutional and Central Office staff in the same manner as for DC staff. This shall include 40 hours of orientation training for new employees and 40 hours of in-service training annually for all employees as specified in Chapter 33-25, F.A.C.

MANAGEMENT INFORMATION SYSTEMS

The Central Office Bureau of Management Information Systems (MIS) will be a central point of contact and provide the required support to the CESA. Specific functions included are as follows:

MIS staff will meet annually with appropriate CESA staff to jointly develop CESA requirements for inclusion in the Information Technology Resource Plan submitted for budgetary purposes.

The Bureau of MIS will acquire information technology resources which have been approved in the plan and appropriated by the Legislature. MIS staff will render technical assistance in determination of the specific needs and preparation of the appropriate request for acquisition.

The Bureau of MIS will prepare quarterly and annual reconciliation of acquisitions versus that authorized in the Information Technology Resource Plan for CESA equipment and products.

Should interim revisions to the approved Information Technology Resource Plan be required, the Bureau of MIS will provide technical guidance and assistance in development and submission of the supplemental plan.

FACILITIES SERVICES

Maintenance and repair of buildings occupied by CESA staff will be carried out through a normal work order request process. The cost of maintaining structures and fixed equipment in a safe and operational condition will be borne by the Department of Corrections.

Major changes to existing structures or the construction of additional structures will be accomplished through the fixed capital appropriation process. With assistance from Department staff, appropriate CESA staff will respond to legislative budget instructions by providing their needs for inclusion in the Department's legislative budget request. The Department will seek the advice of the Correctional Education Board in establishing priorities for educational projects. The Department's Facilities Services staff will allocate fixed capital funds, prepare the required program documents to initiate fixed capital projects, and provide the necessary support functions through completion of the project.

Prepared by:
Office of Management and Budget
May 13, 1987
Revised May 20, 1987
Revised May 26, 1987
Revised June 1, 1987
Revised June 11, 1987
Revised June 15, 1987
Revised October 2, 1987

CORRECTIONAL EDUCATION SCHOOL AUTHORITY STAFF

NOVEMBER 5, 1987

Authority Central Office Staff

Director of Correctional Education
 Education Services Program Director
 Executive Secretary I
 Correctional Services Administrator
 Research Associate

Positions

1
1
1
1
1

Inmate Education and Career Development Admin.
 Institutional Education Specialist II
 Administrative Secretary
 Secretary Specialist
 Secretary
 Institutional Educational Specialist I

Positions

1
6
1
1
2
4

Total Positions

Central Office
 A. General Revenue - 17
 B. Grant - 3

INSTITUTIONAL EDUCATION STAFF	APALACHEE	CALHOUN	HOLMES	OKALOOSA RIVER JUNCTION	BAKER	CROSS CITY	FLORIDA SP	HAMILTON	LANCASTER	LAVTEY	MAYO	NEW RIVER	PUTNAM RECEPTION MEDICAL CENTER	TOMOKA	UNION	BREVARD	FLORIDA	LAKE	MARION	ORANGE	SUMTER	BROWARD	DADE	GLADES	INDIAN RIVER	LANTANA	MARTIN SOUTH FLA. RECEPTION CTR.	AVON PARK	DE SOTO	HENDRY	HILLSBOROUGH	POLK	ZEPHYRHILLS				
SCHOOL AUTHORITY STAFF																																					
Educational Program Manager	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	35			
Secretary	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	24			
Academic Specialist	1					1											1	1	1		1								1	1				6			
Vocational Training Supv.	1			1	1				1	1					1	1	1	1	1										1	1		1		11			
Librarian	2	1	1	1	1	1	1	1	1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	35			
Counselor: General Revenue	1				1				1	1					1	1	1		1	1	1	1	1	1	1	1	1	1	1	1	1		1	20			
Chapter I	1								1							1					1				1						1			6			
Teacher: General Revenue	6	4	4		2		3	4	4						8	3	5	4	2		7								5	4		3		68			
Chapter I	4							2								2	1				3				2				3		2			19			
Vocational Teacher	10	4	4	4	4	8	1	4	4	8					1	7	10	5	4	7	10								8	4		3		110			
Vocational Instructor II															2																			0			
Vocational Instructor III	2																				1													5			
Teacher Aide-Chapter I	3								1							1					3					1				2		1		12			
TOTAL APPROVED POSITIONS	33	11	11	1	8	11	12	6	11	17	13	3	3	1	2	4	21	22	16	11	14	17	30	4	5	4	8	3	4	2	18	18	3	8	10	3	368
TOTAL ESTABLISHED POSITIONS	33	11	11	1	8	11	12	6	11	17	13	3	3	1	2	4	21	22	16	11	14	0	30	4	5	4	8	3	4	2	18	18	3	8	10	3	351
CONTRACT STAFF:																																					
Full Time - Academic	3			1	1	2	3	1		3	3		1	4	1		2					3	4	2	2	1	4			5	2	2	2	52			
Vocational						4	1	2		2			1	6			4	2				4	8	3	3	2	1			2	3	5	4	57			
Part Time - Academic													3															2						4			
Vocational					1																											1		2			
TOTAL CONTRACT STAFF	3	0	0	1	1	7	4	3	0	2	3	0	2	3	10	0	1	4	0	4	0	0	7	12	5	5	3	5	0	0	0	7	5	8	6	116	
TOTAL EDUCATIONAL STAFF	36	11	11	2	9	18	16	9	11	19	16	6	3	3	5	14	21	23	20	11	18	17	30	11	17	9	13	6	9	4	18	18	10	13	18	9	504

FIELD STAFF

A. General Revenue - 331

B. Grant - 37

C. Contract - 116

Total = 504

*1987 Legislature approved 17 positions for Orange Correctional Institution. These positions have not been

	AGENCY FINAL FY 87-88 POS AMOUNT	AGENCY FINAL FY 88-89 POS AMOUNT	CODES
APPRO BILL SECTION 01			
CORRECTIONS, DEPT OF			70000000
<u>CORR EDUCATION SCHOOL AUTH</u>			70270000
AUTHORITY:			
SECTION 242.68 FLORIDA STATUTES			
DESCRIPTION:			
THIS ENTITY IS COMPOSED OF THE EDUCATIONAL AND LIBRARY FACILITIES OF ALL INSTITUTIONS OPERATED BY THE DEPARTMENT. THE SCHOOL AUTHORITY IS SUPERVISED BY A BOARD OF CORRECTIONAL EDUCATION WHICH HAS THE AUTHORITY AND RESPONSIBILITY TO MANAGE AND OPERATE THE CORRECTIONAL EDUCATION PROGRAM, AS PROVIDED BY LAW. THIS ENTITY HAS THE OVERALL RESPONSIBILITY FOR PROVIDING ACADEMIC AND VOCATIONAL EDUCATION SERVICES FOR INCARCERATED OFFENDERS.			
<u>CONTINUE CURRENT PROGRAMS</u>			10
ADJUSTMENTS TO CURRENT YEAR ESTIMATED EXPENDITURES			1600000
ESTABLISHMENT OF CORRECTIONAL EDUCATION SCHOOL AUTHORITY ENTITY.....	331.00 12,972,751	331.00 13,006,417	1601000
PRICE LEVEL INCREASES			2300000
BUILDING RENTAL FOR PRIVATELY OWNED OFFICE SPACE.....		1,286	2301900
PRICE INCREASES FOR CONTRACT EDUCATION SERVICES.....	1,114,730	1,114,730	2303000
EQUIPMENT NEEDS			2400000
REPLACEMENT EQUIPMENT.....	814,730	896,203	2401000
REPLACEMENT EQUIPMENT - MOTOR VEHICLES.....	86,859	73,544	2401500
WORKLOAD NON-STATE PLAN			3000000
PROVISION OF EDUCATION CORE CAPABILITY.....	30.00 670,862	30.00 668,182	3003200
CONTINUE CURRENT OTHER PERSONAL SERVICES ACTIVITIES			3100000
CONTINUE JANITORIAL CONTRACT.....	2,334	2,569	3100100
CONTINUE WORK STUDY PROGRAM.....	9,000	9,000	3101000

164

APPENDIX E

	AGENCY FINAL FY 87-88 POS AMOUNT	AGENCY FINAL FY 88-89 POS AMOUNT	CODES
APPRO BILL SECTION 01			
CORRECTIONS, DEPT OF			70000000
<u>CORR EDUCATION SCHOOL AUTH</u>			70270000
<u>CONTINUE CURRENT PROGRAMS</u>			10
IMPROVING STUDENT PERFORMANCE			4010000
TRAINING EQUIPMENT FOR VOCATIONAL			
PROGRAMS.....	316,920	312,453	4010100
EDUCATIONAL PROGRAMS RESPONDING			
TO THE NEEDS OF SOCIETY			4030000
COMPLETION OF STAFFING AT NEW AND			
EXISTING INSTITUTIONS.....	17.00 432,394	23.00 590,056	4030100
OFFENDER REHABILITATION -			
RECIDIVISM			4360000
OPENING OF HAMILTON C.I.....	11.00 274,163	11.00 278,937	4361600
OPENING OF ORANGE C.I.....	17.00 139,280	17.00 428,522	4361700
STAFFING FOR NEW BEDS-TENTS AND			
FACILITY RENOVATIONS.....	5.00 131,018	5.00 121,355	4361800
PHASE-IN OF NEW BEDS AT			
OKALOOSA C.I.....		5.00 128,787	4362400
OPENING OF MARTIN STOCKADE.....		1.00 21,788	4362500
OPENING OF FEMALE YOUTHFUL			
OFFENDER INSTITUTION.....		11.00 89,485	4362700
OPENING OF INSTITUTION "A".....		17.00 139,280	4362800
CORRECTIONAL EDUCATION SCHOOL			
AUTHORITY CENTRAL STAFFING.....	16.00 534,164	16.00 516,841	7200000

	AGENCY FINAL FY 87-88 POS AMOUNT	AGENCY FINAL FY 88-89 POS AMOUNT	CODES
APPRO BILL SECTION 01			
CORRECTIONS, DEPT OF			70000000
CORR EDUCATION SCHOOL AUTH			70270000
CONTINUE CURRENT PROGRAMS			10
CORRECTIONAL EDUCATORS' SALARY EQUALIZATION.....	665,528	665,528	7300000
PROVISION OF STAFFING IN LIEU OF CONTRACTUAL EDUCATION SERVICES.....	106.00 2,525,396	106.00 2,781,142	7400000
PROVISION FOR SUBSTITUTE TEACHERS REQUIRED BY 242.68 F.S.....	208,620	208,620	7500000
EDUCATION PROGRAMS FOR COMMUNITY FACILITIES AND ROAD PRISONS.....	106,080	106,080	7700000
EDUCATION STAFF DEVELOPMENT.....	70,000	70,000	7800000
MAINTENANCE OF LAW LIBRARIES.....	67,066	67,066	8100000
STAFFING TO EXTEND AVAILABLE OPERATING HOURS OF LIBRARIES.....	25.00 527,142	25.00 527,804	8300000
NEW PROGRAMS			
IMPROVING STUDENT PERFORMANCE INTERACTIVE LEARNING.....	156,442	767,589	30 4010000 4010200
IMPROVED STUDENT RETENTION AND COMPLETION AND THE ATTAINMENT OF HIGH SCHOOL DIPLOMAS AND POST SECONDARY DEGREES AND CERTIFICATES STAFFING FOR STATUTORILY MANDATED INMATE PROGRAMS.....	37.00 966,298	53.00 1,446,058	4020000 4020100
PROVIDE FOR INDEPENDENT ATTENDANCE COUNTS AS REQUIRED BY 242.68 F.S.....	25,000	25,000	7600000
TRAVEL COSTS FOR BOARD OF CORRECTIONAL EDUCATION.....	32,650	32,650	7900000

	AGENCY FINAL FY 87-88 POS AMOUNT	AGENCY FINAL FY 88-89 POS AMOUNT	CODES
APPRO BILL SECTION 01			
CORRECTIONS, DEPT OF			70000000
CORR EDUCATION SCHOOL AUTH			70270000
NEW PROGRAMS			30
ATTENDANCE AND DATA MANAGEMENT			
AS REQUIRED BY 242.68 F.S.....	24.00	24.00	8200000
	419,008	405,032	
TOTAL: CORR EDUCATION SCHOOL AUTH			70270000
BY FUND TYPE			
GENERAL REVENUE FUND	22,234,904	24,461,914	1000
TRUST FUNDS	1,033,531	1,040,090	2000
TOTAL POSITIONS	619.00	675.00	
TOTAL DIVISION.....	23,268,435	25,502,004	

The following is an actual institutional breakdown of the education programs being offered as of December, 1987:

<u>INSTITUTION</u>		<u>EDUCATIONAL PROGRAMS</u>
Apalachee C. I.*	Academic:	GED, ABE, Language Arts, Math, Social Studies, Reading, Science
	Vocational:	Printing, Heavy Equipment Mechanics, Electric Motor & General Mechanics, Basic Welding, Basic Auto Mechanics, Basic Auto Body Repair & Refinishing, OJT Masonry, OJT Landscaping, Basic Cabinet Making Millwork & Furniture Making, OJT Painting, Basic Gas Engine Mechanics, OJT Cabinet Making
Avon Park C. I.	Academic:	Reading, Social Studies, Language Arts, Science, Math
	Vocational:	Basic Auto Mechanics, Consumer Electronic Repair, OJT Printing, Word Processing & Machine Trans., Basic Welding & Furniture Making, Residential Appliance & Refrigerator Repair, Residential Carpentry, Basic Gas Engine Mechanics
Baker C. I.	Academic:	Reading, Social Studies, Science, ABE Math, ABE English
	Vocational:	Basic Auto Mechanics, Residential Electric Wiring, Basic Cabinet Making, Residential Plumbing, Nursery Operations, Floriculture, Brick & Block Laying, General Drafting, Paint Manufacturing

Brevard C. I.*

Academic: GED, ABE, Reading, Math,
Language Arts

Vocational: Residential Carpentry,
Nursery Operations, Basic
A/C Refrigerator &
Heating Mechanics,
Residential Electric
Wiring, Consumer
Electronic Repair, Basic
Welding, Basic Auto
Mechanics, Brick & Block
Laying, Residential
Plumbing

Broward C. I.

Academic: GED, ABE

Vocational: Clerk Typing, Hotel &
Lodging, Ornamental
Horticulture, Clothing
Manufacturing

Cross City C. I.

Academic: ABE Reading, ABE Math
ABE Language

Vocational: Basic Auto Body Repair &
Refinishing, Basic A/C
Refrigerator & Heating
Mechanics, Consumer
Electronic Wiring, Basic
Cabinet Making, Nursery
Operations, Residential
Plumbing, Residential
Electric Wiring,
Basic Auto Mechanics,
Commercial Art
(Silkscreening)

Dade C. I.

Academic: GED, Reading, Math, English

Vocational: Basic Auto Body Repair,
Commercial Foods, Basic
Auto Mechanics,
Floriculture, Basic Gas
Engine Mechanics, Consumer
Electronic Repair, Basic
Upholstery, Basic Cabinet
Making

DeSoto C. I.*	Academic:	ABE, Reading, Math, Language Arts
	Vocational:	Basic Welding, Basic Auto Mechanics, Basic Gas Engine Mechanics, Ornamental Horticulture
Florida C. I.*	Academic:	Basic Education, Language Arts, Math, Social Studies, Business English
	Vocational:	Ornamental Horticulture, Business Data Entry Equipment Operations, Printing, Basic Gas Engine Mechanics, Clothing Production & Service, Power Sewing Machine Operations, Cosmetology, Painting & Decorating, Nursing Assistant, Cosmetology
Florida State Prison	Academic:	GED, GED Prep
	Vocational:	Consumer Electronic Repair, Brick & Block Laying, Residential Plumbing
Glades C. I.	Academic:	GED Prep, ABE, ESL
	Vocational:	Nursery Operations, Brick & Block Laying, Residential Electric Wiring
Hendry C. I.	Academic:	GED, ABE, ESL
	Vocational:	Ornamental Horticulture, Residential Electric Wiring
Hillsborough C. I.*	Academic:	GED, ABE, Learning Lab
	Vocational:	Basic Gas Engine Mechanics, Residential Electric Wiring, Commercial Foods

Indian River C. I.*	Academic:	GED, ABE, Basic Skills
	Vocational:	Basic Auto Mechanics, Basic Gas Engine Mechanics, Ornamental Horticulture
Lake C. I.	Academic:	GED, Reading, Math, Language Arts
	Vocational:	Ornamental Horticulture, Basic Gas Engine Mechanics, Building Maintenance, Water & Waste Treatment
Lancaster C. I.*	Academic:	GED, ABE, Reading, Math
	Vocational:	Basic Auto Mechanics, Basic Cabinet Making, Printing, Basic Gas Engine Mechanics, Nursery Occupations, Commercial Foods
Lantana C. I.	Academic:	GED Prep, ABE,
	Vocational:	Clerk Typist, Brick & Block Laying
Lawtey C. I.	Academic:	GED, ABE
	Vocational:	Basic Upholstery, Residential Appliance & Refrigerator Repair, Consumer Electronic Repair, Ornamental Horticulture, Basic A/C Refrigerator & Heating Mechanics, Brick & Block Laying, Commercial Vehicle Driving, Basic Cabinet Making

Marion C. I.	Academic:	GED, ABE
	Vocational:	Building Maintenance, Water & Waste Treatment, Residential Electric Wiring, Basic Cabinet Making, Basic Gas Engine Mechanics, Nursery Operations, General Drafting, Special Programs, Painting & Decorating, Air Conditioning
Martin C. I.	Academic:	GED, ABE
	Vocational:	Masonry
Mayo C. I.	Academic:	GED, ABE
	Vocational:	None
New River C. I.	Academic:	GED
	Vocational:	None
Okaloosa C. I.	Academic:	GED, ABE
	Vocational:	None
Polk C. I.	Academic:	GED, ABE, Reading, Science, Social Studies, Language Arts
	Vocational:	A/C Refrigerator & Heating Repair, Sheet Metal Work, Cabinet Making, Basic Welding, Nursery Operation, Water & Waste Treatment, Basic Upholstery, Basic Auto Mechanics, Residential Plumbing
Putnam C. I.	Academic:	GED, ABE
	Vocational:	Brick & Block Laying
Reception & Medical Center	Academic:	GED, ABE
	Vocational:	None

River Junction C. I.	Academic:	GED, ABE
	Vocational:	Brick & Block Laying, Residential Plumbing, Basic A/C Refrigerator & Heating Mechanics, Basic Auto Mechanics
South Florida Reception Center	Academic:	GED, ABE
	Vocational:	None
Sumter C. I.*	Academic:	Math, Science & Health, Basic Skills, Social Studies, Language Arts, IMTS, Office Occupations
	Vocational:	Consumer Electronic Repair, Basic Welding, Basic Auto Mechanics, Brick & Block Laying, Printing, General Drafting, Basic A/C Refrigerator & Heating, Basic Cabinet Making, Residential Electric Wiring, OJT Masonry, Ornamental Horticulture
Tomoka C. I.	Academic:	GED, ABE
	Vocational:	Painting & Decorating, Basic Gas Engine Mechanics, Residential Wiring, Basic Auto Body Repair & Refinishing, Ornamental Horticulture, Brick & Block Laying

Union C. I.

Academic:

GED, ABE, GED English,
GED Science, Law Library,
GED Math

Vocational:

Printing, OJT Printing,
Basic Gas Engine
Mechanics, Basic A/C
Refrigerator & Heating,
Ornamental Horticulture,
Shoe Repair &
Leatherwork, Upholstery,
Basic Welding,
Residential Electric

Zephyrhills C. I.

Academic:

GED Math, GED Science,
GED English,
Basic Education

Vocational:

Printing, Clerk Typing,
Residential Carpentry,
Ornamental Horticulture

*Youthful Offender Institution

Florida House of Representatives

Jon Mills, Speaker

Committee on Corrections, Probation & Parole

Everett A. Kelly
Chairman

Elaine Bloom
Vice Chairman

S U R V E Y

BOARD OF CORRECTIONAL EDUCATION MEMBERS

September, 1987

Interim Oversight:

Board of Correctional Education and
Correctional Education School Authority

APPENDIX G

NAME AND TITLE OF PERSON PREPARING REPORT

DATE

DR. JOSE A. MARQUES, CHAIRMAN
BOARD OF CORRECTIONAL EDUCATION

DATE

COMPONENTS

- A. BOARD COMPOSITION
- B. STATUTORY DEADLINE MANDATES
- C. GENERAL STATUTORY COMPLIANCE
- D. VOCATIONAL EDUCATION
- E. LITERACY
- F. RECIDIVISM
- G. EVALUATION
- H. OTHER COMMENTS

The following questions are designed to help the committee gain insight into the operation and performances of BCE and CESA. If your question responses require additional space, feel free to include any necessary attachments.

A. BOARD COMPOSITION:

1. What is the attendance record of the specific voting and non-voting members?

<u>NAME</u>	<u>NO MEETING ATTENDED</u>	<u>NO MEETING MISSED</u>
Betty Castor		
Richard Dugger		
Ronald Froman		
Floyd Glisson*		
Beverly Helms		
Aquilina Howell		
Jose Marques		
Hugo Menendez*		
Paul Thompson		

* Ex-Officio Non-voting

2. What is the board's policy on required attendance at board meetings by all board members, and what are the conditions of continuing appointment?

3. Has the board encountered any apparent conflict of interest in the statutory creation of the voting and non-voting membership of the board? NO _____ YES _____

If yes, please explain problems and any recommended solutions.

4. Should the composition of the board (i.e. membership selection criteria) or the voting and non-voting status of the specific membership be changed? NO _____ YES _____

If yes, please provide reasons and any recommended solutions.

5. What, if any, ambiguities or weaknesses have become apparent in the correctional education of inmates, as created in Section 242.68, Florida Statutes, and what specific statute wording changes or additions would you recommend?

B. STATUTORY DEADLINE MANDATES:

For the questions below, please indicate the board's compliance with statutory deadlines. If the deadlines have not been met, please include the reasons for not meeting the deadlines, or for any delays in meeting future deadlines.

1. Pursuant to Section 242.68(1), Florida Statutes: Transfer of all educated-related property, expended balances of appropriations or allocations of other funds, programs, activities, and functions from the Department of Corrections (DOC) to the Board of Correctional Education (BCE).

Deadline Date: July 1, 1987

☐ Completed on schedule.
☐ Not completed on schedule.
☐ Expected completion date.

Please supply reasons for not completing on schedule.

2. Pursuant to Section 242.68(4)(d), Florida Statutes: Develop a procedure to evaluate the effectiveness of correctional education, to include criteria similar to those utilized by the Department of Education (DOE).

Deadline Date: January 1, 1988

☐ Completion expected on schedule.
☐ Completion not expected on schedule.
☐ Expected completion date.

Reasons for not expecting completion on schedule.

3. Pursuant to Section 242.68(4)(q): Identify at least one correctional institution to convert to a vocational-technical center, with DOE assisting in developing a comprehensive operational training plan. Vocational-technical programs are to complement PRIDE programs whenever possible (i.e., entry level marketable vocational skills for which there is a demonstrable demand in Florida.)

Deadline Date: March 1, 1988

☐ Completion expected on schedule.
☐ Completion not expected on schedule.
☐ Expected Completion Date.

Reasons for not expecting completion on schedule.

4. Pursuant to Section 242.68(4)(k), Florida Statutes: The Director of Correctional Education is required to develop a 5-year comprehensive plan with a 3-year phase-in.

Deadline Date: June 1, 1988

☐ Completion expected on schedule.
☐ Completion not expected on schedule.
☐ Expected completion date.

Reasons for not expecting completion on schedule.

C. GENERAL STATUTORY COMPLIANCE:

For the questions below, please indicate the appropriate response. If a YES response is indicated, please include any recommended changes.

1. Pursuant to Section 242.68(2)(h)1., Florida Statutes, BCE's rules shall not conflict with DOC rules related to security, or DOE rules specified in the Florida School Code.

a. Has any difficulty manifested itself or is any difficulty anticipated in maximizing (quantitatively and qualitatively) educational opportunities as a result of DOC rules related to security?

DO NOT KNOW _____ NO _____ YES _____

If yes, please explain.

b. Is there any ambiguity or conflict in the references "...shall not conflict with...Department of Education rules specified in the Florida School Code"?

DO NOT KNOW _____ NO _____ YES _____

If yes, please explain.

2. Pursuant to Section 242.68(2)(h)5., Florida Statutes, BCE is required to survey existing educational facilities at correctional institutions to determine the cost of renovation and remodeling.

Has this been accomplished? NO _____ YES _____

If no, please indicate expected date of completion.

If yes, please provide the House Committee on Corrections, Probation and Parole with a copy of the results, priority order for action, rationale, schedule, and costs.

3. Pursuant to Section 242.68(2)(h)6., Florida Statutes, BCE, in cooperation with the Department of Education (DOE), shall monitor and assess all inmate education program services.

_____ Completed
_____ Not completed
_____ Expected completion date

4. Pursuant to Section 242.68(2)(h)8., Florida Statutes, BCE is required to adopt rules governing the compensation and salary of teachers and other education personnel under annual or term contracts.

_____ Completed.
_____ Not completed.
_____ Expected completion date.

5. Pursuant to Section 242.68(4)(k) and (s), Florida Statutes, BCE is required to work with PRIDE to develop training programs, interface academic education and vocational training with participation in PRIDE, and ensure that vocational training programs complement PRIDE wherever possible.

a. Has BCE worked with PRIDE to develop training programs?

NO _____ YES _____

If NO, please explain why not.

b. Has BCE worked with Pride to interface academic education and vocational training?

NO _____ YES _____

If NO, please explain why not.

c. Do the vocational training programs complement PRIDE?

NO _____ YES _____

If NO, please explain why not.

D. VOCATIONAL EDUCATION:

1. What specific criteria is used to select vocational training programs?

2. What specific criteria is used to continue such programs?

3. How is Florida's labor market demand verified prior to selecting and funding programs?

4. What criteria have been established to determine priorities for the establishment and continuation of vocational training programs for industries and for jobs within industries which are significantly related to Florida's labor market demand?

5. What criteria have been established for the funding of vocational training programs related to prison operation jobs and prison industry jobs, in relation to?

a. Jobs directly and significantly related to Florida's labor market demand.

b. Jobs not directly and significantly related to Florida's labor market demand.

E. LITERACY:

1. Have the specific individuals requiring basic literacy (i.e., 0-4) and functional literacy (i.e., 4-8) been identified in each prison? NO _____ YES _____

2. List by prison, the number and percentage of those requiring basic or functional literacy and the total of both.

<u>PRISON</u>	<u>BASIC</u> <u>No., %</u>	<u>FUNCTIONAL</u> <u>No., %</u>	<u>TOTAL OF</u> <u>BOTH</u>
---------------	-------------------------------	------------------------------------	--------------------------------

3. Of those requiring basic or functional literacy, but not enrolled in literacy education, indicate their location assignment (i.e., PRIDE, Work detail, etc...)

<u>PRISON</u>	<u>ASSIGNMENT</u>	<u>NO. REQUIRING</u> <u>BASIC</u> <u>LITERACY</u>	<u>NO. REQUIRING</u> <u>FUNCTIONAL</u> <u>LITERACY</u>
---------------	-------------------	---	--

4. What policies have been developed to ensure that all inmates requiring basic or functional literacy are positively and actively recruited to participate in literacy education at least part-time?

5. What mechanisms are in place to monitor the progress of literacy education for each inmate who requires such education?

F. RECIDIVISM:

1. Does BCE feel responsibility in contributing to the reduction of recidivism? NO _____ YES _____

If NO, please continue with section.

If YES, please answer the questions 2 and 3.

2. Is a system now in place to identify any apparent relationships between the reduction of recidivism and the following elements, and what relationship has been identified and acted upon?

<u>ELEMENTS</u>	<u>NO</u>	<u>YES</u>
a. Functional literacy	_____	_____
b. Equivalent of a public high school education	_____	_____
c. Entry level marketable vocational skills "for which there is demonstrable demand" in Florida	_____	_____
d. Prison industry work experience	_____	_____
e. Combinations of any of the above	_____	_____

3. If the recidivism monitoring system described is not available, does BCE plan to implement one? NO _____ YES _____

If YES, expected implementation date.

G. EVALUATION:

Section 242.68, Florida Statutes, contains numerous references to the responsibility between BCE and DOE. Please answer the following questions, as they relate to the above:

1. Have the standards to be applied to correctional education and the evaluation procedures been developed? NO _____ YES _____

If NO, when is the expected date of completion, and when will the standards be ready for application?

If YES, please provide the House Committee on Corrections, Probation & Parole with a copy of the standards and procedures.

2. Have the board and Commissioner of Education identified the current goal achievement of all correctional education programs as a basis for determining the quantitative and qualitative status of these programs at the point of transition, and as a basis for measuring the board's accomplishments in the future?

NO _____ YES _____

If NO, when is the expected date of completion, and when will the standards be ready for application?

If YES, please provide the House Committee on Corrections, Probation & Parole with a copy of the identified goal achievements.

3. Does the board plan to interface with the Department of Labor and Employment Services to integrate ex-offender job placement results into the overall evaluation of the effectiveness of the correctional education program? NO _____ YES _____

H. GENERAL:

1. How has the board determined, or how does it plan to determine the maximum extent to which inmates are eligible for, require, and can be enrolled in correctional education programs given such variables as the following?

- a. Current level of education, probable duration of incarceration and amount of education possible during that period of incarceration.
- b. Inmate motivation and the degree to which positive and/or negative incentives can be provided.
- c. Inmate non-educational activities (i.e., medical, dental, legal, general administrative, etc...).
- d. Institutional self-maintenance.
- e. Moving of inmates among institutions.
- f. Other demands for inmates (i.e., prison industries, other educational goals).

2. In accordance with objectives in Section 242.68, Florida Statutes, including a 5-year comprehensive plan and 3-year phase-in, have board staffing requirements been evaluated with specific reference to each of the following?

	<u>NO</u>	<u>YES</u>
a. Competencies required	_____	_____
b. Levels of positions	_____	_____
c. Number of positions at each level	_____	_____
d. Scheduled phase-in of positions	_____	_____
e. Costs	_____	_____
f. Comparability studies of staff levels, numbers and salaries with agencies/boards with the same or similar levels of board responsibility	_____	_____
g. Justifications	_____	_____
h. Specific consequences of not meeting staffing requirements including impact upon specific statutory objectives and time-lines	_____	_____
i. Alternatives for meeting or modifying objectives and timeline if staffing requirements are not met	_____	_____

3. Since the board has overall responsibility for coordinating and monitoring correctional education for all inmates, does the board intend to establish procedures for the following?

	<u>NO</u>	<u>YES</u>
a. Priorities for the assignment of inmates to:		
1.) Literacy education	_____	_____
2.) High school level education	_____	_____
3.) Prison industry	_____	_____
b. Participating in the decision-making related to:		
1.) The termination of existing industries	_____	_____
2.) The selection and location of new industries	_____	_____
3.) The establishment of criteria for selection of inmates for prison industries	_____	_____
4.) The selection and evaluation of any persons assigned to vocational training responsibilities	_____	_____
5.) The approval of vocational training programs.	_____	_____

G. ADDITIONAL COMMENTS:



FLORIDA DEPARTMENT OF EDUCATION

Betty Castor

Commissioner of Education

January 6, 1988

References: 708-21670-87801
708-21660-86801
708-21650-85801
708-21640-84801
708-21630-83801

Mr. Richard Dugger, Secretary
Department of Corrections
1311 Winewood Boulevard
Tallahassee, Florida 32301

Dear Mr. Dugger:

Attached is our final report reflecting the commendations, findings, recommendations and corrective actions of the review of the programs funded under ECIA, Chapter 1, in the Department of Corrections as listed above. The underlined information of this final report indicates additions to the preliminary report.

The Program Compliance Section has reviewed your October 23, 1987 response and has revised the findings and corrective actions in the following components:

COMPONENT III: SUPPLEMENT, NOT SUPPLANT

Finding 1, Finding and Corrective Action 2, Finding and Corrective Action 3, Finding 6 and Finding 10

COMPONENT IV: PROGRAM SIZE, SCOPE AND QUALITY

Finding and Corrective Action

COMPONENT III: PROPERTY

Corrective Action 4, Corrective Action 7 and Finding 11

You have thirty (30) calendar days to submit a response indicating corrective actions taken. Corrective actions requiring a reimbursement of funds have been identified with an asterisk. Responses to these corrective actions shall be documented by submitting an original and two copies of a separate FA-399 (project budget summary and expenditure report) directly to the Program Compliance Section.

If you have questions relative to the clarification of the findings, recommendations and corrective actions in the report, please contact Mr. William Pittman, Jr., Administrator, Program Compliance. Mr. Pittman can be reached at (904) 487-3529. Your acknowledgement of the receipt of the report as well as your response related to recommendations and corrective actions should be forwarded to Mr. Pittman.

APPENDIX H

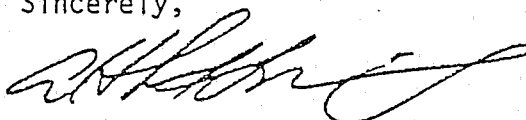
Mr. Richard Dugger

Page 2

January 6, 1988

On behalf of the team, I would like to express our appreciation to you and your staff for the cooperative spirit and supportive assistance provided during our visits June 22-26, 1987. It is our hope that continued cooperation between this bureau and the Department of Corrections will result in improved services to the eligible, educationally deprived youth in Florida's correctional institutions.

Sincerely,



Altha F. Manning, Chief
Bureau of Compensatory Education

wpk

Enclosure

cc: Mr. William Pittman, Jr.
Dr. Ulysses G. Horne
Mr. Louis Marsh
Dr. Benjamin H. Groomes
Mr. Robert Crawford ✓
Mr. Phillip Rountree
Mr. Wendell Kilpatrick
Mrs. Marjorie Murray
Mr. Claud Leiby
Ms. Gwendolyn Jackson

A FINAL REPORT
TO
THE FLORIDA DEPARTMENT OF CORRECTIONS
OF THE
REVIEW OF FISCAL YEARS 1981-87 ESEA CHAPTER 1 PROJECT
JUNE 22-26, 1987
CONDUCTED BY FLORIDA DEPARTMENT OF EDUCATION TEAM MEMBERS

Dr. James A. Scruggs
Donna Foster
Maxwell Howard
Wendell Ridlehoover
Anne W. Williams
Juliette F. Williams

INTRODUCTION

This is a report of the findings of the program funded under ESEA, Chapter 1, as implemented at the correctional institutions mentioned below. The program review was conducted by members of the Department of Education, Division of Public Schools during the week of June 22-26, 1987. The Chapter 1 project was reviewed for consistency with the approved project application and for compliance with Public Laws 89-318 and 95-561, appropriate Federal Regulations and the Florida Statutes. The review team acquired the information in this report by reviewing the project application, written correspondence by the Department of Corrections personnel, and interviews with personnel, at both the agency and facility levels.

All approved components were monitored and all persons currently employed in the Chapter 1 program were interviewed.

CORRECTIONAL FACILITIES VISITED

Apalachee Correctional Institution
Brevard Correctional Institution
DeSoto Correctional Institution
Florida Correctional Institution
Hillsborough Correctional Institution
Indian River Correctional Institution
Lancaster Correctional Institution
Sumter Correctional Institution

Department of Corrections
Chapter 1 Basic Project
#708-21670-87801

The Department of Corrections is commended for meeting all the statutory and regulatory requirements in the following component:

II. NEEDS ASSESSMENT

COMMENDATIONS

The Department of Corrections has an outstanding organization and implementation process for the Chapter 1 Basic Project.

1. The Department of Corrections' Educational Program has an exceptional computer laboratory being used for student instruction.
2. The Department of Corrections has an outstanding instructional staff who performs exceptional work under unique conditions.
3. The Department of Corrections has an outstanding record for providing instruction which causes a significant number of students to pass the GED.

COMPONENT I: ANNUAL SURVEY DATA

Findings

1. At the following institutions, the monitors were unable to validate the average daily attendance as submitted by the Department of Corrections on Form ESE 019:

Apalachee Correctional Institution
Brevard Correctional Institution
DeSoto Correctional Institution
Florida Correctional Institution
Indian River Correctional Institution
Lancaster Correctional Institution
Sumter Correctional Institution

Corrective Action

The Department of Corrections shall develop a uniform procedure for determining the correct ADA in all institutions.

2. At DeSoto Correctional Institution, records necessary to determine ADA could not be located.

Corrective Action

The Department of Corrections shall develop and implement a procedure for retaining vital records consistent with the requirements in the Federal Regulations dated April 30, 1985, Section 204.10.

COMPONENT III: SUPPLEMENT, NOT SUPPLANT

Findings

1. At Lancaster Correctional Institution, two Chapter 1 paid teachers, Mr. James Schofield and Mr. Joe Mahoney, and a Chapter 1 paid educational counselor, Ms. Kim Dixon, spent a portion of a day substituting for general revenue teacher, Mr. Mims, beginning latter February 1987 and ending May 17, 1987. This information was obtained from the Chapter 1 teachers in an interview during the onsite review. The teachers stated that Mr. Mims retired after a lengthy illness which began in February, 1987, necessitating the use of a substitute in his classroom. The practice of using Chapter 1 teachers to substitute for general revenue teachers is a nonallowable Chapter 1 responsibility; therefore, the finding remains as stated.

*Corrective Action

The Department of Corrections shall discontinue to use Chapter 1 paid personnel to substitute for general revenue personnel and shall reimburse the Chapter 1 budget for the salary, fringe benefits, and indirect cost that would have been paid to Mr. Mims during the time of his absence.

2. At Lancaster Correctional Institution, two Chapter 1 paid teachers, Mr. Schofield and Mr. Mahoney, substituted in the library for one-half day each, three times during the past six weeks.

*Corrective Action

The Department of Corrections shall discontinue using Chapter 1 personnel to substitute for non-Chapter 1 personnel. The Department of Corrections shall reimburse the Chapter 1 program for the salary and fringe benefits of the personnel who substituted in the library "for a total of three days."

3. At Lancaster Correctional Institution, two Chapter 1 paid teachers and one Chapter 1 paid educational counselor substituted for 1/3 day each for one week for Ms. Helen Jones, a non-Chapter 1 teacher. General revenue teacher Helen Jones verified that she was on vacation June 8-11, 1987. The Chapter 1 teachers stated during the interviews that they "took turns" substituting for Ms. Jones while she was on vacation.

*Corrective Action

The Department of Corrections shall discontinue using Chapter 1 personnel to substitute for non-Chapter 1 personnel. The Department of Corrections shall reimburse the Chapter 1 program for the salary and fringe benefits of the personnel who substituted for the general revenue teacher.

4. At the following institutions the TABE is given to Chapter 1 students on a quarterly basis with Chapter 1 funds while institutional personnel administered the same test with general revenue funds to non-Chapter 1 students. Department of Corrections policy requires that the TABE be given to all students. This is an unallowable cost.

- Apalachee Correctional Institution
- Sumter Correctional Institution
- Hillsborough Correctional Institution

Florida Correctional Institution
DeSoto Correctional Institution
Lancaster Correctional Institution
Indian River Correctional Institution
Brevard Correctional Institution

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 funds are spent in a supplemental manner. The Department of Corrections shall reimburse the Chapter 1 program for the use of Chapter 1 material for non-Chapter 1 purposes.

5. At Brevard Correctional Institution there was a lack of coordination between the teacher in the general education program and the Chapter 1 lab teacher which was necessary in order to provide remedial or supplemental instruction for the Chapter 1 student.

Corrective Action

The Department of Corrections shall ensure that appropriate coordination between the teachers in the general education program and the teachers in the Chapter 1 program occurs in a frequent and consistent manner.

6. At DeSoto Correctional Institution, Chapter 1 students received all mathematics instruction from the Chapter 1 teacher. William Pihlcrantz, Chapter 1 teacher, stated that following the roll call at the beginning of each class period, all Chapter 1 students were assigned to him for the entire math period, and therefore, received all math instruction from the Chapter 1 teacher, while the general revenue teacher provided math instruction for the non-Chapter 1 students. The institution may submit additional documentation to support its position that Mr. Krimmell, the general revenue teacher, did provide general revenue instruction for Chapter 1 math students.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 services are supplemental to the general education services. The Department of Corrections shall reimburse the Chapter 1 project for the teacher's salary, materials and supplies used to teach mathematics.

7. At DeSoto Correctional Institution, two Chapter 1 paid teachers, Pihlcrantz and Freeman, substituted for a regular classroom teacher from 8:00 a.m. until 4:30 p.m. between the dates of June 23-27, 1987.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 paid personnel perform only Chapter 1 responsibilities. In addition, the Department of Corrections shall reimburse the Chapter 1 project for the salary, fringe benefits, and indirect cost for the time the two Chapter 1 paid teachers spent substituting for regular classroom teachers.

8. At DeSoto Correctional Institution, Chapter 1 classes have not received Chapter 1 services since May 1987 due to the fact that no substitute has been employed to replace the regular classroom teacher Ronald Raymond.

Corrective Action

The Department of Corrections shall ensure that Chapter 1 services are provided for eligible Chapter 1 students.

9. At DeSoto Correctional Institution, Joanne Brown, a Chapter 1 paid aide, performs testing responsibilities for the entire school population in the educational program. This has occurred for the 85-86 and 86-87 school years.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 personnel perform Chapter 1 duties only. In addition, the Department of Corrections shall reimburse the Chapter 1 project for the salary, fringe benefits and indirect cost of Ms. Brown for the 85-86 and 86-87 school years.

10. At DeSoto Correctional Institution, Shenna Shine, a Chapter 1 paid aide, has operated the educational control desk at the entrance to the educational compound since the beginning of her employment as a Chapter 1 language arts aide on September 5, 1986. The monitor was told that this practice had been in effect for a total of five years utilizing the services of Ms. Shine and her predecessor.

*Corrective Action

The Department of Corrections shall discontinue the use of Chapter 1 paid personnel to perform non-Chapter 1 duties. In addition, the Department of Corrections shall reimburse the Chapter 1 project for the salary, fringe benefits, and indirect cost of Ms. Shine for the school years of 82-83, 83-84, 84-85, 85-86, and 86-87.

11. At DeSoto Correctional Institution, Chapter 1 purchased furniture and equipment is used in the educational administration office and in the testing office.

*Corrective Action

The Department of Corrections shall discontinue the use of Chapter 1 purchased equipment and furniture for non-Chapter 1 purposes. In addition, the Department of Corrections shall pay a user's fee to the Chapter 1 budget for using Chapter 1 equipment for non-Chapter 1 purposes.

COMPONENT IV: PROGRAM SIZE, SCOPE AND QUALITY

Finding

At all institutions listed, there was no evidence of notification of parents, guardian, or last identified adult who had custody or supervision of the student for the purpose of holding an annual meeting, as required by Federal Regulations, Section 204.21.

Corrective Action

The agency shall ensure that parents, guardians, or the last identified adult who had custody or supervision of the student, be notified of the agency's intention to convene an annual public meeting for the purpose of discussing programs and

activities provided by Chapter 1. (See Comments: Federal Regulations, Section 204.21, dated Monday, May 19, 1986)

COMPONENT VII: FISCAL REQUIREMENTS

Finding

At DeSoto Correctional Institution, purchase orders indicate that Chapter 1 funds have been used to purchase all teaching materials for the current school year (ex., 350 boxes of file folders and 170 boxes of thermal masters). This is an unallowable cost.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 funds are used to purchase Chapter 1 materials and supplies only and shall limit the purchase of such supplies to what is necessary to conduct the Chapter 1 program. The Department of Corrections shall reimburse the Chapter 1 program for all materials used for non-Chapter 1 purposes.

COMPONENT VIII: PROPERTY

Findings

1. At Lancaster Correctional Institution, a "SCAN-TRON" machine, a Chapter 1 purchased machine used for scoring tests, specifically the TABE, is used for non-Chapter 1 purposes.

*Corrective Action

The Department of Corrections shall discontinue using Chapter 1 equipment for non-Chapter 1 purposes. The Department of Corrections shall also pay a user's fee for the portion of the time the "SCAN-TRON" machine was used for non-Chapter 1 purposes.

2. At Lancaster Correctional Institution and DeSoto Correctional Institution, excessive Chapter 1 funds have been spent for office furniture.

Corrective Action

The Department of Corrections shall ensure that Chapter 1 funds expended for furniture shall be necessary for program implementation.

3. At DeSoto Correctional Institution, Chapter 1 purchased furniture and equipment are being used in the general office area. (See attached list.)

*Corrective Action

The Department of Corrections shall ensure that furniture and equipment are utilized for Chapter 1 purposes only. In addition, the Department of Corrections shall pay a user's fee for the furniture and equipment used for non-Chapter 1 purposes and return the equipment to the Chapter 1 program or purchase the equipment with state funds.

4. At Brevard Correctional Institution, a physical inventory for FY 86 had not been conducted.

Corrective Action

The Department of Corrections shall submit documentation to verify that an annual physical inventory of Chapter 1 equipment has been conducted.

5. At Brevard Correctional Institution, a Chapter 1 purchased Savin V-35 copier, #770103612, was located in the general education office and was being used for general purposes.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 purchased equipment is used for Chapter 1 purposes only. In addition, the Department of Corrections shall pay a user's fee for the use of the Savin V-35 copier for non-Chapter 1 purposes.

6. At Indian River Correctional Institution, the Chapter 1 computers are used by non-Chapter 1 students for one hour per day.

*Corrective Action

The Department of Corrections shall ensure that Chapter 1 purchased equipment is used for Chapter 1 purposes only. In addition, the Department of Corrections shall reimburse the Chapter 1 project for the time the equipment was used for general purposes.

7. At Apalachee Correctional Institution, there is no official inventory identifying Chapter 1 purchased equipment.

Corrective Action

The Department of Corrections shall submit documentation to verify that an annual physical inventory of Chapter 1 purchased equipment is maintained as stipulated by federal and state statutes. The Department of Corrections shall submit a copy of the inventory to the Program Compliance Section.

8. At Apalachee Correctional Institution, several pieces of Chapter 1 equipment were stored in an inmate dormitory.

Corrective Action

The Department of Corrections shall ensure that all Chapter 1 purchased equipment is utilized in the Chapter 1 program or disposed of consistent with provisions outlined in Education Division General Administrative Regulations (EDGAR).

9. At Hillsborough Correctional Institution, two IBM computers were stored in the teachers' lounge due to the lack of space for the utilization of the equipment.

Computer #1: IBM Disc Drive Serial #19257105150
 Monitor Serial #1132573

Computer #2: IBM Disc Drive Serial #19309695150
 Monitor Serial #1132580

Corrective Action

The Department of Corrections shall utilize Chapter 1 equipment in Chapter 1 programs by locating the equipment in space appropriate for the instruction of Chapter 1 students.

10. At Apalachee Correctional Institution, no Chapter 1 property inventory had been conducted since 1983. Further, the Chapter 1 property on the 1983 inventory was not uniquely identified.

Corrective Action

The Department of Corrections shall conduct an official inventory of Chapter 1 property as required by rules of the Auditor General.

11. At Lancaster Correctional Institution, the Chapter 1 counselor stated in an interview that new furniture was purchased in 1987 to replace furniture purchased in 1980, which was transferred to the general revenue inventory. The procedures followed were not consistent with the requirements of Education Department General Administrative Regulations (EDGAR).

Corrective Action

The Department of Corrections shall maintain a property inventory for all Chapter 1 property and equipment as long as the property/equipment is usable. All Chapter 1 equipment which is no longer usable in the Chapter 1 program shall be disposed of in accordance with Education Division General Administrative Regulations (EDGAR), Section 74.137 and 74.139.

Chapter 1 Equipment Located in General Educational Office Suite (Administration)

3672	Copier	4/84	\$ 680.00
4152	Computer IBM	6/86	2,050.00
4116	Printer	6/86	349.50
4237	Conference Chair	5/87	145.00
4238	"	5/87	145.00
4239	"	5/87	145.00
4240	"	5/87	145.00
4241	"	5/87	145.00
4242	"	5/87	145.00
4243	"	5/87	145.00
4244	"	5/87	145.00
4125	Paper shredder	6/86	349.50
4179	Trimming board/table	12/86	370.36
4206	Logipaint and draw	1/87	225.50
4208	Wheelwriter 6 typewriter	3/87	1,005.00
4218	Omni-Reader for computer	4/87	199.00
4219	Microfiche reader	4/87	144.00
4223	Telex stereo cassette	4/87	375.00
4251	Secretarial posture chair	5/87	135.00
4252	"	5/87	135.00
4279	"	6/87	135.00
4280	"	6/87	135.00
4281	"	6/87	135.00
4254	"	5/87	135.00
4276	Executive chair	6/87	237.00
4265	Storage cart	6/87	104.72
4264	Appliance dolly	6/87	201.40
4266	Automatic stapler	6/87	159.60
4267	Electric three-hole punch	6/87	199.96
4268	Tape sign maker	6/87	207.44
4270	Desk organizer	6/87	129.00

4271	Presentation easel	6/87	220.00
4064	Desk	5/86	210.00
4269	Desk organizer	6/87	129.00
3635	Scan-tron test scores	3/84	1,000.00



Florida House of Representatives

Jon Mills, Speaker

Committee on Corrections, Probation & Parole

Everett A. Kelly
Chairman

Elaine Bloom
Vice Chairman

S U R V E Y

CORRECTIONAL EDUCATION PROGRAM MANAGERS

October, 1987

Interim Oversight:

Board of Correctional Education and
Correctional Education School Authority

COMPONENTS

- I. ADMINISTRATION
- II. WORK ENVIRONMENT
- III. EQUIPMENT AND SUPPLIES
- IV. COUNSELING AND ASSESSMENT
- V. VOCATIONAL PROGRAMS
- VI. LIBRARY SERVICES
- VII. FISCAL
- VIII. PERSONNEL
- IX. GENERAL QUESTIONS
- X. ADDITIONAL COMMENTS

S U R V E Y

PROGRAM MANAGERS
(October, 1987)

Interim Oversight:

Board of Correctional Education
and
Correctional Education School Authority

DATE: _____

CORRECTIONAL INSTITUTION: _____

PROGRAM MANAGER: _____

YEARS EXPERIENCE IN CORRECTIONAL EDUCATION IN FLORIDA: _____

YEARS EXPERIENCE IN EDUCATION IN FLORIDA: _____

YEARS EXPERIENCE AS A PROGRAM MANAGER AT THIS INSTITUTIONS: _____

TOTAL YEARS EXPERIENCE IN CORRECTIONS IN ANY CATEGORY IN ANY
CORRECTIONAL SETTING, IN ANY OTHER STATE: _____

OTHER PROFESSIONAL EXPERIENCE: _____

I. ADMINISTRATION:

The following 14 items ask for your perception about the level of official communications you receive, and relationships between the various entities involved in correctional education. Simply circle the number you feel is most appropriate.

Please answer all questions:

1. Plans and direction of the Board of Correctional Education (BCE) regarding correctional education programing

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. The relationships between the BCE and Department of Corrections (DOC)

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Your accountability to BCE and to DOC (i.e., chain of command)

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Your administrative management skills (i.e., budgetary, contract negotiation, state and federal laws)

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

5. Your personal job status (current and projected)

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

6. Your specific job responsibilities under the Correctional Education School Authority (CESA)

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

7. The written statement of philosophy and policies for correctional education

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

8. The organizational chart for correctional education

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

9. Your institution's written statement of purposes and objectives

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

10. Inmate assignment in educational programs

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

11. Visits from central office education staff

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

12. Tasks required from teachers, outside normal teaching duties

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

13. Administrative aspects of contract education at your institution

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

14. Instructional services of contract education at your institution

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

II. WORK ENVIRONMENT:

The following 9 items ask for your perception about various features of your work environment. Simply circle the number you feel is most appropriate. When answering, consider to what extent a particular feature interferes with, or promotes your program efforts.

Please answer all questions:

1. Physical facilities for teaching

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

2. Physical facilities for studying

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

3. The speed at which inmates are admitted, transferred and discharged

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

4. Attitude of institutional management (i.e., Superintendent, Classification)

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

5. Attitude of Correctional Officers

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

6. Attitude of inmates (students)

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

7. Attitude/interference of inmates (non-students)

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

8. Attitude of teachers

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

9. Attitude of correctional education central office staff

1	2	3	4	5
Extremely	Poor	Average	Good	Excellent
Poor				

III. EQUIPMENT AND SUPPLIES:

The following 6 items ask for your perception about program equipment and supplies for your education programs. Simply circle the number you feel is most appropriate.

Please answer all questions:

1. Existing academic equipment

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. Existing vocational equipment

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Existing academic supplies

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Existing vocational supplies

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

5. Inventory control by educational central office

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

6. Educational central office response concerning equipment and supply request from your institution

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

IV. COUNSELING AND ASSESSMENT:

The following 7 items ask for your perception about the inmate assigning and assessment process for your educational program. Simply circle the number you feel is most appropriate.

1. Screening of inmates prior to assignment to educational programs

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. Screening criteria used prior to inmate assignment to educational programs

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Orientation program for new inmates assigned to educational programs

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Counseling programs for new inmates assigned to educational programs

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

5. Inmate access to educational counseling throughout educational programs.

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

6. Education file of inmates program and progress

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

7. Testing process used to determine inmate achievement level

1	2	3	4	5
Unsatisfactory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

V. VOCATIONAL PROGRAMS:

The following 5 items ask for your perception about the vocational programs at your institution. Simply circle the number you feel is most appropriate.

1. Skills taught in the vocational training courses and their adaptability to corresponding private industries

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. Provision for individualized instruction for inmates

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Program design so students can progress individually by mastering skills or passing objective tests

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Provisions for formal recognition of specific vocational accomplishments

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

5. Measures used to assess an inmate's overall progress at the completion of a vocational program

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

VI. LIBRARY SERVICES:

The following 9 items ask for your perception about the library services at your institution. Simply circle the number you feel is most appropriate.

1. Library budget funds

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. Library resources for recreational and educational purposes

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Library skills taught to inmates by correctional education

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Multi-media instructional equipment

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

5. Correctional education's plan for evaluating library effectiveness

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

6. Facility space, offerings, etc.

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

7. Law library

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

8. Librarian legal research knowledge

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

9. Law library clerk training

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

VII. FISCAL:

The following 4 items ask for your perception about the fiscal area of your educational program. Simply circle the number you feel is most appropriate.

1. Educational budget at your institution

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

2. Communication flow between you and central office regarding fiscal matters

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

3. Central office auditing and budget controls

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

4. Correctional education salaries, compared to Department of Education (DOE) salaries

1	2	3	4	5
Unsatis- factory	Marginally Satisfactory	Satisfactory	Excellent	Outstanding

VIII. PERSONNEL:

The following 7 items ask for your perception about your personnel requirements. Simply circle the response you feel is most appropriate.

Please answer all questions:

1. Academic teachers

1	2	3
Not Enough	Enough	Too Many

2. Vocational teachers

1	2	3
Not Enough	Enough	Too Many

3. Educational counselors

1	2	3
Not Enough	Enough	Too Many

4. Librarians

1	2	3
Not Enough	Enough	Too Many

5. Contract academic teachers

1	2	3
Not Enough	Enough	Too Many

6. Contract vocational teachers

1	2	3
Not Enough	Enough	Too Many

7. Clerical

1	2	3
Not Enough	Enough	Too Many

The following 3 items ask for your perception about the certification and turnover rate of educational personnel. Simply indicate the appropriate response.

Please answer all questions:

1. Are all academic teachers certified by the DOE?

_____ NO _____ YES

If not, how many are not? _____

Are those who are not certified currently working toward certification? _____ NO _____ YES

If not, how many are not? _____

2. Are all vocational teachers certified by DOE?

_____ NO _____ YES

If not, how many are not? _____

Are those who are not certified currently working toward certification? _____ NO _____ YES

If not, how many are not? _____

3. What is the annual turnover rate for the following staff (excluding promotions)?

Program Managers	_____ %
Teachers	_____ %
Librarians	_____ %
Counselors	_____ %
Vocational Training Supervisor	_____ %
Clerical	_____ %

General Information:

A. Inmate capacity of your education program: _____

B. Average number of students per class: _____

C. Educational level of students (in percentage):

1.) Illiterate _____ %

2.) Grade school level (grades 1 to 8) _____ %

3.) High school level (grades 9 to 12) _____ %

IX. GENERAL QUESTIONS:

The following are general questions relating to the overall subject of correctional education. Please answer each question as concisely, completely, and accurately as possible. Provision is made for personal observations and recommendations.

1. What do you perceive as the three major management strengths of correctional education, by having a separate Board of Correctional Education (BCE)?

2. What do you perceive as the three major management weaknesses of correctional education, by having a separate BCE? (Please indicate any reasons and recommended action for improvement)

3. What do you perceive as the three major strengths of contracting education services, versus a predominately general revenue administrative/instructional staff?

4. What do you perceive as the three major weaknesses of contracting education services, versus a predominately general revenue administrative/instructional staff? (Please indicate any reasons and recommended action for improvement)

5. What do you perceive as the three major strengths of the present CESA administrative/instructional staff?

6. What do you perceive as the three major weaknesses of the CESA administrative/instructional staff? (Please indicate any reasons and recommended action for improvement)

7. Are there any institutional assignments which tend to interfere or conflict with your primary responsibilities as a Program Manager?

NO YES
If YES, identify the specific assignments, the ways and extent to which they tend to interfere and conflict. (Please indicate any recommended action for improvement)

8. Is there any uncertainty or confusion concerning your accountability to the BCE and the Department of Corrections?

NO YES
If YES, state the areas of uncertainty or confusion concerning your accountability, the impact on your assignment as a Program Manager. (Please indicate any recommended action for improvement)

9. What specific criteria (in priority order) are you applying in identifying, recommending, and selecting educational programs at your institution?

10. What criteria (in priority order) are employed for deciding which inmates will be admitted to educational programs?

11. To what extent do other prison activities cause inmate absence or removal from educational program classes, what are the apparent causes. (Please indicate any recommended action for improvements)

12. What specific problems of contract education require attention at your institution? (Please indicate any recommended action for improvement)

13. What do you consider to be the three most serious and urgent problems/needs to be addressed in order to improve correctional education services?

X. ADDITIONAL COMMENTS:



Florida House of Representatives

Jon Mills, Speaker

Committee on Corrections, Probation & Parole

Everett A. Kelly
Chairman

Elaine Bloom
Vice Chairman

S U R V E Y

CORRECTIONAL EDUCATION INSTRUCTORS
November, 1987

Interim Oversight:
Board of Correctional Education and
Correctional Education School Authority

COMPONENTS

- A. INSTRUCTOR BACKGROUND
- B. WEAKNESSES AND STRENGTHS OF TEACHING UNDER VARIOUS ENTITIES
- C. INMATE PARTICIPATION AND ATTENDANCE
- D. ACTIONS TO PRODUCE QUALITY INSTRUCTION
- E. AUTHORITY AND ACCOUNTABILITY
- F. SELECTION OF VOCATIONAL TRAINING PROGRAMS
- G. SELECTION OF INMATES FOR PROGRAMS
- H. VOCATIONAL TRAINING PROGRAMS FOR INMATES ASSIGNED TO PRIDE
- I. TEACHER SALARIES AND BENEFITS
- J. OTHER COMMENTS

A. INSTRUCTOR BACKGROUND

1. Instructor's Name Institution
2. Age Sex M F
3. Have you ever been employed as a teacher by Florida's Department of Corrections? Yes No
 No. of Years
4. Currently employed to teach inmates by
 Board of Correctional Education
 Area vocational technical center
 Community College
 School District (K-12)
 Other, Specify
5. Years experience teaching in any category
6. Years experience teaching in correctional education
7. Are you a certified teacher in Florida? Yes No
If not certified, when do you expect to be?
8. Types of courses you have taught in the last five years in Florida's state prisons
- | | |
|---------------------------------------|--|
| <u> </u> Basic literacy (0-4) | <u> </u> Vocational Secondary |
| <u> </u> Functional literacy (5-8) | <u> </u> Vocational Postsecondary |
| <u> </u> GED Preparation | <u> </u> Other. Specify <u> </u> |
| <u> </u> College level courses | |

B. WEAKNESSES AND STRENGTHS OF TEACHING UNDER VARIOUS ENTITIES

1. If you have taught in the past as an employee of the Department of Corrections, answer the following:
 - a. Three significant strengths of teaching as an employee of the Department of Corrections:
 - b. Three significant weaknesses of teaching as an employee of the Department of Corrections:

2. If you have taught as an employee of the Board of Correctional Education (BCE), answer the following:

a. Three significant strengths of teaching as an employee of BCE.

b. Three significant weaknesses of teaching as an employee of BCE.

3. a. If you have taught as an employee of one of the following, check the appropriate employer and answer the following questions:

Employer _____ Area Vocational Center
 _____ Community College
 _____ School District (K-12)
 _____ Other. Specify _____

- b. As an employee of one of the above, list three significant strengths of teaching inmates in a correctional setting.

- c. As an employee of one of the above, list three significant weaknesses of teaching inmates in a correctional setting.

4. a. In which of the following arrangements do you believe that education for inmates can be provided with the highest degree of quality?

_____ Under the authority of the Department of Corrections

_____ Under the authority of the Board of Correctional Education with its own full-time teaching staff

_____ Under the authority of the Board of Correctional Education with exclusively contracted services from existing public/private delivery systems

_____ Under the authority of the Board of Correctional Education with a combination of a small full-time teaching staff and contracted services

_____ Under the authority of the Department of Education

_____ Other. Specify _____

- b. List three reasons as justification for your preference.

C. INMATE PARTICIPATION AND ATTENDANCE

Indicate your perception of the following based upon your personal experiences.

	Never	Seldom	25% of Time	50% of Time	75% of Time	Always
1. Inmate entry level for classes too low	_____	_____	_____	_____	_____	_____
2. Class quota primary basis for selection	_____	_____	_____	_____	_____	_____
3. Students not really interested	_____	_____	_____	_____	_____	_____
4. Students voluntarily drop out	_____	_____	_____	_____	_____	_____
5. Students disruptive	_____	_____	_____	_____	_____	_____
6. Students involuntarily absent due to other D.C. assignments	_____	_____	_____	_____	_____	_____
7. Students absent medical/dental	_____	_____	_____	_____	_____	_____
8. Reasons for absence unknown to instructor	_____	_____	_____	_____	_____	_____
9. Instructor absent	_____	_____	_____	_____	_____	_____
10. Instructor assigned to library	_____	_____	_____	_____	_____	_____
11. Class cancelled dropouts too high	_____	_____	_____	_____	_____	_____

D. ACTIONS TO PRODUCING QUALITY INSTRUCTION

1. Based upon your experiences, list three to five major actions you consider as essential to producing high quality and significant correctional education instruction.

E. AUTHORITY AND ACCOUNTABILITY

1. Are there any areas of authority or accountability which need to be clarified regarding the relationship between BCE and the Department of Corrections?

____ Yes ____ No

If yes, explain.

F. SELECTION OF VOCATIONAL TRAINING PROGRAMS

1. Indicate the degree to which vocational training programs are selected upon the basis of a combination of the following: inmate educational profile, time expected to remain in prison, inmate preferences, Florida's labor market demand.

Don't Know	Seldom	25% of Time	50% of Time	75% of Time	Always
_____	_____	_____	_____	_____	_____

2. Indicate the degree to which vocational training programs are selected upon the basis of institutional maintenance requirements (e.g. plumbing, small engine repair, carpentry, etc.)?

Don't Know	Seldom	25% of Time	50% of Time	75% of Time	Always
_____	_____	_____	_____	_____	_____

3. Identify any vocational programs you believe should be dropped or reviewed to determine the appropriateness of continuation and give reasons.

4. Identify any new vocational programs you believe should be added to the program or explored and give reasons.

H. VOCATIONAL TRAINING FOR INMATES ASSIGNED TO PRIDE

1. Have you been involved in training inmates for their assignments in PRIDE industries?

___ Yes ___ No

If yes, answer the following:

2. Did the inmates have the necessary prerequisites for the level of instruction?

___ Yes ___ No Other. Specify _____

3. Did they complete the necessary entry level performance objectives required in the industry?

___ Yes ___ No

4. Did you encounter any particular problems related to providing training for inmates assigned to PRIDE industries?

___ Yes ___ No

If yes, explain.

F. SELECTION OF INMATES FOR PROGRAMS

1. Indicate your understanding as to how inmates are selected for academic and vocational programs. Check the appropriate items.

a. ☐ Inmates have little or no choice and may be assigned to classes even though they are not interested.

b. ☐ Only inmates who express an interest are assigned to classes.

c. ☐ Inmates who lack the prerequisite academic/vocational are assigned to classes.

Never	Seldom	25% of Time	50% of Time	75% of Time	Always
-------	--------	----------------	----------------	----------------	--------

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

2. What do you perceive as the three major problems in selecting inmates for classes?

3. Should inmates who do not desire to be enrolled in an academic/vocational program be required to do so?

☐ Yes ☐ No Why?

4. Should inmates who require basic literacy (grades 1-4) be required to undergo such education?

____ Yes ____ No Why?

5. Approximately what is the completion rate of students enrolled in your classes?

Class Type	% Completion	Main Reason for Non-Completion
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

I. TEACHER SALARIES AND BENEFITS

1. Regarding your professional standing as a teacher, salary and benefits, under which entity would you prefer to be employed, and why? (Indicate by number your preferred choice with 1 as the most preferred.)

_____ Department of Corrections

_____ Board of Correctional Education full-time teaching staff

_____ Member of public/private delivery system (e.g. area vocational center, community colleges)

_____ Don't know

J. OTHER COMMENTS

S U R V E Y

BOARD OF CORRECTIONAL EDUCATION INMATE STUDENTS

December, 1987

Interim Oversight:

Board of Correctional Education and
Correctional Education School Authority

COMPONENTS

- A. INMATE BACKGROUND
- B. SELECTION OF EDUCATION AND VOCATIONAL TRAINING PROGRAMS
- C. INMATE PARTICIPATION AND ATTENDANCE
- D. INSTRUCTORS OF PROGRAMS
- E. EDUCATIONAL FACILITIES AND EQUIPMENT/SUPPLIES
- F. EVALUATION OF STUDENTS IN PROGRAMS

COMPONENTS

- A. INMATE BACKGROUND
- B. SELECTION OF EDUCATION AND VOCATIONAL TRAINING PROGRAMS
- C. INMATE PARTICIPATION AND ATTENDANCE
- D. INSTRUCTORS OF PROGRAMS
- E. EDUCATIONAL FACILITIES AND EQUIPMENT/SUPPLIES
- F. EVALUATION OF STUDENTS IN PROGRAMS

7. BEFORE entering these programs, did you believe that you had the basic skills in the areas listed below which were necessary background to enter the program and complete it successfully?

	YES	NO
a. English	_____	_____
b. Communications	_____	_____
c. Reading	_____	_____
d. Comprehension	_____	_____
e. Arithmetic	_____	_____
f. Study Methods	_____	_____
g. Other, specify _____		

8. Do you NOW believe that you had these basic essential skill to complete the program successfully?

	YES	NO
a. English	_____	_____
b. Communications	_____	_____
c. Reading	_____	_____
d. Comprehension	_____	_____
e. Arithmetic	_____	_____
f. Study Methods	_____	_____
g. Other, specify _____		

B. SELECTION OF EDUCATION AND VOCATIONAL TRAINING PROGRAMS

1. Which of the following best describes your enrollment in the program. (You may check more than one response).
 - a. ☐ Forced to enroll even though I was not interested.
 - b. ☐ Not really interested in this program, but it was the best they had to offer.
 - c. ☐ I enrolled to get out of doing something else.
 - d. ☐ I was told the program needed students and I had been assigned to it.
 - e. ☐ I voluntarily applied for this program because I was interested in it and I believed I could succeed in it.
 - f. ☐ I felt I really needed this program to improve my chances of getting a job when I left prison.
 - g. ☐ Other. Please explain. _____
2. Which of the following best describes the counseling you received before entering the program? (You may check more than one answer).
 - a. ☐ Received no counseling at all.
 - b. ☐ Was simply told I qualified to enter the program.
 - c. ☐ My background, strengths and weaknesses were discussed with me before a final decision was made.
 - d. ☐ The relationship of the program to getting a job after release from prison was discussed with me.
3. Do you believe that the procedure for selecting inmates for education and vocational training programs is fair?

☐ YES

☐ NO

If NO, give your reasons and your recommendations.

C. INMATE PARTICIPATION AND ATTENDANCE

1. Indicate your opinion of the following based upon your personal experiences.

	Never	Seldom	25% of Time	50% of Time	75% of Time	Always	Don' Know
a. Entry level for classes too low	_____	_____	_____	_____	_____	_____	_____
b. Class quota primary basis for selection	_____	_____	_____	_____	_____	_____	_____
c. Students not really interested	_____	_____	_____	_____	_____	_____	_____
d. Students voluntarily drop out	_____	_____	_____	_____	_____	_____	_____
e. Students disruptive	_____	_____	_____	_____	_____	_____	_____
f. Students involuntarily absent due to other D. C. assignments	_____	_____	_____	_____	_____	_____	_____
g. Students absent medical /dental	_____	_____	_____	_____	_____	_____	_____
h. Instructor absent	_____	_____	_____	_____	_____	_____	_____
i. Instructor assigned to library	_____	_____	_____	_____	_____	_____	_____
j. Class cancelled, dropouts too high	_____	_____	_____	_____	_____	_____	_____

2. What do you consider the most serious problems (if any) which keep you from attending classes?

D. INSTRUCTORS OF PROGRAMS

1. For the period of this prison sentence, identify the programs in which you were enrolled and who provided your instructions.

TITLE OF PROGRAM	DEPT. OF CORR.	COMMUN. COLLEGE	AREA VOC. CTR.	PUBLIC SCHOOL	OTHER (SPECIFY)	DON'T KNOW
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____

2. How would you evaluate the instructors you had with respect to the following:

a. DEPARTMENT OF CORRECTIONS

	Unsatis- factory	Poor	Satis- factory	Good	Out- standing
1. Knowledge of subject matter	_____	_____	_____	_____	_____
2. Prepared for classes	_____	_____	_____	_____	_____
3. Willingness to help students	_____	_____	_____	_____	_____
4. Attendance	_____	_____	_____	_____	_____
5. On time	_____	_____	_____	_____	_____

b. CONTRACT INSTRUCTOR

	Unsatisfactory	Poor	Satisfactory	Good	Outstanding
1. Knowledge of subject matter	_____	_____	_____	_____	_____
2. Prepared for classes	_____	_____	_____	_____	_____
3. Willingness to help students	_____	_____	_____	_____	_____
4. Attendance	_____	_____	_____	_____	_____
5. On time	_____	_____	_____	_____	_____

3. Are there any special weaknesses of instructors which need to be worked on?

_____ YES

_____ NO

If yes, indicate sources of instructor (Example: Department of Corrections, Contract), the weaknesses and what your recommend.

a. Source: _____

b. Weaknesses:

c. Recommendations:

E. EDUCATIONAL FACILITIES AND EQUIPMENT/SUPPLIES

1. How would you evaluate the following:

	Unsatis- factory	Poor	Satis- factory	Good	Out- standing
a. Adequacy of space	_____	_____	_____	_____	_____
b. Cleanliness of space	_____	_____	_____	_____	_____
c. Ventilation (heating/air- conditioning)	_____	_____	_____	_____	_____
d. Lighting	_____	_____	_____	_____	_____
e. Quantity of equipment	_____	_____	_____	_____	_____
f. Quality of equipment	_____	_____	_____	_____	_____
g. Maintenance of equipment	_____	_____	_____	_____	_____
h. Quantity of supplies	_____	_____	_____	_____	_____
i. Quality of supplies	_____	_____	_____	_____	_____

2. Please list any other comments you wish to make concerning facilities, equipment or supplies.

F. EVALUATION OF STUDENTS IN PROGRAMS

1. How would you evaluate the following:

	Unsatis- factory	Poor	Satis- factory	Good	Out- standing
a. Periodic testing of students	_____	_____	_____	_____	_____
b. Final exam- ination of students	_____	_____	_____	_____	_____
c. On-the-job training evaluation	_____	_____	_____	_____	_____
d. Personal progress by instructors	_____	_____	_____	_____	_____

2. Please list any other comments you wish to make concerning the evaluation of students.