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

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140962



# Roll Call

APRIL 1992

THE NEWSLETTER OF THE NATIONAL SHERIFFS' ASSOCIATION



## Turning Idle Inmates into Assets

MAR 18 1992

ACQUISITION



**How the National Institute of Justice and the National Sheriffs' Association  
Can Help Make Your Jails More Productive**

U.S. Department of Justice  
Office of Justice Programs  
National Institute of Justice

**Technology Assessment**  
*National Institute of Justice*  
September 1990  
A Technology Assessment Program

**DNA Profiling: For Positive Identification**

Introduction  
Taking fingerprints is the surest way to identify a criminal. Now, the technology of DNA profiling (or DNA fingerprinting) is being used to identify a criminal and to help solve cases of missing persons and to help identify a criminal who has been left at the crime scene.

Superior to traditional methods of identifying persons, DNA profiling uses the unique patterns of genetic material to identify a person. It is a highly accurate method of identifying a person, and it is a highly accurate method of identifying a person who has been left at the crime scene.

U.S. Department of Justice  
Office of Justice Programs  
National Institute of Justice

**National Institute of Justice**  
For people who need criminal justice information...  
NCJRS

**Jail Construction in California**  
By Roger Wilkins, Jr. and David A. Hirsch

This Bulletin focuses on the State of California's program to build construction of county jails. The program is a response to the problem of overcrowding in California's jails. The program is a response to the problem of overcrowding in California's jails. The program is a response to the problem of overcrowding in California's jails.

U.S. Department of Justice  
Office of Justice Programs  
National Institute of Justice

**NATIONAL INSTITUTE OF JUSTICE**  
Research in Action  
Charles E. Davis, Director  
November 1991

**DUF**  
Drug Use Forecasting  
Five Quarter 1991

**Highlights of Cocaine Use  
Male Booked Arrestees**

Portland 28%  
Denver 21%  
Los Angeles 11%  
Phoenix 10%  
San Francisco 9%  
San Jose 8%  
San Diego 7%  
San Antonio 6%  
Fort Worth 5%  
Dallas 4%  
Houston 3%  
Chicago 2%  
New York 1%  
Washington 1%  
San Jose 1%  
San Francisco 1%  
San Diego 1%  
San Antonio 1%  
Fort Worth 1%  
Dallas 1%  
Houston 1%  
Chicago 1%  
New York 1%  
Washington 1%

NIJ has many available resources

**T**his special edition of *Roll Call* has been made possible through a grant from the National Institute of Justice (NIJ) to NSA for a "jail industries initiative" and the many NIJ-sponsored research programs, publications, and services.

### About the National Institute of Justice

The National Institute of Justice is the research and development agency of the U.S. Department of Justice, estab-

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NIJ presents new concepts and materials to interested individuals at many national conferences and in several states.

lished to prevent and reduce crime and to improve the criminal justice system. Specific mandates established by Congress in the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988 direct the National Institute of Justice to:

- **Sponsor special projects and research and development programs** that will improve and strengthen the criminal justice system and reduce or prevent crime.

- **Conduct national demonstration projects** that employ innovative or promising approaches for improving criminal justice.

- **Develop new technologies** to fight crime and improve criminal justice.

- **Evaluate the effectiveness of criminal justice programs** and identify programs that promise to be successful if continued or repeated.

- **Recommend actions** that can be taken by Federal, State, and local governments as well as private organizations to improve criminal justice.

- **Carry out research on criminal behavior.**

- **Develop new methods of crime prevention** and reduction of crime and delinquency.

The National Institute of Justice has a long history of accomplishments including the following:

### Research

- Basic research on career criminals that led to development of special police and prosecutor units to deal with repeat offenders.

- Research that confirmed the link between drugs and crime.

### Science and Technology

- The research and development program that resulted in the creation of body armor that has meant the difference between life and death to hundreds of law enforcement officers.

- Pioneering scientific advances such as the research and development of DNA analysis to positively identify suspects and eliminate the innocent from suspicion.

### Evaluation Studies

- The evaluation of innovative justice programs to determine what works, including drug enforcement, community policing, community anti-drug

initiatives, prosecution of complex drug cases, drug testing throughout the criminal justice system, and user accountability programs.

### Training and Technical Assistance

- Creation of a corrections information-sharing system that enables State and local officials to exchange more efficient and cost-effective concepts and techniques for planning, financing, and constructing new prisons and jails.

- Operation of the world's largest criminal justice information clearinghouse, a resource used by State and local officials across the Nation and by criminal justice agencies in foreign countries.

In establishing its research agenda, the Institute is guided by the priorities of the Attorney General and current needs of the criminal justice community. NIJ actively solicits the views of criminal justice professionals to identify their most critical problems. During the past year, NIJ has conducted focus group meetings with officers of the National Sheriffs' Association as well as other justice agencies and the results are aiding NIJ's planning process.

### NIJ's Interest in Jail Industries

Since 1983, NIJ has taken an active role in researching, supporting, and promoting the development of private sector prison industries. NIJ was able to assist two New Hampshire counties establish the first federally-certified jail industry programs. In 1987, NIJ commissioned a concept paper exploring the potential for jail industry expansion and proposing a national strategy to promote and support jail industries.

### NIJ's Definition of Jail Industries

NIJ has taken a broad view of jail industries in an effort to include as many counties in the jail industries initiative and to encourage even more counties to participate. For the purposes of the initiative, a **jail industry:**

(continued on page 6)

# Defining and Classifying Jail Industries

Based on NIJ's extensive research into jail inmate work and industry programs, a continuum has been developed that identifies the wide range of programs that may fall under the "industry" definition. Five points on that continuum are defined below:

**Community Projects:** Work that is provided as a public service to government and non-profit agencies, by offenders *who would otherwise simply be housed in the jail*. A good example of this is the Weekend OUI program operated by Kennebec County, Maine, in which inmates provide general cleaning and repair work in the community to have their sentences reduced one day for each 16 hours of work performed.

**Public Works:** Work provided to governmental agencies, *by inmates who are confined in the jail or in*

*residential settings*. This usually involves work crews who leave the facility during the day to work for governmental projects (such as Shelby County, Ohio, curbside recycling program). It may also involve work done *inside* the jail, for public agencies.

**Institutional Support Services:** Work provided by jail inmates, either inside the facility or on the grounds, to avoid or reduce costs for the jail operation. This includes inmate labor for food service, facility sanitation, grounds work, and other such roles that are often assigned to lower security inmates.

**"Traditional" Correctional Industry:** The production of products (and sometimes services) for use by governmental agencies by inmates who are confined. Examples include

Santa Clara County, California, where inmates produce metal furniture for corrections facilities, and Hampden County, Massachusetts, where inmates manufacture and assemble secretarial chairs for sale to local and State government.

**Private Sector Jail Industry:** Employing inmates—usually at prevailing wages—to serve private customers. Examples include programs in Belknap County, New Hampshire (crutch assembly), Strafford County, New Hampshire (electronics), and Hennepin County, Minnesota (assembling kits, fabricating and packaging dog chains, and other "job shop" tasks).

Generally, as counties move along this continuum, inmate labor is increasingly implemented *inside* the facility.

# NIJ DIRECTOR'S MESSAGE

**Editor's Note:** Mr. DeWitt is the director of the National Institute of Justice, the research and development arm of the Justice Department. He was nominated by President Bush in August, 1990, and confirmed in October, 1990.

Prior to his nomination, Mr. DeWitt worked at the White House on criminal justice issues. He first came to Washington in 1984 to serve as a Fellow at the National Institute of Justice where he studied jail and prison construction.

A former deputy sheriff who studied criminology at both Oxford and Cambridge, Mr. DeWitt's career has covered law enforcement and criminal justice from all perspectives.

For almost ten years, he was the director of Justice Services for Santa Clara County in California, where he was responsible for designing and building more than half a dozen jail facilities. Over the years, he has worked on most of the issues that represent NSA's priorities. He has been published extensively on jail construction and financing, and personally started the NIJ program to assist sheriffs with jails.

**L**ast year, I addressed NSA's Board of Directors at their February meeting in Washington, D.C. I mentioned that about 18 years ago in California, I wore a badge and was working midnight shifts in a county jail. It says a lot about our system of government that I could talk to the Nation's sheriffs about the opportunity President Bush has given me as director of the National Institute of Justice (NIJ) to support and assist sheriffs and jail administrators with the problems they face—the problems I remember so well from when I was a deputy sheriff.



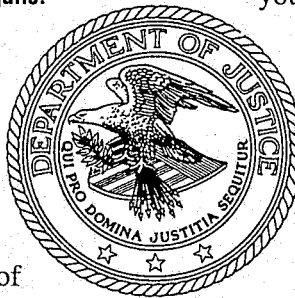
CHARLES B. DEWITT, DIRECTOR  
NATIONAL INSTITUTE OF JUSTICE

It was a privilege for me to speak before NSA's Board—a welcome opportunity to reaffirm the important relationship between the National Sheriffs' Association and the National Institute of Justice. It has been my intention to ensure that the Nation's sheriffs can rely on NIJ, just as we know we can rely on you.

That is why NIJ has awarded a grant to NSA to support your association in providing direct assistance on issues of concern to your office and community.

One longstanding concern in both prisons and jails has been the enforced idleness of inmates, which compounds the already difficult task of managing these institutions. I'm proud to report that NIJ has been a leader in this critical issue. As the jail initiative proceeds, NIJ will establish pilot programs across the country and provide experts and resource materials to state-level conferences and workshops. NIJ's grant to your association is enabling NSA to provide information on the Nation's jails to alleviate problems such as crowding, high operating costs, and inmate idleness. In turn, NSA will help NIJ to promote the concept of jail industries throughout the United States during the grant period.

In the years ahead, I encourage you to turn to NIJ for answers to the critical problems you face. My hope is that one day you will say that the partnership of NSA and NIJ made a difference where it really counts—out there on the streets and in the jails—where your deputies prove why sheriffs will always be leaders in the fight against crime in America. ★



# EXECUTIVE DIRECTOR'S REPORT

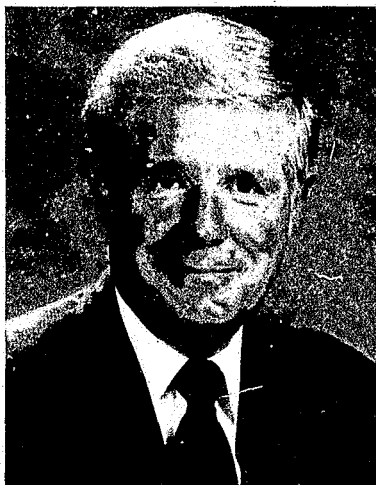
## New Partnership Benefits Sheriffs

The National Sheriffs' Association has enjoyed a long and productive relationship with the National Institute of Justice, and we were especially pleased when Mr. DeWitt became NIJ's new director in 1990.

Mr. DeWitt spoke at our 1991 February Board Meeting, and when he announced that NIJ would award a grant to NSA to assist in the dissemination of NIJ technology and jail industries development programs, I realized that this new partnership would really benefit you, the sheriffs of this great Nation.

NIJ's and NSA's collaborative effort was further demonstrated during our annual conference in Minneapolis, Minnesota in June of this year. NSA had the honor and privilege of having Mr. DeWitt as one of our guests. Mr. DeWitt met with 25 sheriffs during a conference luncheon and discussed some of their concerns. After the meeting, these sheriffs spoke with me, expressing their appreciation of Mr. DeWitt, and emphasizing how impressed they were that he would take the time to listen to and speak with them. Just by taking the time to hear sheriffs' concerns, Mr. DeWitt has demonstrated that he remains an active voice of encouragement to the Nation's 3,095 sheriffs.

I am now asking all of you, as chief law enforcement officers in your communities, to support NIJ's and NSA's partnership. With NIJ's assistance, the National Sheriffs' Association will become a leading proponent of expanding jail industry programs throughout the Nation. A jail industry benefits you the sheriff, your corrections



BUD MEEKS  
NSA EXECUTIVE DIRECTOR

and administrative staff, your inmates, and the taxpaying citizens of your community.

Remember, the jail facility is your opportunity to make a great contribution to the community. You have the chance to make a real difference in the way society views the correctional system. Many sheriffs are solving problems of overcrowding, inmate dissents, jail suicides, and community relations by adopting a variety of inmate programs. These programs strive to give inmates something to work for, look forward to, and derive satisfaction from—these pro-

grams can mean the difference between a content, "model" prisoner, and one who is disorderly, troublesome, and self-destructive. Further, experience tells us that such programs assist prisoners after release, by providing valuable vocational skills, job experience, and building self esteem.

I urge you not to walk away from the challenge of operating your community's jail efficiently and effectively. Not only do your citizens depend on you, the prisoners you house may look to you as their last best hope of rehabilitation.

You may have many concerns and questions about the feasibility of introducing the jail industry concept in your facility. This special edition of *Roll Call* has been created especially to address those concerns. I hope you will take the time to read this issue to find out how NIJ's broad-based approach to inmate work programs offers a variety of models—at least one of which you can adapt to your jail. ★

(continued from page 2)

- uses inmate labor to
- create a product or provide a service that
- has value for a public or private client and
- compensates inmates with pay, privileges, or other benefits.

This definition describes a continuum of jail industries. If a trusty cuts the grass in front of the jail and thereby earns permission to watch television an extra hour, the elements of labor, service provision, value, and compensation are all present. At the other end of the continuum are those jail inmates who work for private-sector industry and earn real dollars. In effect, with its definition, NIJ is addressing the broader issue of inmate work programs.

### Phase One of NIJ's Initiative

NIJ's first phase of work, from 1987 through September 30, 1990, focused on research on current practices, development of new definitions for the jail industries concepts, creation of new resources to assist counties in their development efforts, and exploration of alternative strategies to effectively promote and support the concept of jail industries throughout the United States. Phase One accomplished the following:

1. Completion of a comprehensive *Resource Manual* that provides detailed guidance for all aspects of jail industries operations;
2. Initial development of a *Workbook* that applies NIJ's research and gives interested counties detailed guidelines for developing or expanding their industries;
3. Publication of a series of articles detailing the concept of jail industries;
4. Presentation of new concepts and

materials to interested individuals at many national conferences and in several states; and,

5. Delivery of new materials and training to selected counties through regional training seminars to promote jail industries.

Through these efforts, NIJ has developed the foundation for a national network of jail industry managers and county officials.

### Phase Two Activities

With the award of a major grant to CRS, Inc., in September, 1990, NIJ expanded its jail industries efforts, which is delivering the jail industry concept and resources to counties throughout the United States, using tested strategies.

A key component of NIJ's effort involves supporting and eventually promoting a wide range of pilot programs, with the goals of stimulating and assisting more counties to begin the development process, and exploring new approaches. Activities that are underway for the 18-month Phase Two include:

1. Support 20 pilot projects.
2. Research and document practices.
3. Develop additional resource materials.
4. Promote and support the jail industries concept.
5. Dissemination and technology transfer.

### Expanding Inmate Work Efforts: "Jail Industries"

Experience proves that jail industries can be operated under virtually any conditions. Potential barriers such as space, lack of funds, fear of business

or labor union opposition, and insufficient long-term, sentenced inmates, have been overcome. The benefits of inmate work programs are many and varied. They:

- Become self-sufficient, and often develop revenues to help offset the costs of inmate confinement.
- Develop revenue to support families or repay victims.
- Provide inmates with meaningful work experience.
- Reduce inmate idleness, tension, and mischief.
- Provide inmates with training and vocational skills to give them a better start upon release.
- Provide positive public relations for the county.
- Relieve jail overcrowding by using inmate work to reduce sentences.
- Provide another inmate management tool, promoting better inmate behavior.

Because of rising inmate populations and budget constraints, sheriffs often end up simply housing inmates without the means to provide activities and programs. However, the jail industries program offers one way to turn that situation around. Today, by implementing an inmate work program in your facility, you will be able to put your most valuable resources to work for you—the staff, the facility, and the inmates.

If you would like further information on how to implement a jail industries program in your facility, please contact Theresa M. Seemiller-Mathews, Project Director, National Sheriffs' Association, 1450 Duke Street, Alexandria, Virginia 22314-3490; or call, 800/424-7827 or 703/836-7827.★

# Making Jails Productive

by Rod Miller, George E. Sexton, and Victor J. Jacobsen

**M**any inmates in American jails are getting away from television sets and are, literally, getting into productive work. Some are earning privileges, some are earning wages—all reduce public costs through their labor. Some are developing their first work history, and are even honing new job skills which will improve their chances for successful employment following release.

In other instances, inmates are compensated with “good time,” which enables them to reduce their sentences, thereby freeing scarce bedspace for use by incoming offenders.

These correctional innovations stem from the Jail Industries Initiative, an undertaking of the National Institute of Justice (NIJ), in cooperation with the Bureau of Justice Assistance (BJA) and the National Institute of Corrections (NIC).

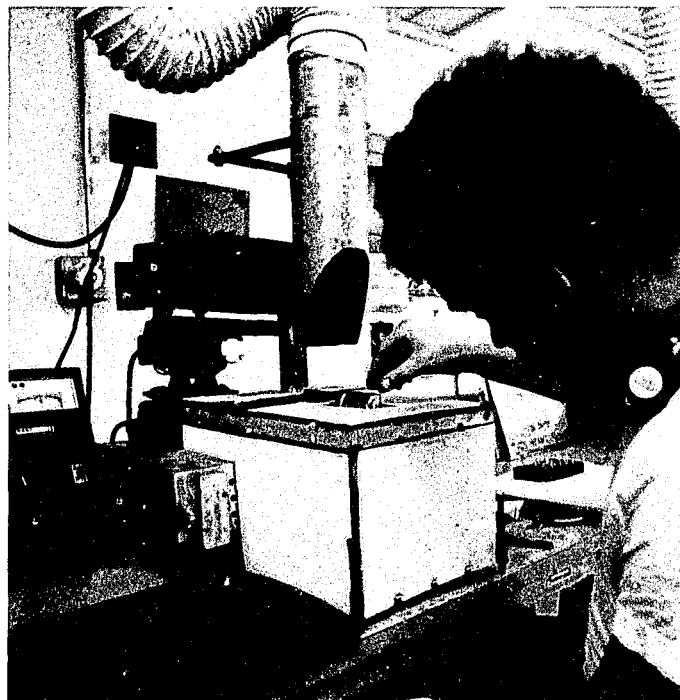
Rising rates of incarceration and shrinking State and Federal budgets in the past decade have renewed interest in putting imprisoned persons to work, thereby helping to defray the costs of incarceration and reducing the potential for violence that results from enforced idleness in crowded cellblocks.

In 1981, then-Chief Justice Warren E. Burger issued a challenge to correctional agencies to establish “factories with fences” that would give prisoners needed job skills.<sup>1</sup> In response, in 1983 NIJ launched a variety of research, training, and demonstration activities promoting such programs for *long-term*

designated the Bureau of Justice Assistance as the certifying agency for inmate work programs.

By 1987, private-sector work programs were underway in 14 state correctional institutions and two county jails. This in turn led NIJ to launch a new undertaking: the Jail Industries Initiative.

Photo: Rod Miller



An inmate in Strafford County, New Hampshire, solders electronic components for private company.

## The first step

With the assistance of NIJ and NIC, Strafford County, New Hampshire, developed the first certified private-sector jail industry program. NIJ helped the county win Federal certification and provided support in developing policies and procedures, an accounting system, internal scheduling, and coordination with other programs in the jail. NIC provided an initial seed grant to employ an industries developer, and sponsored trips for county officials to visit other inmate work programs. Shortly after Strafford, neighboring Belknap County, assisted by NIJ

and NIC, launched its own certified jail industries program.

These experiences convinced NIJ of the enormous potential for the Nation's 3,300 jails to make their inmates more productive. But the experience also convinced NIJ of the com-

convicts *in prisons*.

The 1984 Justice Assistance Act removed some of the longstanding restrictions on interstate commerce of prisoner-made goods, thereby opening new opportunities for prison labor to work for the private sector. The statute



plexities of county jail work programming and prompted an entirely new approach to the management of inmate time in jails.

### The scope of the program

In 1988, researchers for NIJ studied 15 counties and cities, and one Federal detention center that operated inmate work programs. Extensive telephone interviews and a week-long professional workshop revealed a wide variety of programs, many of which have grown significantly since.

### Common goals

When jail officials were asked to identify objectives for their industry programs, four answers predominated:

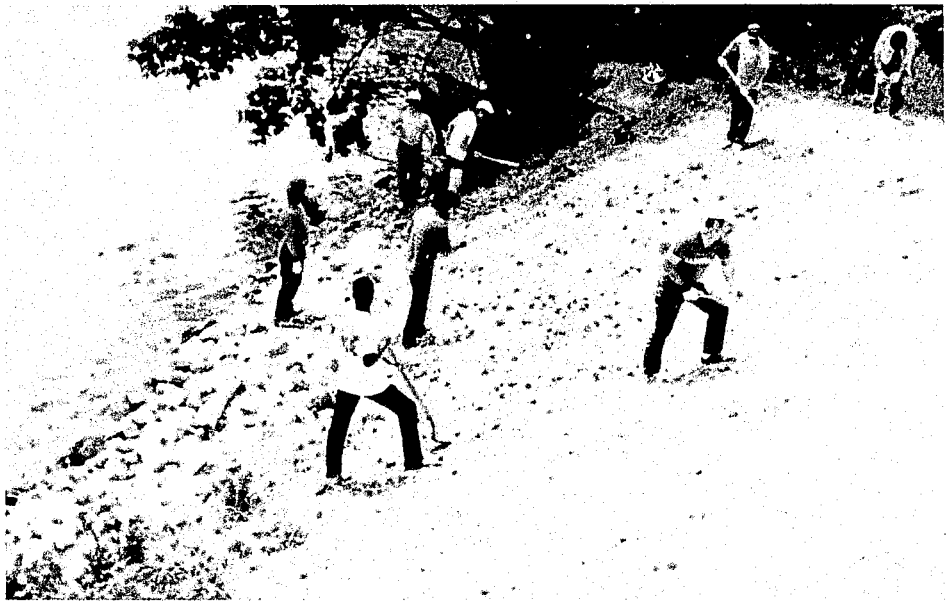
- Develop inmate work habits and skills.
- Generate revenues or reduce costs for the county.
- Reduce inmate idleness.
- Meet needs in the community.

Individual counties also listed such objectives as "become self-sufficient," "provide inmates with funds upon release," and "reduce jail population." Significantly, those counties did not include making a profit among their objectives.

Photo: Rod Miller



In Belknap County, New Hampshire, inmates assemble crutches for private company.



Kennebec County, Maine, OUI offenders work on shorefront improvement.

### Determining compensation

In most of the programs, inmates receive no or low wages. Their work often serves the public sector, and they usually are credited with "good time." Thus, the offenders pay for crime with public-service labor, and their early release makes scarce bedspace available for other offenders.

In some instances, however, inmates are compensated at prevailing wages. The market served is primarily in the private sector, and the employed inmates do not earn so-called "good time" toward early release. Often these inmates are pretrial detainees for whom good time is not an available reward.

Three counties that pay wages comparable to those in the private sector—Hennepin County (Minneapolis), Minnesota, Strafford County (Dover), New Hampshire, and Belknap County (Laconia), New Hampshire—all assess fees against the working inmates and deduct these fees from inmates' pay. The funds deducted can include charges for room and board, and inmates are required to support a crime victims assistance program. These

three counties are now part of a national demonstration program sponsored by the United States Department of Education. The U.S. Department of Education (DOE) has allocated \$1 million to demonstrate the potential for enhanced private sector correctional industries—coupled with increased pre-release services—to reduce offender recidivism. Half of these funds are assisting these three counties (Hennepin, Strafford, and Belknap) to expand and refine their already-successful private sector jail industries. NIJ is a partner in this joint venture, providing a comprehensive evaluation of the programs. The DOE/NIJ partnership is identifying exciting new strategies for "tying" inmate work programs together with education, vocational training, and other inmate programs and services.

### Overcoming difficulties

Many counties have found innovative ways to overcome obstacles that made the establishment of a jail industries program difficult, or in some instances, seemingly impossible.

Faced with severe space limitations, Strafford County, New Hampshire, for example, searched long and hard for a suitable jail industry, finally settling on its pioneering private-sector electronics program, in part because the program required so little space. Encountering a similar problem, Hampden County,

Massachusetts, decided to operate off-site.

Belknap County, New Hampshire, with no budget to plan, develop, and administer a program, obtained help from the private-sector manufacturer that intended to hire the inmate-workers. In the end, the county required no additional funds or staff.

Restrictions on the use of inmate labor vary from state to state, but there are opportunities for meaningful work programs virtually everywhere. In Pennsylvania, for example, State law restricts the market in which jail-manufactured products can be sold. So the Philadelphia program (Philacoor) simply sells its products within the state-imposed limitations.

In Shelby County, Ohio, State law prohibited sale on the open market of vegetables grown by inmates. The jail now sells its produce to the county hospital, meeting the institution's needs and using an outlet for its product.

### **Some suggestions**

Seek the advice and participation of knowledgeable persons in the private sector. In Hampden County, Massachusetts, the jail industries manager regularly relies on the business advice of a retired insurance professional. In Middlesex County, New Jersey, the Chamber of Commerce advises the program on its marketing and product selection processes. In Prince George's County, Maryland, the local Private Industries Council plays a central role in providing advice. And frequently, the Federal Small Business Administration can be an invaluable asset.

Operators of successful programs caution against overstating program objectives and failing to articulate fully the purposes of the program. They also strongly recommend consulting with those who are running sound inmate labor operations.

### **"No Excuses"—Every Jail Can Operate an Industry**

Experience proves that jail industries can be operated under virtually any conditions. Here are some of the

most common excuses for not developing a jail industry offered by counties—and corresponding examples of successful programs that have overcome such perceived handicaps.

**Don't have the space.** Strafford County, New Hampshire, started its pioneering private-sector electronics program virtually in a closet. There are many industries that can be operated in current space—some can even use in-

mate day-spaces. Hampden County, Massachusetts, found space away from the jail.

**Don't have any funds for an industry.** Belknap County, New Hampshire, created its private-sector program with no additional funds or staff.

**Not big enough for an industry.** Strafford County (65 beds) and Belknap County (50 beds) are highly successful industry programs in small jails. There

## **Private-Sector Partnerships**

**Strafford County, New Hampshire, conceived of jail industries as an integral component of the new jail they began planning in 1981. Seeking to reduce chronic idleness among medium-security detainees, who were unable to work outside the facility, the county created a coordinated "privileges and services matrix" to reward inmates with better housing, more television, and other benefits.**

**The county literally turned off all televisions when it moved into the new building, requiring inmates to earn their television time.**

**Strafford also turned to the private sector for primary employers of inmate labor. Customers include GFS Industries (Electronic components), Colby Footwear, and Fornax (components for furnaces that burn recycled oil). Inmates are paid piecework rates to ensure productivity.**

**Deductions from wages allow inmates to offset confinement costs, pay fines or restitution, contribute to victim assistance, support fami-**

**lies, and save money, which is given to them on release.**

**The private sector-jail employment program enabled Strafford County to secure a new form of Federal employment funding through the Jail Training Partnership Act. The county now receives funds to serve as a private employer and training site for its jail inmates.**

**The funds support pre-placement testing, counseling, linkage with substance abuse and educational services, job readiness classes, pre-release counseling, family counseling, and post-release follow up.**

**In neighboring Belknap County, inmates assemble crutches for one of the Nation's largest manufacturers. They are paid piecework rates and, depending on their productivity, can earn up to \$6.00 an hour, returning 31 to 44 percent of their earnings to the jail for room and board. Another five percent goes into a victim assistance fund. Inmates are encouraged to use part of their earnings to pay family support.**

# Working for Early Release

In Kennebec County (Augusta), Maine, the jail industry program helps drunk drivers shorten their sentences, and reduces repeat offenses.

When the Maine Legislature responded to public concern over alcohol-related highway accidents by imposing mandatory 72-hour jail sentences for drivers with blood alcohol levels of 0.15 percent or higher, Kennebec County's 133-year-old jail bulged at the seams from the resultant crowding. To ease the strain, Sheriff Frank Hackett, an advocate of alternative sentencing, devised the OUI (operating under the influence) program.

The State code was revised to permit inmates participating in a municipal public-work-related project to have his or her sentence reduced one day for each 16 hours of work performed.

Those convicted and approved for the program are expected to make their own arrangements to be processed at the jail. They arrive by 6 p.m. Friday at the school selected for weekend use as a minimum-security facility and submit to alcohol screening. In addition to 16 hours of general cleaning and repair work (which produces substantial savings to local taxpayers), the OUI participants undergo eight hours of general alcohol education. They are released at 6 p.m. Sunday, having served the 48 hours to which their 16 hours of work reduced the original 72-hour sentence.

## Positive results

The jail, taxpayers, the community, and the inmates all benefit. The jail gains scarce bedspace. The taxpayers save money by having useful services performed in the community, work that might otherwise go undone. The inmates are spared a day's incarceration, avoid secure confinement in the jail, and are less likely to become repeat offenders.

Repeat offenses of driving under the influence have dropped to five percent from a 33-percent rate in 1986. Many of the offenders voluntarily undergo professional counseling or enter rehabilitation programs after their weekend incarceration.

The program has earned strong support from Mothers Against Drunk Driving (MADD), whose initial concern was addressed by the rigorous work, education, and counseling programs. The experience with the OUI program has provided the foundation for several new programs that serve an increasingly serious offender.

are more examples in even smaller facilities!

**Don't want to make local businesses or labor unions angry.** Business and labor have become some of the strongest supporters of jail industry programs throughout the United States—after they have had a chance to participate in developing and shaping programs.

**Can't take the security risk.** Neither can any county—so products and services are carefully selected to complement security concerns.

**Don't have enough long-term, sentenced inmates.** Successful jail industries have shaped their programs to the unique characteristics of the inmate work force. In Strafford County, the program was designed to serve pretrial inmates, classified as medium security risks, who were spending as little as three weeks in confinement.

## Key Development Principles

Research suggests that the *development* process is perhaps the *key* determinant of initial success for a jail industry. The following suggestions may be helpful in *designing and implementing* the jail industry development process.

### A. Build a Strong Foundation

Developing and maintaining a jail industry program requires a broad base of support, to provide ample assistance to solve inevitable problems, and to simply survive. Special attention is required during the *development* process to ensure that a solid foundation is provided for the industry program.

### B. Learn from Others

Correctional administrators who operate jail industries are an excellent resource for all aspects of the industry development process. Many of the industry programs studied by NIJ reported that their current problems can be attributed to shortcomings in the development process, such as: failing to anticipate opposition; failing to secure

# Reducing Costs and Crowding

Ventura County, California, has a long history of using inmate labor to offset the costs of running its correctional operation. About 470 inmates—36 percent of the confined population—work at one of the varied list of available jobs: cleaning; food service; painting; landscaping; laundry; farming; raising of hogs, beef, and rabbits; butchering; warehousing; wood and metal shopwork; construction; minor maintenance; sewing; and, car washing.

Most counties in the United States use inmates for at least one of these activities, but Ventura takes the approach much further, both within the jail and in alternative settings.

The Ventura County Correctional Services Agency administers a work furlough program that permits inmates to work at their own jobs during the daytime. They must return at night to Camarillo, a custodial facility converted from a former air base. The 250-300 participants pay an administrative fee of \$25 a day for the privilege, but avoid confinement in the crowded jail.

Correctional Services also runs a work-in-lieu-of-jail program in which participants perform nine hours of work at landscaping, road cleanup, and solid waste recycling in lieu of one day of their jail sentence.

There are only limited work opportunities at the 1,000-inmate county jail in Ventura because of crowding and the pretrial status of so many of the inmates, but the sheriff's office offers plenty of work elsewhere. An honor farm on 124 acres in Ojai houses more than 300 inmates, including sentenced females, and produces 365,000 pounds of meat and 30,000 pounds of row crops a year. Its laundry serves the entire jail system and handles about 1.5 million pounds of work each year.

At the Rose Valley Work Camp, the U.S. Forest Service refused a use permit for a California Youth Authority camp in 1984 because of opposition from neighbors. Two years later, however, Sheriff John Gillespie won a Federal use permit (and a county appropriation) to convert the site into a minimum-security work camp. More than 40,000 inmate work hours went into the conversion job.

Inmates assigned to Rose Valley must complete a formal application for admission, must agree to camp rules (which include a conservative hair style), and must pass a rigid background inspection.

The camp regime includes military drill, a full day's work, and an opportunity to take 160 hours of drug/alcohol education classes or vocational training. This training ranges from basic literacy instruction to federally funded Job Training Partnership Act courses provided in cooperation with Ventura College.

support from all parties; failing to carefully examine enabling legislation; failing to secure initial and ongoing advice and support through an advisory committee; over-stating the program objectives; and, failing to carefully articulate the purpose of the program.

Managers of jail industries report that existing programs could be improved by: increasing the number of inmates who are provided with work opportunities; ensuring that inmate access to work activities is fair and equitable; expanding the number and types of customers served; improving practices to prevent exploitation of inmates; developing new methods of providing industries benefits to inmates, staff, and the community (e.g. finding new incentives and rewards for inmates, expanding markets, or developing new public service projects); and, linking with private sector firms in public/private industry ventures.

Furthermore, managers of existing programs can benefit from "backtracking" to review what they have already developed. Understanding the deficiencies of programs that have already been developed provides an important guide that can help new programs avoid past pitfalls.

## *C. Analyze Potential Opposition*

An important component of the development process required the identification of potential opposition. Opposition can come from many sources—but each potential opponent has been successfully converted into a proponent in at least one of the programs studied.

For example, in Hennepin County, Minnesota, correctional officers initially opposed the jail industry program because it posed scheduling problems (providing a meaningful work day required changes in the daily routine and caused additional work for some staff).

In Strafford County, New Hampshire, program staff resisted the growth of the industry program because its scheduling demands conflicted with their education, substance abuse, and counseling programs; a similar situation



Hampden County, Massachusetts, inmates restore furniture.

developed in Hennepin County as well.

Vegetables grown by inmates in the Shelby County, Ohio, jail reduced the local hospital's demand for produce from a private grower, triggering opposition.

In Milwaukee and Los Angeles, county employee unions expressed concerns that increased inmate work roles would eliminate jobs for their members. Both problems were solved when industry staff talked directly with opponents about the groups' concerns.

Before beginning the development process, it is important to understand the potential opposition that must be encountered so that the *development process* can be designed to neutralize opposition—or even convert potential opponents into supporters.

#### ***D. Participation is a Key to Success***

Just as there are many potential opponents, a jail industry can attract even more supporters. In fact, experience shows that each type of opponent has been successfully enlisted in sup-

port of some industry programs.

Experience also demonstrates that the most effective way to secure support is through *participation*. When people are offered the opportunity to participate in the development of a jail industry program, they are more likely to provide support.

#### ***E. Take the Time to Plan***

During the development process, *time* can be essential. While the benefits offered by a jail industry can be very attractive, they will be more fully realized and maintained if an industry program is built on a careful foundation of planning.

The process described in the *Developing Jail Industries: A Workbook* demonstrates the elements of sound jail industries planning.

#### ***F. Use All Available Resources***

Developing and operating a jail industry requires the assistance of diverse resources because a jail industry operates in two distinct worlds: corrections and business. Each imposes different requirements and constraints; each requires different expertise to address these challenges.

When NIJ assembled industry managers to learn from their experiences, they reported that they had successfully met the complex needs of jail industries only through the creative use of a diverse array of resources.

For example, these managers frequently ventured into the private sector to secure information and support to develop and improve their industry. In Hampden County, Massachusetts, the industries manager relies on the "business advice" of a retired insurance pro-

fessional for regular guidance and evaluation.

In Middlesex County, New Jersey, the local Chamber of Commerce supports the industry program by participating in an advisory capacity, guiding marketing and product selection decisions. Other critical resources have been secured through the Small Business Administration (SBA), such as access to volunteers in the Service Corp of Retired Executives (SCORE). Prince George's County, Maryland, has found that the local Private Industries Council (PIC) can play a central role in jail industries.

### **Components of the Development Process**

#### **Suggested Approach**

A careful analysis of current jail industry programs reveals that each program was developed in a different manner. For some, there was no formal planning or development process; others were preceded by years of planning. Just as there are virtually unlimited types of jail industry programs, there seem to be as many different development scenarios.

A single development process cannot be recommended here; rather, key principles and concepts are identified in the previous section. This text identifies common *components* of all development processes. It will also suggest three "sets" of activities into which the components may be organized.

### **Development Phases**

Jail industry activities can be organized into three *consecutive* sets of tasks:

- A. Foundation Decisions: when key policies and parameters are established;
- B. Development Tasks: when specific tasks are executed that shape the day-to-day character of the program; and
- C. Implementation Activities: when tasks are implemented prior to the initiation of a jail industry program.

NIJ has created the *Workbook* to assist counties to develop and improve their industries programs.

## Master List of Development Activities

### A. Foundation Decisions

- A1 Identify Source(s) of Guidance and Policy
- A2 Determine Goals and Objectives for an Industry Program
- A3 Determine What is Allowed by State and Federal Law
- A4 Determine Who *Should* be Served (public vs. private)
- A5 Determine Types of Inmates Available to Work
- A6 Determine Methods for Motivating Inmates (pay/no pay)
- A7 Determine Where Work Can Occur (inside/outside)
- A8 Identify Sources of Financing for the Program
- A9 Identify Sources of Assistance (Resources)

### B. Development Tasks

- B1 Determine Who Will Manage and Supervise the Program
- B2 Determine How to Coordinate with Jail Programs, Security, and Classification
- B3 Determine Who Will Work and How They Will be Selected
- B4 Create Methods for Compensating Inmate Workers
- B5 Identify Potential Customers and a Process for Selecting Products and Clients
- B6 Find a Place(s) for the Program to Operate
- B7 Plan to Manage Risk
- B8 Prepare an Evaluation Plan
- B9 Prepare a Budget and Revenue Projection
- B10 Obtain Start-Up Funding

### C. Implementation Activities

- C1 Schedule Implementation Activities
- C2 Develop a Work Schedule
- C3 Prepare Policies and Procedures for Operations, Record Keeping, and Bookkeeping
- C4 Train Staff and Inmates

- C5 Start Limited Operations
- C6 Evaluate and Modify Initial (Limited) Operations
- C7 Expand to Full Operations

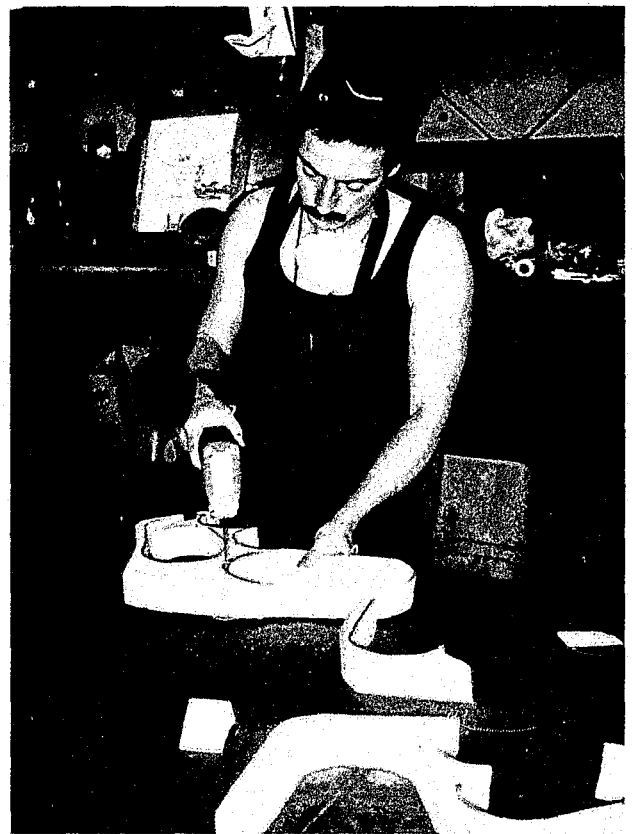
## Resources

This is a good time to be developing or expanding a jail industry. Following years of research, the National Institute of Justice leads a coalition of Federal agencies and professional organizations in an effort to promote and guide development efforts.

The cornerstone of the NIJ effort is the comprehensive and detailed book, *Operating a Jail Industry: A Resource Manual*. This text provides extensive information on jail industry operation, including examples from programs throughout the United States. A companion document, *Developing Jail Industries: A Workbook*, has helped dozens of counties to use the research findings to shape their programs.

Under a newly-awarded grant to support the development of new programs, a *Jail Industries Network* is also being created by NIJ. Although in its infancy, the network already identifies experienced professionals throughout the United States who have offered their assistance to interested counties. Most of the members currently operate successful programs. NIJ will begin to publish a quarterly newsletter for jail industries, and NIJ will continue to provide speakers and materials at the national and state level to describe jail industries opportunities to interested county officials.

The National Institute of Corrections (NIC) is a continuing source of information and assistance. Through its *Information Center*, many of the resource materials, and other documents,



Hampden County, Massachusetts, inmates manufacture secretarial chairs.

can be secured. NIC Technical Assistance programs offer a variety of resources, including "hosted" visits to pilot programs, and the provision of a consultant to your site. NIC has designated Hennepin County, Minnesota, as a *Jail Industries Resource Center*.

## Conclusion

The experiences of existing programs can help local officials avoid common pitfalls in designing and implementing jail industry programs. It is evident that the benefits of jail work programs—to the community, the inmate, inmate families, and the jail itself—far outweigh the difficulties that must be surmounted in establishing them. \*

<sup>1</sup> Warren E. Burger, "More Warehouses or Factories with Fences?" Speech at University of Nebraska, December 16, 1981; text published in *New England Journal of Prison Law* 8, 1 (Winter 1982): 111-120.

# Interested in learning more about starting or expanding an Inmate Work Program?

If you would like more information, available resources include literature, contact information on attending seminars and workshops, and points of contacts if you have questions or need additional assistance regarding Inmate Work Programs.

## **Literature on Industry Programs**

***Developing Jail Industries: A Workbook*** - which applies NIJ's research to provide interested counties with a process and with guidance in their efforts to develop or expand their industries.

***NIJ Jail Industry Newsletter*** - the National Institute of Justice continues to develop and distribute information to help local officials understand, develop, and implement inmate work programs; published quarterly.

***Operating Jail Industries: A Resource Manual*** - provides detailed guidance to managers on all aspects of jail industries operations.

***Articles on Industry Programs*** - Many articles have been published on this topic by the National Institute of Justice, the National Sheriffs' Association, the National Institute of Corrections, and CRS, Inc., just to name a few.

\*To receive any of this literature, please contact Rod Miller, CRS, Inc., at 207/685-9090, or contact Theresa M. Seemiller-Mathews, National Sheriffs' Association, at 800/424-7827 or 703/836-7827.

## **Information on Attending/Hosting an Inmate Work Program Seminar or Workshop**

### **National Sheriffs' Association**

Theresa M. Seemiller-Mathews  
1450 Duke Street  
Alexandria, Virginia 22314-3490  
800/424-7827 or 703/836-7827

### **National Institute of Justice**

#### **Jail Industries Development Program**

Rod Miller  
Post Office Box 234  
Kents Hill, Maine 04349  
207/685-9090

## **Information on Assistance which may be Available to You**

Additional information relating to jail industries and other public/private sector work programs can be obtained from the following programs, organizations, and agencies:

### **National Sheriffs' Association**

Theresa M. Seemiller-Mathews  
1450 Duke Street  
Alexandria, Virginia 22314-3490  
800/424-7827 or 703/836-7827

### **National Institute of Justice**

#### **Jail Industries Development Program**

Rod Miller  
Post Office Box 234  
Kents Hill, Maine 04349  
207/685-9090

### **National Criminal Justice Reference Service**

Box 6000  
Rockville, Maryland 20850  
800/851-3420

### **National Institute of Corrections**

320 First Street, NW  
Washington, DC 20534  
202/307-3106

### **Bureau of Justice Assistance**

633 Indiana Avenue, NW  
Washington, DC 20531  
202/307-1065

### **National Institute of Corrections Jails Division**

1790 30th Street  
Suite 440  
Boulder, Colorado 80301  
303/939-8866

### **National Institute of Corrections Information Center**

1790 30th Street  
Suite 130  
Boulder, Colorado 80301  
303/939-8877

### **American Correctional Association**

8025 Laurel Lakes  
Laurel, Maryland 20707  
301/206-5100

### **Correctional Industries Network (CI-NET)**

8025 Laurel Lakes  
Laurel, Maryland 20707  
301/206-5100, ext. 281



# NIJ/NSA Activities to Date

by Rod Miller

In 1987, NIJ commissioned a concept paper exploring the potential for jail industry expansion and proposing a national strategy to promote and support jail industries. The briefing paper reviewed ways NIJ could help jail managers to increase—and improve—their use of the inmate work force. Since then, the jail industries concept has expanded, and I am privileged to be a part of NIJ's foresight in this area. In the last year, NIJ also funded the National Sheriffs' Association to spread the word about inmate work programs in jails. The participation of NSA has expanded the scope of NIJ's efforts, and has brought a new level of energy and commitment to this initiative.

Other articles in this special issue of *Roll Call* describe NIJ's Jail Industry Initiative and resources in detail. I will briefly describe the **joint** efforts between NSA and NIJ.

## All roads lead to NSA...

I have learned in the past months that the National Sheriffs' Association is connected to **everything**. Since most jails are administered by sheriffs, and NSA is their professional organization, the office in Alexandria has exceptional connections to the field. These have proven invaluable as NIJ has attempted to stimulate interest in jail industries: providing opportunities to publish articles in *Sheriff* magazine, to make presentations at the annual conference, to work with NSA committees, and to informally network with members.



Larry Erickson, sheriff of Spokane County, Washington (at podium), spoke at a jail industries seminar in Seattle, Washington.

## State-level Contacts

Through the efforts of NSA, we have been able to schedule presentations and workshops with several state sheriffs' associations, including Tennessee, Florida, California, and Georgia. Other possible State-level contacts are being actively promoted by NSA. Often, NSA staff members make presentations on their own; sometimes NIJ staffs a presentation or workshop, and at times, these are joint efforts between NSA and NIJ. Contacts at the State level have ranged from brief 20-minute presentations to a full-day symposium recently co-sponsored by sheriffs in Washington state. Common to all of these events are the NIJ resource materials, often promoted through a joint NSA/NIJ brochure.

## Promoting the Concept Nationally

As a result of a national mailing by NSA, the NIJ project has received dozens of inquiries about resources. NSA continues to pass along requests and contacts on a weekly basis. Recently, my project received a call from a sheriff's staff member in Virginia who was assigned by her sheriff to "look into" jail industries as a result of an article the sheriff read in NSA's publication, *Sheriff* magazine. Following this contact, I called Theresa Mathews at NSA, and she in turn called the sheriff directly to reinforce his interest in industries. The sheriff's staff member later reported that the sheriff was pleased to hear from NSA, and that her research was praised by the sheriff.



## Annual Conference

Another joint venture involved two events at NSA's 1991 annual conference in Minneapolis, Minnesota. First, a two-hour workshop was sponsored and promoted by NSA, providing nearly 50 sheriffs with an orientation to jail industries. Following the workshop, most of the participants boarded a bus and toured the pioneering private sector jail industry program operated at the Hennepin County Adult Correctional Facility. Many of the participants in these events have followed up with NSA and NIJ, going on to develop and expand programs, and often receiving additional assistance. We are working on a similar two-part event for NSA's upcoming conference in San Diego, California—possibly including a visit to a Mexican correctional facility that hosts inmate-run private sector industries.



Following a Jail Industries workshop during NSA's Annual June Conference in Minneapolis, Minnesota, participants toured the Hennepin County Adult Correctional Facility, which was the first to contract with the private sector to pay inmates at a piece rate for labor performed.

## Networking

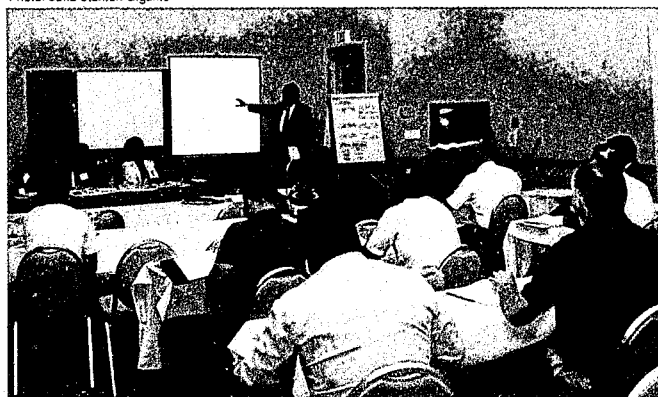
It seems that NSA knows **everyone**. Having NSA on your team opens doors with other professional organizations, and ensures close coordination with the national contacts which have been developed by NSA. It seems that NSA staff members—starting with Bud Meeks—promote jail industries at all possible times, even informally, with a variety of groups and organizations later expressing an interest in becoming directly involved. This networking occurs at the local level as well, as NSA personnel take the jail industries message on the road

to local, State, and regional audiences. Theresa and I regularly share information about specific counties, and discuss development strategies.

## Preview of Upcoming Attractions

In addition to the state association presentations, and the plans for the annual conference, NSA led a team to present a one-day regional workshop in Columbus, Ohio, at the end of February. This event demonstrated the value of holding regional conferences for sheriffs and their jail managers. NSA will continue to promote jail industries in its publications, and through other formal and informal methods. For NIJ, it has proven to be a timely and (appropriately) **productive** relationship that may serve as a model for other collaborations. \*

Photo: Julia Stanton Gigante



The California Sheriffs' Association hosted a meeting in Palm Springs, California, on October 23-24, 1991, where jail managers learned of the Inmate Work concept.