



Associates Inc.

17406A

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000

ENHANCED
VOCATIONAL
EDUCATION AND
TRAINING IN LOCAL
CORRECTIONAL
FACILITIES

A PROCESS
EVALUATION

September 30, 1994

Submitted to:
National Institute of Justice
633 Indiana Avenue, NW
Washington, DC 20531

Author:
J.W. Frees, Ph.D.
Principal Investigator:
Peter Finn

Acknowledgements

We would like to gratefully acknowledge the cooperation of administrators, staff, and program participants at the three demonstration sites. For their help in data collection and comments on an earlier draft of this report, we would particularly like to thank Jan Best, Harold Powell, and Janet Carroll from Belknap County; Marilyn Allen from Strafford County; and John Harper, Sue Bangert, and Dana Woods from Hennepin County. We would also like to thank Rod Miller from Community Resource Services Inc. and Vic Jacobsen from the United States Manufacturers Group for their careful reading and review of an earlier draft of this report.

This report was produced under contract to the U.S. Department of Justice. The contents of the report reflect the findings of Abt Associates Inc. and do not necessarily reflect the views or policies of any of the individuals named above, the U. S. Department of Justice, or the U. S. Department of Education.

Table of Contents

Executive Summary	1
Chapter One: Introduction	9
1.1 Goals of the Evaluation	9
1.2 Evaluation Goals	12
1.3 Evaluation Methodology	13
1.4 Report Contents	14
Chapter Two: Belknap County Training, Industry, and Education (TIE) Program	15
2.1 Program Operations	15
2.1.1 Facilities	16
2.1.2 Recruitment and Case Processing	16
2.1.3 Program Staff	17
2.2 Outreach and Recruitment	18
2.2.1 Recruitment Strategies	18
2.2.2 Recruitment Results	18
2.2.3 Conclusions	18
2.3 Program Activities	19
2.3.1 Baseline Programs and Services	19
2.3.2 Planned Activities with Department of Education Funds	20
2.3.3 Results: Enhancements Instituted with Department of Education Funds	23
2.3.4 Conclusions	26
2.4 Participant Tracking and Follow-up	28
2.4.1 Planned Enhancements	28
2.4.2 Conclusions	28
Chapter Three: Strafford County Jail Industries Vocational Education Program	31
3.1 Program Operations	32
3.1.1 Facilities	32
3.1.2 Recruitment and Case Processing	32
3.1.3 Program Staff	34
3.2 Outreach and Recruitment	34
3.2.1 Recruitment Strategies	34
3.2.2 Recruitment Results	35
3.2.3 Conclusions	35

3.3	Program Activities	37
3.3.1	Baseline Programs and Services	37
3.3.2	Planned Activities with Department of Education Funds	40
3.3.3	Results: Enhancements Instituted with Department of Education Funds	41
3.3.4	Conclusions and Lessons	44
3.4	Participant Tracking and Follow-up	46
3.4.1	Planned Enhancements	46
3.4.2	Results: Activities Established with Department of Education Funds	47
3.4.3	Conclusions	47

Chapter Four: Hennepin County's Providing Opportunities for Work,
Education, and Readiness (POWER) Program 49

4.1	Program Operations	49
4.1.1	Facilities	50
4.1.2	Recruitment and Case Processing	50
4.1.3	Program Staff	52
4.2	Outreach and Recruitment	52
4.2.1	Recruitment Strategies	52
4.2.2	Recruitment Results	52
4.2.3	Conclusions	54
4.3	Program Activities	55
4.3.1	Baseline Programs and Services	55
4.3.2	Planned Activities with Department of Education Funds	57
4.3.3	Results: Enhancements Instituted with Department of Education Funds	59
4.3.4	Conclusions	61
4.4	Participant Tracking and Follow-up	62
4.4.1	Planned Enhancements	62
4.4.2	Results: Activities Established with Department of Education Funds	63
4.4.3	Conclusions	66

Chapter Five: Conclusions 69

5.1	Summary of Findings	69
5.1.1	Belknap County TIE Program	70
5.1.2	Strafford County Jail Industries Vocational Education Program	71
5.1.3	Hennepin County POWER Program	73
5.2	Common Issues	74
5.3	Policy Implications	75
5.4	Research Implications	76

List of Exhibits

1	Selected Characteristics of the Three of Demonstration Programs	12
2	Belknap County TIE Program Activities	21
3	Strafford County Jail Industries Vocational Education Program Activities	38
4	Selected Characteristics of POWER Participants	53
5	Hennepin County POWER Program Activities	56

EXECUTIVE SUMMARY

Introduction

The U.S. Department of Education, Office of Correctional Education, sponsored an applied research demonstration project entitled, "Enhanced Vocational Education and Training in Local Correctional Facilities," between July 1991 and December 31, 1993. Three county correctional agencies were selected as demonstration sites: the Hennepin County Department of Adult Corrections in Minneapolis, Minnesota; the Belknap County Department of Corrections in Laconia, New Hampshire; and the Strafford County Department of Corrections in Dover, New Hampshire. The Department of Education contracted with the team of Carter Goble Associates Inc. (CGA) of Columbia, South Carolina, and Community Resource Services Inc. (CRS) of Topsham, Maine, to provide the jails with technical assistance to implement the demonstrations. As part of an interagency agreement, the National Institute of Justice (NIJ), the research arm of the U.S. Department of Justice, arranged for a process evaluation of the three demonstrations. This report presents the results of the NIJ-funded evaluation.

The Department of Education set two broad goals for the demonstration. The first was to integrate academic education and vocational education with private sector work experience. The second was to design and implement activities such as job placement, follow-up services, job development, and family counseling that would help inmates prepare for successful community reentry. However, each of the three demonstration programs started from a different base of existing programs and services, and each represents a different dimension in the development of a comprehensive program of education, work, and transitional services for jail inmates.

The evaluation relies primarily on historical data (documents prepared by the CGA/CRS consulting team and the three demonstration sites themselves) supplemented by interviews and observations conducted during site visits by Abt Associates staff in June and July 1994. While the documentary materials are substantial, the evaluation is limited by the lack of systematic, comparable, quantitative data on service delivery, characteristics of participants, and post-release outcomes. In addition, because of significant differences among the three programs, the evaluation does not compare their achievements. Rather, it examines the implementation experience of each program separately, then seeks to identify common issues and problems.

Belknap County Training, Industry, and Education (TIE) Program

The Belknap County Department of Corrections serves a rural county in central New Hampshire. The facility was extensively renovated in 1989, increasing its capacity from 34 to 50 inmates and then to 80 inmates. The population of the jail includes pre-trial, pre-sentenced, and sentenced inmates, as well as inmates transferred from State or Federal prisons. Sentenced inmates typically serve sentences of four to six months.

At the time the Department of Education grant was awarded, the facility had a limited number of programs and services. These were primarily substance abuse counseling, remedial education, and both paid and unpaid jobs. Individual service plans were not written for new inmates, and there were no specific employment-related services. Inmate work performance was not evaluated. Acknowledging the limited resources available to a small jail and the need to assure that new programs are efficient and sustainable, Belknap County used its demonstration grant to expand and integrate a broad range of services for medium and minimum security inmates at the jail. By design, the TIE program is an enhancement and linkage of programs rather than a separate and therefore vulnerable program.

Belknap County was successful in achieving the Department of Education's goals for the demonstration. To achieve the first goal of linking education and private sector work experience, Belknap County first had to expand private sector work opportunities. Unable to expand the existing industries program because of local economic conditions, Belknap County developed an innovative, wood shop work experience program that simulates private sector employment as closely as possible and is directly linked to an eight-week course in job seeking and job retention skills. Further linkage of education and work experience is provided in the computer lab developed with the demonstration grant. The lab provides a setting where inmates can use personal computers for self-paced instruction in academic subjects, and where they can apply the lessons they are learning in the job seeking skills course to resume writing and writing letters of application for job interviews. Belknap County achieved the second Department of Education goal by expanding drug and alcohol counseling, developing a number of new courses and workshops that offer instruction in a variety of practical skills, and providing opportunities for inmates to improve their work histories through systematic evaluation of all inmate work performance.

Strafford County Jail Industries Vocational Education Program

The Strafford County Department of Corrections serves a rural county in southern New Hampshire. The jail was extensively renovated in 1981, expanding its capacity from 48 inmates to 68. Further expansion and conversion of an adjacent building to provide living quarters for inmates on work release has increased the capacity of the jail to 130 inmates. The population of the jail includes pre-trial, pre-sentenced, and sentenced inmates, as well as inmates transferred from State and Federal prisons. Sentenced inmates typically serve three to four months in jail.

Strafford County was successful in achieving the Department of Education's goals for the demonstration. Strafford County entered the demonstration with a strong industries program that was linked to education and counseling programs in the jail through the requirement that all participants become involved in drug and alcohol counseling and GED preparation as appropriate. The core of the industries program was the JTPA-supported Industries Job Training Program offering vocational assessment, vocational counseling, classroom instruction in job seeking skills and life skills, and post-release support for up to one year of classroom vocational training, three months of on-the-job training, or immediate job placement assistance. With the linkages largely in place, Strafford County used the demonstration grant to expand the enrollment capacity of the industries program by expanding its client base. It added the jail itself as a client by gaining a contract to do laundry for the institution, and it secured significant increases in orders from its primary private sector client, GFS Industries. These two expansions alone brought the industries program to full capacity. Further linkage of education and work experience is provided in the new computer lab located in the converted barn where the industries program is housed. The lab provides a setting where participants can use personal computers for self-paced instruction in academic subjects and where they can apply the lessons they are learning in the job seeking skills course to resume writing and writing letters of application for job interviews. Accessible to participants in the evening, the lab allows them to avoid scheduling conflicts and balance the demands of both work and education.

Strafford County achieved the second Department of Education goal by developing a new family weekend pre-release preparation program for inmates and their families. The program consists of an intensive two-day series of workshops and group discussions held over a weekend, with a one-day follow-up session three weeks later. The weekend program provides a therapeutic setting for inmates and their families to discuss substance abuse, approaches to

treatment and prevention, and resources available in the community. The program also expanded its instructional offerings, particularly evening courses in common software applications. The demonstration benefitted the entire population of the jail through development of a new job classification and evaluation process that offers inmates the chance to improve their work histories through systematic evaluation of all inmate work performance.

Hennepin County's Providing Opportunities for Work, Education, and Readiness (POWER) Program

The Hennepin County Adult Corrections Facility (ACF) serves a large, urban county. The facility is located in Plymouth, Minnesota, about 12 miles west of downtown Minneapolis and has a capacity of about 600 inmates housed in three buildings—one building each for men, women, and work release. The capacity of the men's building is 400 inmates, with an average of 6,640 yearly admissions. The capacity of the women's building is 70 inmates, with 1,075 yearly admissions. The capacity of the work release building is 125 men and women, with 2,262 average yearly admissions. Most sentenced inmates (60-65 percent) have been convicted of misdemeanors. Sentence length cannot exceed one year, and the typical length of stay is between two weeks and five months. The Adult Corrections Facility occupies a building initially built in 1930 as the Minneapolis City Workhouse and Farm.

County policy is that only sentenced offenders 18 years of age and older are housed at the Adult Corrections Facility. Individuals held pre-trial or pre-sentence are housed in a separate sheriff's jail in downtown Minneapolis. However, because the downtown jail is under court-ordered capacity limits, the Adult Corrections Facility also holds overflow from that jail. Staff at the ACF estimate that 15 to 20 percent of the inmates detained at the facility at any given time are pre-trial or pre-sentence.

At the time the Department of Education grant was awarded, Hennepin County offered a broad range of programs and services, a substantial complement of staff, and an active volunteer program. The county had already made a substantial commitment to programs and services for its inmates. After the grant was awarded, a planning group was formed that included members of the county's Corrections Advisory Board and 23 members of the current facility staff, representing all departments: security, industries, social services, education, volunteer services, and staff training units. The planning group determined that the most critical unmet need among inmates was transitional services. As a result, the key features of the

POWER program model are its focus on the transition from the facility to the community and the provision of intensive follow-up services after release.

Hennepin County was successful in achieving the goals of the Department of Education. POWER is a distinct, well-defined program that consists almost entirely of new activities and services developed through the demonstration grant. These are a four-week course in job skills/ life skills and a series of post-release services, including job placement assistance and follow-up counseling provided by a staff member based outside the facility, additional support through volunteer mentors in the community, and, at the same time, limited cash stipends for special needs.

The POWER program promotes integration of education, work, and other services in three ways. First, all participants are required to work at full-time jobs in the facility, and attend educational and drug and alcohol counseling activities as needed, based on the results of individual testing and assessment. Second, the program coordinator develops an integrated plan of service, including post-release services, tailored to the needs and circumstances of each participant. Third, the coordinator also functions as a case manager while participants are in the incarceration phase of the program, meeting with them regularly to provide monitoring and support.

Common Themes

The three demonstration programs are so different in focus, scope, content, structure, and funding levels that no conclusive cross-site findings can be drawn, particularly given the lack of quantitative data on service delivery, participant characteristics, and post-release outcomes. Each site designed changes, enhancements, and new components to address unmet service needs and to respond to the realities of its specific local context. Given the substantial differences in size, location, resources, demonstration grant funding level, local labor markets, history, and focus among the three demonstration sites, it would be inappropriate and misleading to compare the results of the three projects. What we can usefully do is to look for common themes and issues in their implementation experiences.

- Providing for a planning period, supported by a high level of technical assistance, produces better program designs and minimizes subsequent implementation problems.

- Even small jails can provide comprehensive counseling and education services, along with realistic work experience, by aggressively reaching out to community resources.
- Small and medium-sized jails need to devote special attention, inventiveness, and resources to developing and sustaining effective post-release programming. These jails need to address the many factors that work against this crucial program component, including the lack of legal authority to maintain contact with inmates after discharge.
- All programs benefit from commitment to a process of continuous program improvement through internal evaluation of their services and activities.
- A computer lab is a key resource, drawing participants into programs, allowing for self-paced education, and linking naturally to assignments in life skills and job seeking skills classes.

Policy Implications

The three demonstration sites represent different phases in the development of comprehensive programs linking education, training, and work experience within correctional facilities along with the provision of job placement assistance, follow-up counseling, and other support services after release. Their experiences show that it is possible for local correctional facilities to implement effectively a comprehensive program irrespective of differences in size, setting, and resources. The demonstration suggests that local facilities should proceed first by building a base of comprehensive services within the facility that includes drug and alcohol counseling; instruction in basic math and literacy skills, linked to GED preparation; a computer lab; classes in life skills and job seeking skills; and meaningful work experience.

All three sites have work release programs and active private sector industries programs, but even the largest of the programs can provide jobs for only a portion of potential participants. All three sites have pursued active business development efforts, but with only modest results. This suggests two courses of action. First, the Federal Government might provide local jails with aggressive technical assistance in business development strategies. Second, local jails can make productive use of work experience programs, such as the wood shop in Belknap County that simulate private sector employment.

Linking programs within the jail to proactive follow-up counseling and support after release, particularly in the first 60 days, may be the most important component in assisting ex-offenders to make the transition back to the community. The demonstration sites indicate that there are a number of different strategies for implementing these services.

The experience of the demonstration programs suggests that effective integration of services depends on effective case management. This includes development of individual service plans based on careful assessment of individual circumstances, regular contact to monitor progress, and timely intervention to resolve problems.

Research Implications

Future demonstrations should include a series of forms to capture basic information on the characteristics of all inmates during the demonstration period. In addition, all program services and activities should have enrollment and termination forms that are linked to basic inmate information and indicate dates of enrollment, date of completion, and date and reason for termination short of completion.

From their inception, future demonstrations should provide for the possibility of independent, follow-up data collection after release so that the subsequent employment, schooling, and criminal arrests can be tracked. Collecting comparable information on all program participants (however "program" is defined) with at least a representative sample of inmates who do not participate in the program satisfies the minimum necessary conditions to measure the impact of these programs on participant behavior after release. Ultimately, the test of program success is whether it makes a difference in how ex-offenders act after they are released from custody.

Chapter One

INTRODUCTION

The U.S. Department of Education, Office of Correctional Education, sponsored an applied research demonstration project entitled, "Enhanced Vocational Education and Training in Local Correctional Facilities," between July 1991 and December 31, 1993. Three county correctional agencies were selected as demonstration sites: the Hennepin County Department of Adult Corrections in Minneapolis, Minnesota; the Belknap County Department of Corrections in Laconia, New Hampshire; and the Strafford County Department of Corrections in Dover, New Hampshire. The Department of Education contracted with the team of Carter Goble Associates Inc. (CGA) of Columbia, South Carolina, and Community Resource Services Inc. (CRS) of Topsham, Maine, to provide the jails with technical assistance to implement the demonstrations. As part of an interagency agreement, the National Institute of Justice (NIJ), the research arm of the U.S. Department of Justice, arranged for a process evaluation of the three demonstrations.¹ This report presents the results of the NIJ-funded evaluation.

1.1 Goals of the Demonstration

The demonstration goals were to (1) develop inmates into more competent workers, (2) reduce their recidivism, and (3) reduce the high cost of incarceration. These goals were to be accomplished first by linking vocational education and basic education skills training (i.e., integrating academic content with vocational content) and then, in turn, linking those educational activities with private sector employment programs that produce goods or services for sale on the open market. According to the August 1992 progress report on the demonstration, "The U.S. Department of Education believes that a comprehensive, integrated approach will produce more competent workers by mobilizing and coordinating vocational education programs, literacy

¹ The Department of Education and National Institute of Justice originally planned to conduct an evaluation of the demonstration's impact on participant work history after release, participant recidivism, and jail costs. However, the two New Hampshire programs were not yet ready for a cost-effective impact evaluation principally because of the small number of inmates who had completed the programs; the expense and time necessary to locate and collect impact data on program participants released into the community; and the uncertainty that programs this small could by themselves be shown to have had an impact on jail costs. In the case of the Hennepin County program, the county arranged to have its own impact evaluation conducted, precluding the need for an additional outcome assessment.

and basic skills training, academic content and using real work experiences inside jails [emphasis in the original]."

The specific objectives of the demonstration project included:

- the integration of academic education, vocational education, and training programs with private work experience;
- the design and implementation of effective activities, such as job placement and follow-up services, job development, and family counseling, to help inmates prepare for successful community reentry; and
- the preparation of program documentation to assist other jails to achieve these objectives.

The three jails were responsible for staffing and implementing the demonstration at their facilities. The CGA/CRS team was responsible for several tasks, including:

- assisting the jails in developing curricula for literacy and basic skills training that integrated academic and vocational content;
- helping the jails to design effective jail-to-community transition activities; and
- preparing program documentation that other jails could use in developing similar programs.

The three jails were selected for the demonstration in part because they represented examples of small, medium, and large jails. In addition, all three jails already had private sector industries operating within their facilities. Finally, the jails also had some components of an integrated, comprehensive jail-to-work program in place. Because of these conditions, the jails were not starting from scratch in attempting to achieve the demonstration's goals. As a result, the jails were expected to use their Department of Education funds to complete the process of establishing education-training-work linkages by developing missing components and restructuring or modifying existing components. The jail programs could then serve as models of successful integration of services for other jails.

From July 1991 through March 1992,² the CGA/CRS team of consultants worked closely with each demonstration site in an extended process of planning and program development. The consultants conducted site visits, organized staff and advisory group meetings, reviewed plans, and prepared a variety of documents. They helped identify priorities, create models of participant flow, target resources, and push discussions toward consensus. The CGA/CRS team encouraged a high level of involvement by interested staff and community representatives from each county in determining local goals and objectives, identifying resources, and designing the particular components of the demonstration program. The CGA/CRS team refers to this as "participatory planning, ensuring that counties have a great deal of involvement—and a corresponding pride of ownership—in their innovations. This participation takes time, and demands a willingness to allow local interests, needs, and even political considerations to shape program development."³

Because of this explicit adjustment to local concerns and interests, and the fact that each site entered the demonstration period with a different mix of programs and services in place, each of the three demonstration programs has a distinctively local character in its specific objectives and structure. Throughout this report, we discuss each demonstration program separately to take into account these local differences. Exhibit 1 compares the size and focus of the three programs.

The operational period of the demonstration began in April 1992 and continued through December 1993. Supported by additional funding from both local and Federal sources, particularly the U. S Department of Justice's Bureau of Justice Assistance, each site has been able to sustain its program enhancements after the end of the demonstration.

1.2 Evaluation Goals

This report examines three components of the demonstration service delivery system that are likely to have influenced whether the programs achieved their ultimate goals of reducing inmate recidivism and jail costs: recruitment and selection, provision of services in the

² After this period, and once the specific program enhancements were implemented, the CGA/CRS team continued to provide technical assistance on request to each demonstration site until the grant period ended in December 1993.

³ CGA/CRS Response to Technical Questions, June 10, 1991, p.1, 6.

Exhibit 1
Selected Characteristics of the Three Demonstration Programs

Program	Size	Focus
Belknap County	Small—80 inmates	Expansion in the range and scope of programs and services for inmates, and extensive use of community volunteers as instructors and counselors
Strafford County	Medium—130 inmates	Expansion in the scope of services provided to participants in the industry program
Hennepin County	Large—600 inmates	Development of a new post-release component providing job placement assistance, follow-up counseling, community mentors, and cash stipends to meet emergency financial needs

institution, and provision of follow-up services after release. The specific questions the report sought to answer in each of these areas are as follows:⁴

Outreach and Recruitment

How effectively was the program in each jail able to recruit and retain the planned number of participants within the period of the demonstration?

How did eligibility/selection criteria affect recruitment and retention?

What were the most significant factors affecting each program's performance in meeting its recruitment goals?

Were program participants likely to have succeeded in finding employment after release without benefit of program participation?

Program Activities

What enhancements were added as a result of Department of Education funding?

Did these enhancements contribute to the ability of the jail programs to:

⁴ The demonstration programs involved other activities, such as the formation of Technical Advisory Groups composed of local leaders to advise program staff, and efforts to ensure program continuation after Department of Education funding ended. However, the process evaluation focused on those program activities that were most likely to have had a significant influence on the achievement of the demonstration's objectives. The CGA/CRS team has documented the planning and design process in a compilation of source materials, progress reports, and analysis. See Carter Goble Associates and CRS, *Final Technical Report: Enhanced Vocational Education and Training in Local Correctional Facilities*, February 1994.

- (a) *provide comprehensive services designed to help inmates secure and keep employment upon release?*
- (b) *integrate education programs, vocational training, private sector work experience, and other services inside the jail?*
- (c) *implement transitional services to prepare inmates for successful community reentry?*

What were the most significant factors affecting each program's performance in achieving these objectives?

What program features should be changed in order to better achieve these objectives?

Tracking and Follow-up

Were the programs able to maintain contact with participants after release?

What services were provided after release?

To what extent were these services successful in helping participants successfully make the transition to school, training, or employment?

1.3 Evaluation Methodology

The evaluation was conducted retrospectively. While the Abt Associates evaluation team was involved in discussions with NIJ concerning research design and data collection alternatives beginning in July 1993, the study was not formally commissioned until April 1994, after the conclusion of the Department of Education demonstration funding period. Consequently, the evaluation depends primarily on historical data (documents prepared by the CGA/CRS consulting team and the three demonstration sites themselves) supplemented by interviews and observations conducted during site visits by Abt Associates staff in June and July 1994.

The documentary materials are substantial. They include the CGA/CRS team's monthly progress reports covering the period of the company's most active intervention in program design and early implementation (July 1991 through March 1992); background reports on the programs and services in place at each site at the beginning of the demonstration period; meeting notes on goals and priorities as they were defined and modified by each site's planning committee; summaries of each enhanced component developed for the demonstration; summaries

of training and technical assistance provided to each site; and several interim status reports. The sites themselves provided curriculum materials for courses and workshops, attendance reports, and copies of their own internal evaluations. The CGA/CRS team also prepared its own summary report on the three programs.

All of the enhanced programs developed at the three sites were still in operation during the time of our site visits. We interviewed all the program staff at each site, as well as a sample of administrative staff, correctional staff, and participating inmates. We also observed the operation of the industry programs at each site and other program activities that were being held during the time of our visits.

The three programs are not comparable for a number of reasons. In addition to differences in the size and characteristics of their inmate populations, they were different in terms of the range of programs and services available at the time the demonstration grants were awarded. Further, their local economies and labor markets are different, in terms of both the opportunities available for expansion of their jail and post-release employment opportunities for inmates participating in the programs. Because of these differences, discussed in more detail in Chapter Five, the evaluation does not compare the achievements of the three programs. Rather, it examines the implementation experience of each program separately, then seeks to identify common issues and problems.

1.4 Report Contents

Chapter One describes the rationale and goals of the demonstration, the objectives of the process evaluation, and the evaluation methodology. Chapters Two, Three, and Four present an overview of the operation of the demonstration program at each of three jails and an assessment of how effectively the jail implemented three key elements of its program: outreach and recruitment, program services within the institution, and follow-up services provided after release. Chapter Two covers the Belknap County program, Chapter Three the Strafford County program, and Chapter Four the Hennepin County program. Chapter Five reviews the extent to which each program achieved the demonstration goals and its own goals, identifies common issues addressed by the three programs, and presents policy and research implications suggested by the demonstration results.

Chapter Two

BELKNAP COUNTY TRAINING, INDUSTRY, AND EDUCATION (TIE) PROGRAM

In Belknap County, the demonstration program was known as the Training, Industry, and Education (TIE) program. A summary of the key features of the TIE program is presented in the sidebar. Acknowledging the limited resources available to a small jail and the need to assure that new programs are efficient and sustainable, Belknap County used its demonstration grant to expand and integrate a broad range of services for medium and minimum security inmates at the jail. By design, the TIE program is an enhancement and linkage of programs rather than a separate and therefore vulnerable program.

Key Features of the Belknap County TIE Program

The Belknap County TIE program is not a distinct, stand-alone program with restricted eligibility. Belknap County used its demonstration grant to expand and integrate a broad range of services, and the TIE program is the sum total of all these services and programs.

Enhanced programs and services developed through the demonstration grant include a 12-week series of classes and support groups on substance abuse prevention, an eight-week life skills class, an eight-week job seeking skills class, a computer resource center with three personal computers, a variety of workshops on special topics, a 12-week wood shop work experience program, and a variable length work experience program in automobile repair and maintenance.

2.1 Program Operations

The Belknap County Department of Corrections serves a rural county in central New Hampshire. The jail is located about five miles from the town center of Laconia, New Hampshire. The facility was extensively renovated in 1989, increasing its capacity from 34 to 50 inmates and then to 80 inmates. The population of the jail includes pre-trial, pre-sentenced, and sentenced inmates, as well as inmates transferred from State or Federal prisons. Sentenced inmates typically serve sentences of four to six months. During 1993, a total of 160 sentenced

inmates (86 percent male, 14 percent female) were detained in the jail. Including individuals held pending trial or sentencing, those held overnight while intoxicated, and Federal and State transfers, the total number of persons detained in 1993 was 1,478.

2.1.1 Facilities

The jail provides limited facilities for programs and services. Two classrooms located on the main floor are used for most classes and workshops. A small resource library, created from what had been a storage room in one of the classrooms, contains some 200 books and videotapes. On the basement level are two more small classrooms, one used for the computer lab and one for General Equivalency Diploma (GED) classes. Just around the corner from the downstairs classrooms is the industries area, a large room with stacks of materials and work benches. A loading dock opens to an outside yard within the secure perimeter of the jail.

The building containing the auto repair and maintenance garage, along with the wood shop, is located across a courtyard from the main jail and outside the security perimeter. The wood shop has a complete set of woodworking tools, with storage cabinets and work benches. Many tools and materials were donated by local businesses, and the interior space was reorganized for the work experience program. Minor construction and carpentry work was performed by inmates under the supervision of the wood shop instructor.

2.1.2 Recruitment and Case Processing

All inmates classified as minimum or medium security, both pre-trial and sentenced, are eligible for TIE program services, although only minimum security inmates are eligible for the wood shop and jail industries programs. Jail authorities estimate that 50-60 percent of the inmates detained at any given time are sentenced and classified minimum security. Because there are few paid jobs in the jail, inmates are not required to work at paid jobs to participate in the TIE program. However, all inmates at the jail are required to work at least part time performing unpaid routine maintenance and cleaning tasks.

Inmates are recruited for the program primarily at the time of their initial processing upon arrival at the jail, although they may enroll at any time during their period of incarceration. The basic intake procedure for new inmates includes an objective classification process, consisting of an individual interview, a physical examination, and a hearing before the

classification committee. New inmates are first interviewed by a correctional officer, who follows a standard set of questions to record basic information about their current health, past medical problems, substance abuse problems, education, and work history. The officer also reviews the offence for which the inmate is being held and how long the period of incarceration will be. Jail rules are explained, and the officer presents an overview of all the jail programs and services available, including the TIE program. The inmate is then held in a segregation cell pending a physical examination. After the evaluation is completed, inmates are brought to a formal classification hearing to determine the level of security in which they will be held. At the hearing, the classification committee (consisting of both correctional officers and program supervisors) explains the range of specific programs and services available to inmates at their security classification to which they have been assigned. The demonstration program coordinator is a member of the classification committee.

All workshops and courses are offered several times a year, and remedial education is self-paced and open entry. Inmates may participate in as many program offerings as they can schedule. Attendance is monitored at every class. Certificates of completion are awarded at the conclusion of each course or series of workshops. A comprehensive system of work evaluation for all inmate jobs was developed and implemented as part of the evaluation, and written performance reports are also provided to all inmates to add to their work histories.

2.1.3 Program Staff

The demonstration program has a staff of three persons, a coordinator and two instructors. The coordinator is the jail's director of programs, who assumed the role as part of her many duties. It was not necessary to hire a project director for the demonstration. One of the instructors runs the wood shop work experience programs and teaches several classes, including introduction to computers and job seeking skills. The other instructor is the coordinator of the learning resource center and teaches several classes, including the writing workshop. Most of the other classes and workshops offered in the program are taught by community volunteers. Program staff have reached widely into the community, attracting volunteers from the Laconia Chamber of Commerce, the University of New Hampshire cooperative extension service, local charitable and fraternal organizations, and public agencies. Staff from the State Department of Economic Security make regular presentations to program

participants on the local labor market and employment trends in the area. They also provide a source of post-release job search assistance.

2.2 Outreach and Recruitment

2.2.1 Recruitment Strategies

Inmates are informed about the programs and services available at the time of their processing into the jail. The coordinator of the program, who is also the Director of Programs at the jail, is a member of the classification committee and presents the full menu of programs and services available. Inmates may choose to participate at this time or at any subsequent point in their confinement. Except for work experience and jail industries programs (which are restricted to minimum security inmates), all inmates classified at medium security or lower are eligible to participate in any of the TIE activities.

2.2.2 Recruitment Results.

Because of the broad eligibility criteria, and the fact that any eligible inmate may participate in any of the programs or services offered, it is not possible to obtain an unduplicated count of the number of inmates who have participated in at least one program activity. No enrollment targets were set for the program, and no comparison of planned and actual enrollment can be made.

2.2.3 Conclusions

How effectively was the program able to recruit and retain the planned number of participants within the period of the demonstration?

No enrollment goals were set for the demonstration. Program staff report that inmates have been consistently interested in the program, and most of those who are eligible for the program at any given time participate in at least some of its activities. Program staff track enrollment and attendance at each of the component activities, but they do not maintain an unduplicated count of participants. For example, program reports show that in the last quarter of the demonstration grant (October through December 1993), 40 inmates participated in programs in the computer lab, 8 in the wood shop work experience program, and 13 in the current events discussion groups. Because some inmates participate in more than one activity,

it is not possible to simply add the number of participants in each quarter to calculate total participation.

How did eligibility/selection criteria affect recruitment and retention?

With most components of the program available to all minimum and medium security inmates, there was no effect of eligibility/selection criteria on recruitment or retention. Almost all the inmates are volunteers, but as the program became better known to the county judiciary, there was an increase in court-ordered participation in the six-week life skills workshop. Program staff comment that they see no difference in motivation or commitment between court-ordered and volunteer participants. "We make it very clear that they either participate fully, do their assignments, behave, or they're out," one staff member said. If they've been court-ordered, then they are looking at an additional sentence of some kind." All court-ordered participation requires a written evaluation, either to the judge or the probation officer.

What were the most significant factors affecting the program's performance in meeting its recruitment goals?

By and large, participation is voluntary and most of the benefits are relatively intangible. The program tries to attract participants by putting up posters advertising new workshops or courses, highlighting the opportunities for access to the computer lab, developing obvious products of both practical and personal use (resumes, personalized greeting cards, personalized calendars, etc.), and encouraging positive word-of-mouth referrals from current participants and correctional officers. In a small jail, these methods are effective. The most obvious benefits of participation to inmates are an opportunity to occupy their time productively while in jail, identify and work toward resolving problems with substance abuse or relationships, learn new skills, build a documented work history, and gain practical work experience. Except for the few positions in the industries program, inmates have no opportunity to earn income while in the program and no direct benefits after release.

Were program participants likely to have succeeded in finding employment after release without benefit of program participation?

Because eligibility is so broadly defined, selection for the program is almost entirely self-selection by inmates. Inmates who participate are, by definition, more motivated to take

advantage of services and opportunities within the jail than are those inmates who chose not to participate, and it seems reasonable that they are also more likely to find employment after release. Without a carefully controlled evaluation design, it is not possible to say to what extent program participants might have succeeded in finding employment without benefit of program participation.

2.3 Program Activities

Exhibit 2 presents a summary of the baseline services prior to the grant and the enhancements planned and implemented with demonstration funds.

2.3.1 Baseline Programs and Services

At the time the Department of Education grant was awarded, the facility had a limited number of programs and services. These were primarily substance abuse counseling, remedial education, and both paid and unpaid jobs. Individual service plans were not written for new inmates, and there were no specific employment-related services. Inmate work performance was not evaluated.

Substance abuse programs consisted entirely of regularly scheduled Alcoholics Anonymous and Narcotics Anonymous meetings facilitated by volunteers from local AA and NA fellowships. Educational programs consisted entirely of remedial education, both pre-GED and GED preparation. Volunteers were recruited from the community to provide tutoring in basic literacy.

All inmates were expected to work for at least some part of the day. Most work is part-time and unpaid, primarily cleaning and maintenance tasks in the jail and neighboring towns. The only full-time unpaid jobs are in the laundry and kitchen, both located in the neighboring county nursing home. The only paid work is in the industries program, which was established in 1988. Its primary contract at present is with a local crutch manufacturer which ships the component pieces to the jail. Inmate workers assemble, package, and ship the final product. Typical production is 10,000 crutches a month for the four men employed in the shop. The jail has had other private sector contracts in the past but has not been able to maintain a steady business due to the troubled local economy in the past six years. No systematic post-release services were provided before the Department of Education grant was awarded.

Exhibit 2

Belknap County TIE Program Activities

Type of Activity	Baseline	Planned Enhancements	Actual Enhancements
Drug/alcohol counseling	Regularly scheduled AA and NA meetings run by volunteers	Additional education and counseling	—Project Recover, a 12-week program using college student interns
Education	<ul style="list-style-type: none"> —Remedial literacy with volunteer tutors —GED preparation, taught by staff —Study release for vocational education 	A resource center with materials for education, skill development, and job readiness	<ul style="list-style-type: none"> —Learning resource center —2 workshops in basic computer skills —Computer lab with 3 PCs —PLATO software for self-paced remedial education —Word processing, accounting, and other software packages
Life Skills	No services offered	<ul style="list-style-type: none"> —Life skills course teaching coping skills, networking, and use of resources —Employment services including assessment and counseling 	<ul style="list-style-type: none"> —6 week course in life skills —6 week course on family relationships —6 week writing workshop —8 week business management course —6 week course in job seeking skills —4 week course in financial management
Work	<ul style="list-style-type: none"> —Facility jobs and work details —Industry program —Work release 	<ul style="list-style-type: none"> —Systematic evaluation of work performance and documentation of work history —Wood shop work experience providing job safety instruction and a "real work" environment —Auto shop work experience providing vocational skill training and work experience —Private sector business development for the industries program 	<ul style="list-style-type: none"> —Job task analysis for all jail jobs —All jobs evaluated and results incorporated in work history —Work experience in wood shop and automobile maintenance
Post-release	No services	<ul style="list-style-type: none"> —Release planning and preparation —Job placement assistance —Follow-up after release 	—Referrals to Chamber of Commerce and DES

2.3.2 Planned Activities with Department of Education Funds

The Technical Advisory Group consisted primarily of members of the Citizen's Advisory Group established by the county for its corrections department, expanded by the addition of local

college and business representatives. Working with the CGA/CRS consultants, the group agreed on a set of basic principles and strategic guidelines for the development of enhanced programs. The group decided to use the demonstration grant as "seed money" to build a foundation of programs and services that could be continued after the grant ended. This basic principle led to the following guidelines:

- Develop flexible, self-paced, low-staff programs and resources.
- Use existing facility assets, including classrooms, garage, and wood shop.
- Use community-based resources.

A second guiding principle developed by the group was that the TIE program should provide a continuum of services and opportunities that would allow inmates to improve their chances of personal and economic success after release. From this principle, the group derived the following guidelines:

- Programs must tie together work, industry, education, and substance abuse.
- Programs must reflect the real world outside the jail and recognize problems of substance abuse, the need for a high school diploma or GED, and the need for some familiarity with computers.
- Programs should identify and remediate employment deficiencies, and help inmates build a work history.

Led by the CGA/CRS consultants, the group developed an enhancement plan consisting of a variety of services in eight major program components:

1. substance abuse prevention including education and counseling;
2. a resource center with materials for education, skill development, and job readiness;
3. a life skills course teaching coping skills, networking, and use of resources;
4. employment services including assessment, counseling, release planning and preparation, job placement assistance, and follow-up after release;

5. systematic evaluation of work performance and documentation of work history;
6. wood shop work experience providing job safety instruction and a "real work" environment;
7. auto shop work experience providing vocational skill training and work experience; and
8. private sector business development for the industries program.

2.3.3 Results: Enhancements Instituted with Department of Education Funds

Belknap County implemented the planned enhancements primarily by adding two new staff positions and recruiting a cadre of community volunteers to develop and teach new classes and workshops.

Substance abuse. Project Recovery, designed to provide evaluation and treatment for substance abuse problems, was developed during the planning phase of the demonstration. The program includes a formal evaluation of substance abuse problems through a personal drug use inventory and a psychosocial history recorded by a counselor. Inmates who have sentences of less than three months meet with a counselor to develop a post-release treatment plan and attend weekly Alcoholics Anonymous and Narcotics Anonymous meetings. Inmates who have sentences longer than three months may participate in a 12-week series of education and support group meetings designed to help them develop strategies to achieve and maintain sobriety. Students from the counseling program at the nearby University of New Hampshire intern at the jail and typically maintain caseloads of three participants each, although individual caseloads may rise as high as ten participants depending on the needs of the population. These groups sessions are supplemented by AA and NA meetings. The jail has contracted with a certified drug and alcohol counselor to provide pre-release follow-up counseling for inmates who complete the program.

Education. The staff developed a series of short courses and workshops for participants. Some are taught by staff but most are offered by community volunteers. An eight-week Life Skills class taught by an instructor from the Cooperative Extension Service at the University of New Hampshire is central to the TIE program design. Topics covered in the course include values and decision-making, setting family and career goals, household budget management, and effective communication. The course was modified to incorporate a previously separate

workshop on parenting skills, because inmate evaluations of the previous workshop indicated that inmates believed that the most pressing life skills issues they confronted were how to be a good parent, how to discipline children without physical force, how to control anger, and how to set goals for children.

Other courses and workshops developed during the course of the demonstration include:

- A personal assessment workshop to assist inmates in taking stock of themselves and identifying areas for improvement.
- A six-week series of biweekly workshops on effective communications and stress management.
- A six-week series of writing workshops, tied into the production of a jail newspaper at the conclusion of each course. The class does everything in producing the newspaper—deciding on story ideas, doing research or interviews, writing the stories, laying out the paper, and doing final production.
- An eight-week course in job seeking skills and job retention skills. Topics include how to write letters of application, how to prepare a resume, how to present oneself effectively in an interview, and how to manage conflict in the work place. The course also includes presentations on the local labor market by representatives of the Chamber of Commerce and the Department of Economic Security.
- A four-week course on financial management.
- A current events discussion group using a series of videotape news summaries and associated workbooks.

In addition, a computer resource center was established containing three personal computers and a variety of software packages, including word processing, graphic design, spreadsheets, touch typing, and data base programs. The machines contain PLATO educational software, which lets inmates work at their own pace to develop basic skills at grade levels three through twelve. Participants may sign up to use the computer lab for up to three hours a week. There is also a learning resource center, containing textbooks, instructional materials, and videotapes. Finally, the program includes "conjunctive classes" that provide follow-up to all workshops and attempt to tie together the lessons of each course. Conjunctive activities include typing, writing, math exercises, use of the resource center, and group discussions.

Work. Two work experience programs were developed. The largest is a twelve-week wood shop program designed to teach work-place discipline in a practical, "real world" setting that is structured to resemble the private market as much as possible (with the notable difference that wages are not paid). Class size ranges from 6 to 12 participants. Classes runs from 9:00-11:30 every morning, with a variable schedule in the afternoon to accommodate other programs and jobs. Instruction is a combination of lecture, demonstration, and hands-on work. Finished products are sold commercially at three nearby retail stores, and by special order; proceeds go into an account to purchase tools and materials. The course is also tied into the job seeking skills course. To be accepted into the wood shop, each inmate has to write a letter of application, complete an interview ("just like applying for a regular job"), and watch a safety video on which they are tested.

There is also a smaller work experience program providing practical instruction in automobile repair and maintenance. This program is operated at the garage where county vehicles are serviced and maintained. Managed by the garage supervisor rather than by TIE program staff, the program is a less comprehensive work experience program than the wood shop.

Finally, all inmate jobs, including routine tasks such as sweeping hallways, are now included in a comprehensive system of work evaluation. Prior to release, inmates are provided with a written evaluation of their work performance for all jobs they have held in the institution, both paid and unpaid. The written evaluation is designed to enhance the value of their labor for inmates, and to provide supporting documentation for the work histories included in the resumes that TIE participants learn to prepare in job seeking skills classes and refine in the computer lab.

Post-release services. The program does not provide any specific post-release services, although several components of the program include activities designed to facilitate the transition back to the community. For example, the substance abuse prevention program includes specific planning for an aftercare program, and both the life skills and job seeking skills courses deal with return to the community. Participants in the job seeking skills course learn how to prepare resumes, use their own work experience in the jail to add to their work histories, and use the computer lab to prepare resumes that can be used in seeking employment after release.

Participants are encouraged to call those representatives of the Chamber of Commerce and the Department of Economic Security who have given presentations to them previously on

local labor market conditions. Program staff compile individual folders for each inmate, copies of which are given to the inmate upon release. Each folder contains certificates of completion for each course and workshop as well as performance evaluations for work done while in the jail. Participants can use their work experience in jail to enhance their work histories. Inmates who have taken the job seeking skills class also learn to write resumes, and copies of their resumes are included in their folders. The folders are intended to give participants a tangible record of accomplishment to show potential employers.

2.3.4 Conclusions

Did each enhancement contribute to the ability of the program to:

- (a) provide comprehensive inmate services designed to help inmates secure and keep employment upon release?*
- (b) integrate and link education programs, vocational training, private sector work experience, and other services inside the jail?*
- (c) implement an effective transition program to prepare inmates for successful community reentry?*

The enhancements developed through the demonstration grant allowed Belknap County to implement a program of comprehensive services in substance abuse prevention, education, work experience, and preparation for employment after release. The goal of the demonstration was to expand the scope of services available to inmates, and Belknap County was successful in doing this. Concerned about losing community support if the jail tried to expand its industries program during a period when the local economy was faltering and unemployment in the county was high, the jail administration chose not to attempt to expand the client base of the industries program.

Integrating programs, particularly linking education and private sector work experience, is a more difficult task and probably not one that could reasonably be undertaken within the time frame of the Department of Education grant. The industries program provides only a limited opportunity for "real world" work, and Belknap County compensated for that in part by developing work experience programs. The wood shop, in particular, closely simulates private sector work, beginning with the application process and running through marketing of final

products. The job evaluation system also provides a foundation for linking work performance with other programs.

Initial steps in effectively integrating program services can be seen in the efforts of the staff to tie together and reinforce a few basic themes across different activities. These themes are discipline, responsibility, and self-control. The work experience program and job seeking skills classes emphasize work place discipline, how to get along with co-workers, how to follow instructions from supervisors, and how to manage conflict. In the life skills course, discussion of parenting reiterates the same themes in the context of disciplining a child, and substance abuse classes come back to this idea as well.

The computer lab is central in many ways. Participants in the job seeking skills class practice writing letters of application, and they also use the class to prepare their own resumes. Participants are encouraged to use the software to print their own calendars and greeting cards. But use of the computer room, like participation in all program activities, is a privilege contingent on good behavior. Inmates who are written up for disciplinary infractions lose the opportunity to participate while they are in disciplinary segregation. The staff find this a powerful sanction; they explain it in terms of responsibility and choice, stressing that actions have consequences, and participants always have other options.

What were the most significant factors affecting the program's performance in achieving these objectives?

This program has been particularly successful in attracting community resources, including donations of cash and materials, as well as a very substantial commitment of volunteer time. Belknap County used the planning period to expand its advisory group and increase the representation of private sector employers (both directly and through the Chamber of Commerce), other public agencies, and schools and colleges. The advisory group was asked not only to plan what needed to be done but to consider alternative sources of support beyond the demonstration grant. Reaching out for volunteer support from the community was an early feature of program design and a continuing effort of staff. Program staff prepared press releases on all facets of the program and at the completion of each component. They also made a number of presentations to community groups and used their personal contacts in the local area as well. The staff report raising \$1,113 in cash donations from local banks and charities, as

well as more than \$1,100 in materials including videotapes, software, books, tools, and other materials.

The staff are also committed to continuous quality improvement in the program. Participants are asked to evaluate all workshops, classes, materials, and presenters on standard forms. The results are read by program staff, then tallied and summarized. Participants are asked to comment on what they found most useful, what was least useful, and what changes they would like to see made. The staff meet at the end of each series of classes to assess the effectiveness of the classes, identify problems, suggest solutions, and consider other modifications. Changes are made regularly in response to this kind of review. For example, the financial management course was dropped because too few inmates had the necessary math skills or interest; the writing workshops were offered less frequently to reduce the burden on staff; and the separate parenting course was merged into the larger life skills course.

Program staff were also sensitive to the concerns of correctional officers. They saw the support of supervisors and line staff as important to the success of the TIE program, and took a number of steps to assuage the officers' concerns and minimize potential opposition. Security staff were included in the planning group; the new instructors were careful to consider security concerns in their dealings with inmates; and all volunteer instructors were reviewed for security clearance by the lieutenant. Program staff have also tried to let correctional officers take advantage of program resources, the computer room in particular. Further, they look for ways in which program activities or resources can produce benefits for the institution or the corrections staff. For example, they are currently looking for an easy-to-use forms design software that corrections staff can use to modify current requisition and report forms to fit their particular needs. New forms can then be printed in the computer lab. The view of the program staff is that the more that correctional staff can be tied to the program, for example by letting them benefit as well (both at work and personally), the less resistance and the more cooperation the officers will offer.

What program characteristics and features should be changed in order to better achieve these objectives?

Belknap County has completed the first phase of developing a comprehensive and integrated program. The institution now has in place the models and resources for a

comprehensive set of programs and services. Missing is a more direct connection to private sector work opportunities both in the jail and after release. However, it is not clear that the local economy will support more than a small industries program for a small jail located in a predominantly rural setting, and it is equally uncertain that a small jail can provide the work force to sustain more than a small industries program. Jail authorities estimate that there have been typically no more than 20-25 minimum security inmates incarcerated at any given time during the demonstration period. Including work release and jobs in the nearby county home, the laundry, and the kitchen, the jail sometimes has more jobs available than eligible inmates to fill these jobs. In these circumstances, a work experience program, such as the wood shop, that closely simulates private sector work may be the most productive approach to providing the real-life work component.

2.4 Participant Tracking and Follow-Up

2.4.1 Planned Enhancements

The initial materials developed by the planning group include reference to post-release job placement assistance and follow-up. However, during the period of the demonstration grant, program development focused almost exclusively on expanding, refining, and consolidating the services offered within the jail. Some job placement assistance after release is provided through referrals to the Chamber of Commerce and the Department of Economic Security, but no follow-up assistance is provided by program staff. The program director cites the need to concentrate on establishing comprehensive services in the jail as the first priority in program development, particularly given the limited funds available in the demonstration grant. Furthermore, the jail has no legal authority to track inmates after release except for those who remain under the supervision of the probation department. The jail does maintain a close working relationship with the county probation department that permits tracking of participants who are released on probation, but other than this, there is no systematic contact between the program and participants after they are released from jail.

2.4.2 Conclusions

Were the programs able to maintain contact with participants after release?

What services were provided after release?

To what extent were these services successful in helping participants successfully make the transition to school, training, or employment?

Given the focus of the program on services to be provided within the institution, these questions are not applicable.

Chapter Three

STRAFFORD COUNTY JAIL INDUSTRIES VOCATIONAL EDUCATION PROGRAM

The demonstration program in Strafford County was formally known as the Jail Industries Vocational Education program. It is essentially a series of enhancements to the existing jail industries program. The industries program is largely self-sufficient, supported by its own earnings from sales of products to private sector clients and Job Training Partnership Act (JTPA) funds provided through a contract with the New Hampshire Job Training Council. Strafford County used its demonstration grant primarily to expand the base of its industries program and add specific enhancements. A summary of the key features of the Jail Industries Vocational Education program is presented in the sidebar.

Key Features of the Strafford County Jail Industries Vocational Education Program

Strafford County entered the demonstration with a comprehensive set of programs and services available to the general population and a thriving private sector industries program. The basic industries program consists of paid work and a ten-week series of classes in job seeking skills and life skills. In addition, the New Hampshire Job Training Council, which administers Federal job training funds under the Job Training Partnership Act, provides more intensive services for up to 25 participants a year. While they are working in the industries program, these participants receive vocational testing and assessment, along with vocational counseling and career planning assistance. After release, they are eligible for JTPA-funded job placement assistance, on-the-job training, and classroom vocational education.

Strafford County used its demonstration grant to enhance its industries program by expanding its private sector client base, adding supervisory staff, and providing additional educational and counseling services for participants in the industries program. These additional services include an intensive family counseling activity for inmates and their families that is designed to facilitate ex-offenders' return to the community, a computer lab located in the jail industries building, and crisis intervention services provided to participants after their release from jail.

3.1 Program Operations

The Strafford County Department of Corrections serves a rural county in southern New Hampshire. The jail was extensively renovated in 1981, expanding its capacity from 48 inmates to 68. Further expansion and conversion of an adjacent building to provide living quarters for inmates on work release has increased the capacity of the jail to 130 inmates. The population of the jail includes pre-trial, pre-sentenced, and sentenced inmates, as well as inmates transferred from State and Federal prisons. Sentenced inmates typically serve three to four months in jail. Including pre-trial and pre-sentenced inmates, a total of 1,494 individuals were detained at the jail in 1992 and 1,133 individuals in 1993. In 1992, the average daily population of the jail was 118 inmates, with 76 inmates classified as minimum security. In 1993, the average daily population was 108 inmates, with 68 classified as minimum security.

3.1.1 Facilities

The jail is configured in a hub and spoke design, with all inmate housing and most program areas located in the ground floor. Additional program areas, a public visiting area, a lobby, and administrative office space are located on the upper floors of the renovated old jail. Classes and other programs are delivered in the main dining hall on the ground floor and in two adjacent classrooms. A small computer lab and the program director's office are nearby.

As the jail industries program expanded, it outgrew the space available in the small industry room next to the main dining room and was relocated to an adjacent barn that was renovated and brought within the security perimeter (the jail site formerly housed a working farm). Inmates did much of the construction work necessary to convert the barn to a work area, and a \$47,000 bank loan provided the necessary funds for supplies and basic equipment. The primary private sector client, GFS Manufacturing, provided the necessary equipment for its particular production needs. One section of the industries building contains another computer lab developed during the period of the demonstration grant specifically for participants in the industries program.

3.1.2 Recruitment and Case Processing

Inmates are introduced to the industries program during their initial processing into the jail. The basic intake procedure for new inmates includes an objective classification process,

consisting of an individual interview, a physical examination, and a hearing before the classification committee. New inmates are initially held in isolation for 24 hours, then given a physical, and then interviewed by the classification officer, who follows a standard set of questions to record basic information about their current health, past medical problems, substance abuse problems, education, and work history. The final step in the process is a hearing before the classification committee. In addition to receiving their security classification at this hearing, inmates also receive a basic overview of the programs and services available while they are in jail. The director of the industries program sits on the classification committee with the director of programs and a correctional sergeant.

Inmates may apply to participate in the industries program following their initial processing or at any time during their incarceration. To be eligible for the enhancements available through the demonstration program, inmates must be sentenced, have at least one month left to serve, and be employed in the industries program. To be eligible for the industries program, inmates must be classified as minimum security, and they must agree to participate in remedial education or substance abuse counseling as necessary.

With Federal Job Training Partnership Act (JTPA) funds provided through a contract with the New Hampshire Job Training Council (NHJTC), the industries program also offers a package of employment-preparation and post-release services known as the Industries Job Training Program. To be eligible for these services, inmates must be working in the industries program and meet JTPA income eligibility guidelines. Eligibility for JTPA depends primarily on meeting income limits over the six-month period prior to enrollment. Most inmates qualify.

The NHJTC assigns a staff member to the Strafford County program. This individual teaches a job skills/life skills course and is responsible for intake and eligibility determination. Inmates must complete a series of tests—a basic literacy test originally developed for Job Corps, a basic math test, and the Test of Adult Basic Education (TABE). Inmates are given a vocational assessment interview that involves discussion of education, work experience, and vocational goals. Inmates who are eligible for the Industries Job Training Program then meet with the NHJTC staff member to develop an employability plan. The plan specifies the activities in which they will participate while in the program and their post-release employment goals.

The contract with the NHJTC provides for a maximum of 25 participants annually. During the demonstration period, 49 inmates received the JTPA-funded services in the Industries

Job Training Program (25 inmates in 1992 and 24 inmates in 1993). This represents 35 percent of the 141 inmates who participated in the jail industries program during that period (57 inmates in 1992 and 84 inmates in 1993).

3.1.3 Program Staff

In Strafford County, the jail industries program is organizationally separate from the rest of the jail's programs and services. Demonstration staff are located in the converted barn where the industries program is housed. Staff include the director of the industries program, along with two supervisors. For the first three months of the demonstration period, the program also included two part-time staff positions. One position was a job developer responsible for seeking opportunities to expand the private sector client base of the industries program; the other position was a grant writer responsible for exploring private sources of funding, particularly foundations. In addition, the industries program contracts with Southeast New Hampshire Drug and Alcohol Treatment Services for counseling support for two of the enhancements funded by the demonstration grant: the family weekend and mobile intervention programs.

Separate from the demonstration program, and located in the main jail building, are the director of programs, one full-time instructor, one part-time instructor, and one drug and alcohol counselor.

3.2 Outreach and Recruitment

3.2.1 Recruitment Strategies

Inmates are informed about the full range of jail programs and services available at the initial classification hearing, and they also learn about these offerings through word of mouth from other inmates and correctional officers. Staff recruit inmates for the industries program by emphasizing the opportunity to earn money while in jail. Earnings can be used to pay fines, send money home to families, and build savings for use after release. One inmate commented on the value of having some savings: "The last time I did a bit in here, I came in with thirty cents and left with thirty cents. I couldn't get an apartment, a new shirt, not even lunch. This time, I'll have some money, and I won't have so much in fines hanging over my head."

As other incentives for inmate participation, staff point to the opportunity to learn skills, build a current work history, and get assistance in going to school or finding a job after release.

Another appeal of the program is that it helps pass the time constructively. Exercise is limited in the jail, and inmates are not permitted to watch television before 5:00 p.m., so inmates often find time moves slowly. The ban on television before 5:00 p.m. was implemented when the new jail was opened in 1981. It was reached after considerable debate within the county corrections advisory committee. The policy rejects the use of television as a pacifier and deliberately attempts to create a daily atmosphere that encourages inmates to keep busy in productive activities, to stay out of the dayrooms, and to get involved in work or other jail programs.

3.2.2 Recruitment Results

There was no targeting or special selection for the industries program, except that inmates must be classified minimum security in order to work in the converted barn, and they must agree to participate in drug and alcohol counseling and take GED preparation classes if appropriate. Because of the need to maintain a steady flow of work to meet contracts with private sector clients, the industries program strives to be fully enrolled all the time. Average daily participation was 11 inmates in 1992 and 15 inmates in 1993. A total of 57 inmates participated in the industries program in 1992 and 84 inmates in 1993. No enrollment goals were set for any of the enhanced services funded by the demonstration grant. To spread the benefits of the enhancements as widely as possible, when spaces were available in activities such as the family weekend, the director of the industries program allowed enrollment of minimum security inmates who were not in the industries program but who were receiving drug and alcohol counseling.

3.2.3 Conclusions

How effectively was the program able to recruit and retain the planned number of participants within the period of the demonstration?

No specific enrollment targets were set for the industries program or its specific service enhancements. The director of the industries program reports that the average daily population of minimum security inmates in 1992 was 76, with an average of 11 inmates on work release and 11 working in the jail industries program on any given day. This means that 17 percent of the eligible, available inmates were working in the industries program at any given time. In

1993, the average daily population of minimum security inmates was 68, with an average of 11 inmates on work release and 15 in the jail industries program on any given day in 1993. This means that 26 percent of the eligible, available inmates were working in the jail industries program on any given day in 1993.

How did eligibility/selection criteria affect recruitment and retention?

Several factors affected recruitment to the industries program. Perhaps the most serious constraint was the jail rule limiting participation to inmates classified as minimum security. These inmates are also eligible for work release and other off-grounds work programs, and the availability of these other opportunities reduces the pool of eligible inmates available to work in the industries program. Representatives of the CGA/CRS consultant team have pointed out that, to some extent, the industries program is a victim of its own success. It was originally developed to offer medium security inmates a chance to reduce idle time through work, but the success of the program forced its expansion outside the main jail building and thereby limited the access of the original target population.

What were the most significant factors affecting the program's performance in meeting its recruitment goals?

The most significant factor limiting the program's ability to recruit and retain participants is the jail policy restricting enrollment to minimum security inmates. In addition, work in the industries program is often demanding, particularly when the program is underenrolled and pushing to meet a delivery schedule. In these conditions, the pace of production is demanding. Because products must also meet quality control standards that require fine tolerances, orders that are done too quickly and fail quality control inspection must be done over, increasing the pressure. Several participants in the program reported that some eligible inmates are unwilling to work at such a pace for the wages paid in the industries program, although these same inmates commented that they personally found the wages very appealing and that the opportunity to earn wages was one of the primary reasons they enrolled.

Were program participants likely to have succeeded in finding employment after release without benefit of program participation?

Given the voluntary nature of participation and the high degree of inmate self-selection, it is reasonable to expect that program participants would be more likely than non-participants to have had the motivation to actively seek employment after release. However, inmate participants were also outspoken in their belief that other components of the program (job seeking skills, improved work history, and family weekend) provided the knowledge and skills to let them more effectively seek employment after release. Once again, without a carefully controlled evaluation design, it is not possible to say to what extent program participants might have succeeded in finding employment without benefit of program participation.

3.3 Program Activities

Exhibit 3 presents a summary of the baseline services prior to the grant and the enhancements planned and implemented with demonstration funds.

3.3.1 Baseline Programs and Services

Prior to the grant, Strafford County had a strong base of programs and services, particularly in the JTPA-funded Industries Job Training Program. The demonstration grant was used entirely to enhance this existing base. There are two different structures for programs—one for education/counseling programs, and another for the industries program. The education/counseling program offers tutoring in basic literacy, classes and self-paced instruction in GED preparation, drug and alcohol counseling, and work release. There is a separate 50-bed facility for inmates on work release. The industries program, begun in 1986, provides an opportunity for paid jobs on work contracted with private sector clients.

Substance abuse prevention and counseling services are provided by contract with Southeastern New Hampshire Drug and Alcohol Treatment Services, a United Way agency located near the jail. The model is group discussion, and the program lasts 12 weeks, with a certificate of completion at the end. Individual counseling is available on request. Inmates are separated by status—pre-trial in one group and sentenced in another.

Alcoholics Anonymous (AA) meetings are held every Wednesday night through a local fellowship, and Southeastern New Hampshire Services holds a separate AA meeting on Thursday

Exhibit 3
Strafford County Jail Industries Vocational Education Program Activities

Type of Activity	Baseline	Planned Enhancements	Actual Enhancements
Drug/alcohol counseling	<ul style="list-style-type: none"> • 12 week series of group discussions by Southeast New Hampshire Service • Two weekly AA meetings 		
Education	<ul style="list-style-type: none"> • Basic literacy tutoring by volunteers • GED preparation by contract • Computer lab, both Apple and PC • Basic computer skills workshops 	<ul style="list-style-type: none"> • Establish comprehensive resource center for participants to use in "off hours" • Explore additional funding sources to develop new programs 	<ul style="list-style-type: none"> • New computer lab established with 7 PCs • Instructor hired to teach basic computer skills and selected software programs • Part-time program development position created
Life Skills	<ul style="list-style-type: none"> • 37 hours life skills/job skills curriculum for JTPA-eligible inmates • 4 week series in pre-employment planning, taught by volunteer 	<ul style="list-style-type: none"> • Build work history for inmates through job task analysis and formal evaluation of all inmate jobs 	<ul style="list-style-type: none"> • Job task analysis completed for all inmate jobs, paid and unpaid • Structured evaluation of work performance for all inmates working in unpaid positions
Work	<ul style="list-style-type: none"> • Facility jobs and work details • Industries program • Work release 	<ul style="list-style-type: none"> • Secure contract for jail laundry • Add supervisory position in the industries program • Add new private sector clients 	<ul style="list-style-type: none"> • Contract secured for jail laundry • Part-time industry developer worked through the grant period, no new clients obtained
Post-release	<ul style="list-style-type: none"> • Job placement assistance, classroom training, and OJT through NHJTC for JTPA-eligible participants 	<ul style="list-style-type: none"> • Work closely with families prior to release (family weekend) • Mobile intervention services • Improve linkages with parole/probation 	<ul style="list-style-type: none"> • Family weekend • Mobile intervention services

nights for inmates on work release who are housed in the separate building. This additional meeting was implemented to accommodate an increase in the number of inmates who come into the jail on court-ordered work release. In addition, up to three students from the counseling program at the University of New Hampshire do internships at the jail, providing individual counseling for selected inmates.

Instructors teach GED preparation classes three times a week, and individual tutoring is also available. The GED test is given whenever inmates are ready. The director of programs estimates that 15-20 inmates a year earn their GEDs. Basic computer classes are offered three times a week, with about 50 inmates a week taking one or more classes. The introductory sessions consist of basic computer literacy exercises on an Apple IIe. There are also two PCs

(with three on order) that offer an opportunity to learn software programs based on the DOS and Windows operating systems. Instructors teach data entry on these machines.

Staff report a high level of interest in computers; their availability pulls many inmates toward education classes they might otherwise ignore. The opportunity to sit at keyboards for self-paced instruction also attracts inmates who are beginning at very low levels of basic skills and would be embarrassed to be seen with beginning workbooks. Inmates may use the computers as available whenever they have free time.

Pre-employment planning is offered as an evening program open to all inmates. Topics covered include both job seeking skills (e.g., resume preparation, employment interviews, dealing with supervisors) and life skills (e.g., dealing with anger, managing a household budget, parenting). The class is taught by a volunteer from the United Way. Classes are two hours long, twice a week, for four weeks. Inmates may request to remain in the class two or three extra weeks to use the computer lab to work on their resumes.

Every inmate in medium or minimum security is expected to do some work for at least part of every day. None of these are paid jobs. Some are full-time, including delivering meals and clean-up (meals are prepared next door in the kitchen of the county nursing home and delivered to the jail by inmates) and managing the stockroom (maintaining supplies and issuing clothing to new inmates). Other jobs are part-time and include providing weekly changes of bed linen in each security area, cleaning and maintenance of the common areas in the pods and main facility, painting and construction, nightly floor-stripping, and buffing.

A second set of jobs includes maintenance work on the grounds, outside the secure perimeter—cutting grass, maintaining plants, and clearing snow. A third set of jobs includes detail work in nearby towns. The jail charges the town for the salary of a correctional officer and lunch for the whole crew, but the labor is free. Projects typically include clean-up and light construction.

The only paid work available to inmates is through the industries program. Initially based in a small room in the basement of the main jail, the industries program now occupies its own separate building, a former barn renovated by inmate labor and a \$47,000 bank loan (subsequently repaid by the industries program). The building is located within the secure perimeter of the jail and across the exercise yard from the main building. The industries program's primary customer is GFS Manufacturing, a firm that produces switching power supply

magnetics for a wide variety of industrial customers. The firm is located about four miles from the jail, and its president sits on the industries advisory board. The industries program manufactures a variety of transformers, chokes, switches, and other devices for GFS.

The industries program receives significant support from the New Hampshire Job Training Council (NHJTC), which administers JTPA funds for employment and training programs. The Industries Job Training Program is a JTPA-funded program offered for participants in the industries program. Services provided in the jail include vocational assessment, vocational counseling, and classroom instruction in job seeking skills and life skills. The life skills/job skills course consists of 37 hours of instruction offered in 10 class periods, plus homework assignments. Each course last two weeks, and a new course is offered each month. All participants in the Industries Job Training Program are required to attend the course. Other participants in the industries program may attend the course on a space-available basis. After release, JTPA participants are eligible for up to one year of classroom vocational training, up to three months of on-the-job training, and immediate job placement assistance. On-the-job training positions can be included as part of a work release program.

To manage the flow of inmates into different activities, the director of programs prepares a weekly schedule listing all inmates scheduled for activities by type, day, and hour. She posts the schedule on the wall by the program offices, in central control, and in the industry area.

3.3.2 Planned Activities with Department of Education Funds

The Technical Advisory Group established for the demonstration was an expansion of the existing industries program advisory committee, bringing in additional representatives from the private sector and local colleges and vocational programs. Guided by the CGA/CRS consulting team, the group decided to use the demonstration grant primarily to enhance the industries program, a step the CGA/CRS consulting team described as "strengthening the foundation." The group set the following goals:

- broaden the private sector client base,
- expand program resources for participants in the industries program,
- formalize the documentation of inmate work history in all jail jobs,

- expand post-release services for participants in the industries program, and
- seek additional funding sources.

The planning group also recognized that as a result of these enhancements, the industries program could become a stand-alone, full service program parallel to but separate from the jail's main education and counseling programs. There would be one set of programs for the general population, and a separate set for inmates in the industries program. To minimize duplication and rivalry, a sixth goal was established for the demonstration—to increase coordination between industries and education.

3.3.3 Results: Enhancements Instituted with Department of Education Funds

Exhibit 3 above presents a summary of the enhancements implemented with demonstration funds.

Expansion of the industries program. To enlist more potential clients of the industries program, the demonstration coordinator expanded its existing advisory committee to include additional private sector employers and representatives of local vocational schools. In addition, she hired a temporary, part-time staff person for the first three months of the demonstration specifically to develop new business. By the time the developer had identified prospective new private sector clients, increased work from GFS Manufacturing, coupled with the new laundry operation, almost exceeded the capacity of the inmate work force. In order to make sure that the program could meet its current obligations, the director of the industries program decided to defer expansion, and promising new leads were consequently put on hold. The program continued to run at full capacity to meet the demands of current clients throughout the demonstration period.

GFS Manufacturing increased its orders by about 18 percent, and agreed to give the industries program first opportunity to bid on all new orders (the company also contracts with a small firm in the Dominican Republic). GFS invested further in renovation of the work area in the jail industries building. The industries program also successfully negotiated a contract with the county to do the laundry for the entire jail. Laundry had previously been done by contract with an outside firm. New sewer lines, water lines, and electrical hook-ups had to be run to the industries building, and commercial washers and dryers purchased.

The industries program increased the two supervisory positions from part-time to full-time. This allowed the director of the program to concentrate on improving coordination with other jail education and counseling programs, expanding linkages with outside agencies and organizations, and implementing the new family weekend program.

Expanding program resources. A new computer resource center was opened in a section of the industries building, and an outside instructor was hired to teach introduction to computers, word processing, spreadsheets, and data base management. The instructor is a former participant in the Industries Job Training Program who enrolled in college after release.

Documentation of inmate work history. All unpaid jobs in the jail were written up using codes from the U. S. Department of Labor's Dictionary of Occupational Titles (DOT). Demonstration grant funds were used to fund part of a sergeant's position to complete this task and develop a formal evaluation form to document each inmate's performance at all jobs within the facility, both paid and unpaid. Evaluations are filed in a work history folder included in each participant's record and provided to them upon release as an aid to job search.

Post-release services. The demonstration grant supported the development and implementation of a "family weekend" pre-release preparation program for inmates and their families. Southeast New Hampshire Drug and Alcohol Treatment Services developed the program to assist inmates and their families prepare for return to the community. The program consists of an intensive two-day series of workshops and group discussions held over a weekend, with a one-day follow-up session a month later. Based on what they had been learning from inmates in the course of drug and alcohol counseling sessions, counselors from Southeastern New Hampshire Services pointed to the need for a program that brought families more directly into the counseling and education process, particularly as inmates approached their release dates. Family weekends are intended to accomplish this integration, providing a setting where inmates and their families talk together about the problem of substance abuse, approaches to treatment and prevention, and resources available in the community. The group sessions are also intended to improve communication between inmates and their families and build a sense of shared effort in resisting drugs and alcohol after release, when the pressures to use start to build again.

Family weekends are limited to 14 inmates and their families (spouses, significant others, children over 14). Child care is provided for children under 14. The sessions are held outside the jail in the facilities of Southeast New Hampshire Services. Part of the attraction of the

program to inmates is the opportunity to spend time with their families outside the confines of the jail, in a loosely structured setting. They also have a chance to order lunch from outside and to play with younger children during the lunch period.

Initially, family weekends were offered every weekend. After the first six months of the demonstration, a reunion was held for former participants, but only those who had attended weekends in the past month attended the reunion. Responding to the interests and comments of participants, program staff modified the schedule to include a follow-up, "refresher" meeting designed to help consolidate the lessons of the original weekend and provide participants an opportunity to discuss more recent issues and concerns. In the modified schedule, a two-day family weekend is held once a month and a one-day refresher three weeks later. The staff report that interest in the family weekends built steadily, and participants often asked to attend for a second or third time, particularly as they came closer to their release dates.

Family weekends are designed to prepare inmates for release. Also under contract with Southeast New Hampshire Services, the program provides rapid crisis response for inmates after their release.

Additional funding. In addition to the private sector business development efforts undertaken as part of the attempt to expand the client base for the industries program, Strafford County also used the demonstration grant to hire a part-time staff person to pursue funding opportunities from foundations and other Federal agencies. While no foundation funds were raised, additional support was obtained from the Bureau of Justice Assistance to continue the family weekend program through 1994, and a proposal written in conjunction with the Strafford County Human Services Department resulted in a grant from the U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. This grant will allow the industries program to implement new parenting classes in 1994.

Coordinating industries and education. Coordination primarily takes the form of sharing initial test results between the two program directors and requiring participants in the industries program to use education and counseling services. Participants are required to attend GED preparation classes if they do not already have a GED or high school diploma, and they are required to participate in drug and alcohol counseling. The director of the industries program reports that jail industry participants accounted for eight of the 17 inmates in the entire jail who passed the GED test in 1992 and seven of the 11 who passed the test in 1993.

3.3.4 Conclusions and Lessons

Did each enhancement contribute to the ability of the program to:

- (a) provide comprehensive inmate services designed to help inmates secure and keep employment upon release?*
- (b) integrate and link education programs, vocational training, private sector work experience, and other services inside the jail?*
- (c) implement an effective transition program to prepare inmates for successful community reentry?*

The enhancements instituted in Strafford County were focused on the industries program: first, securing and expanding its client base, and second, providing additional services and resources for participants. At the end of the demonstration period, the industries program was a relatively self-contained program integrating education, substance abuse counseling, private sector work experience, release planning/preparation, and post-release services. The industries program was connected with the education and counseling programs available to the general population of the jail to the extent that it used these resources to provide basic education and substance abuse counseling for its participants. Otherwise, Strafford County has two separate sets of programs and services, one for the general population and one for participants in the industries program. While each set of programs has distinctive services, there is some duplication of effort. Each has its own computer lab and each offers a broadly similar class in job seeking skills and life skills.

Some enhancements instituted with the demonstration funds benefit the general population. The development of a job task analysis and performance evaluation system for all unpaid work in the jail allows all inmates to expand their resumes and build a structured work history folder. Minimum security inmates not enrolled in the industries program were also eligible to participate in a family weekend if there were slots available.

In general, the enhancements were intended to benefit the industries program itself. Within the industries program, there are two different streams of service. All participants receive wages for private sector employment, a ten-session course in job seeking skills and life skills, the opportunity to participate in family weekends, and mobile crisis intervention services after release. Participants in the JTPA-funded Industries Job Training Program receive a more comprehensive set of services, including vocational assessment and vocational counseling while

they are in jail. After release, they are eligible for JTPA-funded job placement assistance, on-the-job training, and classroom vocational education.

The jobs available in the jail industries program have considerable post-release employment potential. In January 1992, the New Hampshire Department of Employment Security informed the director of the industries program that the demand for new workers in the area was highest in three fields: electronics assembly, light manufacturing, and automobile mechanics helper. The first two fields are precisely those in which inmates receive training and practical work experience in the industries program.

The industries program has written agreements with the New Hampshire Department of Motor Vehicles and with district judges to identify and pay court-ordered fines and penalties for participants in the program. In 1992, inmate earnings from jail industries work paid \$2,635 in fines and \$2,741 in victim's compensation. In 1993, the comparable figures were \$1,757 in fines and \$4,884 in victim's compensation.

What were the most significant factors affecting the program's performance in achieving these objectives?

The key to the implementation of the demonstration enhancements was the program's strong base in a well-established industries program and the tight focus of its enhancement goals. The program focused on enhancing the quality of the work experience for participants in the industries program, so that participants had an opportunity for high earnings and received useful skill training. During the course of the demonstration period, gross earnings from the industries program almost doubled (from \$53,600 in 1992 to \$100,000 in 1993) although the inmate work force increased by less than 50 percent.

The program also improved its training component, primarily through more direct involvement of its primary client, GFS Manufacturing, but also through the development of its own computer lab and instructional programs in basic software applications. The director of the industries program considers the computer lab a natural extension, not a duplication, of the introduction to computers provided through the jail's education department. The industries computer lab offers participants an opportunity to learn additional computer skills in the work place setting but after work hours. Evening classes allow participants to work full-time during

the day and still take full advantage of educational opportunities. The director of the industries program refers to this as the "full day" approach to meet the needs of "the total inmate."

Scheduling conflicts are a common problem in jail programs, particularly in those jails with jail industries. From a management perspective, the industries program is more like a small business than a program for inmates. The industries director must satisfy the private sector client by meeting quality control standards and production deadlines. These demands can easily conflict with the schedule of other program activities. It is difficult to take participants away from production activities in order to attend classes or counseling sessions. The industries director tries to control scheduling conflicts by offering most program-specific activities in the evening, but some conflict is inevitable. Strafford County has worked hard to anticipate, avoid, and resolve scheduling conflicts, primarily by making educational and counseling programs available nights and weekends, even at the cost of some duplication of the classes offered to the general population during weekdays.

What program characteristics and features should be changed in order to better achieve these objectives?

Expansion is the next logical step for the Strafford County program. One line of expansion is increased family counseling, both in the institution and after release, and this is already under way. Responding to the comments of participants and staff involved in the family weekend program, Strafford County has added a new parenting component to family weekends. Offered off-site at Southeastern New Hampshire Services, this program will consist of six parenting classes, with day care and free immunization for children while parents are in class, and lunch shared by all family members.

Another line of expansion is to make more post-release services available, similar to those now offered to participants who are in the JTPA-funded Industries Job Training Program. This issue is discussed below.

3.4 Participant Tracking and Follow-Up

3.4.1 Planned Enhancements

At the time the demonstration grant was awarded, no tracking or follow-up was done for program participants except those in the JTPA-funded Industries Job Training Program. As a

condition of the contract with NHJTC, these participants were tracked at three months and six months after release. No additional post-release tracking was planned under the demonstration grant. The mobile intervention services component was planned as a crisis response service, not as a tracking activity.

3.4.2 Results: Activities Established with Department of Education Funds

During the demonstration period, industries program staff began to develop specific referral arrangements with other organizations, schools, public agencies, and private employers to provide drug and alcohol counseling, job placement assistance, and vocational education. Staff assist participants in writing letters and making telephone calls to set up specific appointments before they are released. A follow-up counselor to provide monitoring, support, and help resolving logistical and other problems would substantially enhance the effectiveness of these referral arrangements.

3.4.3 Conclusions

Was the program able to maintain contact with participants after release? What tracking strategies were effective and why?

The program director reports that she was under the clear impression that the evaluation contractor would be responsible for participant follow-up. As a result, she reports that the program did not maintain contact with participants after release except through a formal agreement with the probation department (for those participants released on probation). The contract with the NHJTC required three-month and six-month follow with participants who received the JTPA-funded services. The industries director tracked these participants through telephone calls to their homes, employers, or schools, as well as through contacts with the probation department (if they were released on probation).

What services were provided after release?

For most participants, the only service provided after release was crisis response through the mobile intervention services of Southeastern New Hampshire Services. Participants in the JTPA-funded Industries Job Training Program are also eligible for job placement assistance, on-the-job training, and classroom vocational training through NHJTC.

To what extent were these services successful in helping participants successfully make the transition to school, training, or employment?

Post-release employment is a goal of the industries program, on the premise that jobs are the key element in helping inmates stay out of jail and successfully complete probation. The industries director reports that 38 of the 49 participants in the Industries Job Training Program were placed in jobs after release, and one participants from 1993 started his own business after release. The average wage at placement rose from \$5.76 an hour for participants in the program during 1992 to \$5.96 an hour for participants in the program during 1993.

Program staff have found that problems with drugs and alcohol are the most significant obstacle to successful job retention, and this is borne out by the experience of participants in the Industries Job training Program. A total of 13 participants were arrested again after release, a recidivism rate for this group of 27 percent. Six of those re-arrested (almost half the total) were charged with drug and alcohol-related offenses.

Chapter Four

HENNEPIN COUNTY'S PROVIDING OPPORTUNITIES FOR WORK, EDUCATION, AND READINESS (POWER) PROGRAM

In Hennepin County, the demonstration program was formally known as the POWER program. The name "POWER" is an acronym for "providing opportunities for work, education, and readiness." Unlike the other two demonstration sites, the Hennepin County POWER program is a distinct, well-defined program with clearly defined boundaries and content. It consists almost entirely of new activities and services developed through the demonstration grant that are designed to facilitate the return of inmates to the community. A summary of the key features of the POWER program is presented in the sidebar.

Key Features of the Hennepin County POWER Program

Hennepin County entered the demonstration with the most comprehensive set of programs and services of the three sites. These included drug and alcohol counseling, GED preparation, remedial education, access to a computer lab for seven Macintosh personal computers, life skills workshops, work release, study release to attend vocational education or college courses, unpaid full-time and part-time work, paid industries work in the Adult Correctional Facility, release planning, and employment preparation.

The planning group decided that the critical need to be addressed in the demonstration was support for the transition from the Adult Correctional Facility to the community. The POWER program provides a continuum of services beginning during incarceration and extending beyond release. It requires participants to work full-time while they are incarcerated and attend educational and drug and alcohol counseling activities as appropriate. Further, the program focuses on helping participants overcome immediate barriers to finding and retaining employment after release.

New activities and services developed through the demonstration grant include a four-week course in job skills/life skills and a series of post-release services including job placement assistance, follow-up counseling, support from community mentors, and cash stipends for special needs up to a maximum of \$250 per participant.

4.1 Program Operations

The Hennepin County Adult Corrections Facility (ACF) serves a large, urban county. The facility is located in Plymouth, Minnesota, about 12 miles west of downtown Minneapolis.

and has a capacity of about 600 inmates housed in three buildings—one building each for men, women, and work release. The capacity of the men's building is 400 inmates, with an average of 6,640 yearly admissions. The capacity of the women's building is 70 inmates, with 1,075 yearly admissions. The capacity of the work release building is 125 men and women, with 2,262 average yearly admissions. Most sentenced inmates (60-65 percent) have been convicted of misdemeanors. Sentence length cannot exceed one year, and the typical length of stay is between two weeks and five months. The Adult Corrections Facility occupies a building initially built in 1930 as the Minneapolis City Workhouse and Farm.

County policy is that only sentenced offenders 18 years of age and older are housed at the Adult Corrections Facility. Individuals held pre-trial or pre-sentence are housed in a separate sheriff's jail in downtown Minneapolis. However, because the downtown jail is under court-ordered capacity limits, the Adult Corrections Facility also holds overflow from that jail. Staff at the ACF estimate that 15 to 20 percent of the inmates detained at the facility at any given time are pre-trial or pre-sentence.

4.1.1 Facilities

The POWER program has office and programming space in the basement of the men's building, an area known as Freisen Hall. This area contains office space for teachers and counselors, as well as classrooms, a computer lab, and a resource library. Because so much of the POWER program is focused on post-release services, the program also has office space at a probation department field office in the city of Minneapolis. Program staff have use of a county car to transport inmates to job interviews, help them look for housing, and attend to other transitional needs.

4.1.2 Recruitment and Case Processing

Only sentenced inmates are eligible for the POWER program. They are informed about the POWER program as part of their initial processing into the facility, first during group orientation for all new inmates and again during their initial interviews with staff social workers, although they may also apply to the program at any time during their incarceration as long as they have at least 45 days remaining on their sentences. Program staff report that there were

no special targeting or selection criteria; all inmates who met the following basic eligibility criteria were encouraged to enroll:

- sentenced, with 45 days remaining on their sentences;
- have no outstanding warrants or criminal charges;
- work full-time within the facility, either in unpaid prison jobs or paid industries jobs;
- stay out of disciplinary lock-up; and
- agree to attend drug and alcohol counseling and basic education classes, as appropriate.

Interested inmates are given a handout describing the program's requirements and services in more detail. They then complete an application and attend a group orientation. At the orientation, the POWER program coordinator explains the requirements of participation and the services available. After the orientation session, new applicants meet with the coordinator for skill and interest testing, completion of an educational and work history, and a vocational assessment.

Individual contracts are developed for each participant. The coordinator meets individually with participants at least once a week to review their progress and discuss any issues of concern. The coordinator begins to compile a program and employment portfolio to document each participant's progress and performance during his or her time in the program. The portfolio is intended to be used by the participant after release to document work experience and training.

In addition to any other substance abuse counseling or educational activities in which participants may be enrolled, they are required to attend a four-week series of life skills classes specifically intended to prepare them for return to the community. Class sessions are taught for 90 minutes twice a week. A new class begins each month, and inmates are eligible to participate in the month prior to their release date. Class size is typically between 8 and 12 participants.

About two weeks before their release date, inmates meet with the community network facilitator to discuss their immediate employment goals and special needs. Upon release, the community network facilitator provides job referrals, assistance in completing applications and interviews, and follow-up monitoring and support.

4.1.3 Program Staff

The coordinator of the POWER program has office and program space in the basement of the men's building, alongside the other instructors and counselors. The area, known as Freisen Hall, contains office space, classrooms, and a computer lab for all programs and services provided to male inmates. The community network facilitator, the other full-time staff position assigned to the POWER program, has a desk and telephone in a probation department field office in south Minneapolis. He visits the facility regularly but spends most of his time out of the office developing job opportunities and making follow-up contacts with participants who have been released from the facility.

4.2. Outreach and Recruitment

4.2.1 Recruitment Strategies

Inmates are informed about the program as part of their initial processing into the facility, first during orientation for all new inmates and again during their initial interviews with staff social workers. Staff also post notices about the program and rely on word-of-mouth referrals from current participants and other members of the facility staff, including correctional officers, instructors, and counselors.

Staff report that after the first five or six months of operation, word-of-mouth referrals were the most common source of applicants. The POWER coordinator holds group orientation every month, with a new job skills/life skills class starting the following month.

4.2.2 Recruitment Results

The program set an overall enrollment goal of 150 participants during the demonstration grant period. A total of 148 participants enrolled during this period, and 126 participants (85 percent) successfully completed the program prior to release. Enrollment in each monthly cohort was between six and twelve participants.

Hennepin County conducted a separate evaluation of the program.⁵ This study compiled information on participants who successfully completed the program. Exhibit 4 displays the characteristics of these participants. Overall, the study found that participants were typically in

⁵ Program Evaluation Team, Information Resources Management Program, Administrative Support Division, Hennepin County Government, *The Power Program: Final Evaluation Report*, December 3, 1993.

Exhibit 4
Selected Characteristics of POWER Participants

Selected Participant Characteristics	Number	Percent
Gender		
male	93	74 %
female	33	26 %
Race/ethnicity		
African-American	55	44 %
White	62	49 %
Native American	8	6 %
Other	1	1 %
Marital Status		
married, living together	16	21 %
divorced, separated, widowed	40	13 %
living with partner	26	32 %
never married, living alone	40	32 %
other	4	3 %
Education		
less than 12 years	11	8 %
12 years	95	75 %
more than 12 years	20	17 %
Work Experience in two years prior to participation		
full-time (at least 35 hours per week)	33	26 %
part-time	55	43 %
unemployed	38	30 %
Current Offense		
felony	100	79 %
misdemeanor	26	21 %

Source: Hennepin County, *The Power Program: Final Evaluation Report*, December 1993, pp. 9-16

their late twenties (with a median age of 28), male (74 percent), and either white (49 percent) or African-American (44 percent). Most had worked in the two years before they enrolled in the program, 26 percent full-time and 43 percent part-time or irregularly. Participants had a relatively high level of schooling: 92 percent had either a GED or high school diploma. Twenty-five percent had received training or technical education beyond high school.

Most participants (79 percent) were incarcerated on a felony or gross misdemeanor conviction, and most (79 percent) had at least one prior criminal conviction. Current sentences

ranged from two to twelve months, and the median sentence was four months. Almost all participants (95 percent) reported that substance abuse had been a problem for them.

4.2.3 Conclusions

How effectively was the program able to recruit and retain the planned number of participants within the period of the demonstration?

The POWER program was highly effective in recruiting and retaining participants. The program met 99 percent of its recruitment goal of 150 participants; 85 percent successfully completed the program.

How did eligibility/selection criteria affect recruitment and retention?

Recruitment was simplified because eligibility criteria were not stringent.

What were the most significant factors affecting the program's performance in meeting its recruitment goals?

The program offered highly visible, tangible benefits to participants after release, in particular job placement assistance, limited cash stipends to meet specific needs, and proactive follow-up counseling and support.

Were program participants likely to have succeeded in finding employment after release without benefit of program participation?

The participant characteristics reported in the Hennepin County internal evaluation suggest that the inmates who enrolled in the program were probably better educated and had more work experience than most inmates in the general population and therefore were more likely to succeed in finding employment after release whether or not they had the benefit of the program's services. Because eligibility was so broadly defined, entry into the program was almost entirely by self-selection. These inmates were, by definition, more motivated to take advantage of services and opportunities within the facility than were inmates who chose not to participate. As a result, in addition to the advantage of a better education, program inmates were also more likely to find employment after release because of their higher motivation level. Without a carefully controlled evaluation design, it is once again not possible to say to what

extent program participants might have succeeded in finding employment without benefit of program participation.

4.3 Program Activities

Exhibit 5 presents a summary of the baseline services prior to the grant and the enhancements planned and implemented with demonstration funds.

4.3.1 Baseline Programs and Services

At the time the Department of Education grant was awarded, Hennepin County offered a broad range of programs and services, a substantial complement of staff, and an active volunteer program. The county had already made a substantial commitment to programs and services for the inmates. Its programs are organized into four departments: social services, education, work/study release, and industries.

The social services department provides assessment and individual counseling for inmates at all three buildings in the facility. Each new inmate is interviewed by a social worker, and together they develop a joint plan for the programs and services in which the inmate will participate. Professional staff include a supervisor, five social workers, and one case aide.

The education department provides a variety of courses, including basic skills remediation, literacy tutoring, GED preparation, health education, AIDS prevention, English as a Second Language (ESL), and off-site vocational education and college through a "study release" program similar to work release. The facility offers a variety of workshops, including topics such as family relationships, sexuality, anger management, parenting, job seeking skills, and household budget management. With its Macintosh-based computer lab, the education department offers instruction in basic computer skills and a variety of software packages. Inmates may sign up to use the computer lab for personal projects and self-paced instruction as well as for formal classes. Counselors in the education department also provide drug and alcohol counseling, both individual and group sessions, in addition to sponsoring Alcoholics Anonymous and Narcotics Anonymous groups led by outside fellowships.

The county maintains an active work release program, which also includes the "study release" component that allows inmates to attend school or college. Men and women on work

Exhibit 5
Hennepin County POWER Program Activities

Type of Activity	Baseline	Planned Enhancements	Actual Enhancements
Drug/alcohol counseling	<ul style="list-style-type: none"> • Individual and group counseling • Chemical health education • AA and NA meetings 		
Education	<ul style="list-style-type: none"> • Basic literacy tutoring with outside volunteers • Self-paced GED preparation • ESL • "Study release" to attend vocational school or college 		
Life Skills	<ul style="list-style-type: none"> • Job seeking skills • family relationships • sexuality • anger management • parenting • household budget management • other special interest workshops 	16-hour, four-week job seeking skills/life skills workshop	16-hour, four-week job seeking skills/life skills workshop
Work	<ul style="list-style-type: none"> • Facility jobs and work details • Industries program • Work release 		
Post-release	<ul style="list-style-type: none"> • Release preparation workshops • Conditional release for job search 	<ul style="list-style-type: none"> • Job placement assistance • Limited stipends for housing, clothing, tools, uniforms, other special needs • Follow-up counseling and support • Mentors 	<ul style="list-style-type: none"> • Job placement assistance • Limited stipends for housing, clothing, tools, uniforms, other special needs • Follow-up counseling and support • Mentors

release are housed in the same building. Professional staff assigned to the program include a supervisor and 18 correctional officers.

The industries program in the Adult Correctional Facility was established in 1981. Inmates are paid on a piece work basis, with the basic rate calculated at the minimum wage and an opportunity to earn up to the local prevailing wage based on individual production. The industries program has a varied list of private sector clients and takes on both short-term and long-term projects. During the demonstration, the major long-term client was Peerless Chain, a company that manufactures chains for security, fencing, and dog leads. Inmates assemble and package chains of different length, with an average of 20 inmates working on orders for this

customer at any given time. A program coordinator and three correctional officers supervise the work.

Prior to the demonstration, the facility had developed a comprehensive system of performance evaluation for all inmate work. Job performance is evaluated in writing according to a structured framework. Written job evaluations were adopted for the POWER program as well, and incorporated into participant portfolios. Staff from the ACF provided training and technical assistance to the two New Hampshire demonstration programs on the job evaluation process.

4.3.2 Planned Activities with Department of Education Funds

After the grant was awarded, a planning group was formed that included members of the county's Corrections Advisory Board and 23 members of the current facility staff, representing all departments: security, industries, social services, education, volunteer services, and staff training units. The group met for two days in retreat to formulate the mission statement, goals, and objectives for the demonstration. The members then divided into separate committees to complete detailed operational planning for five substantive program issues: recruitment, programming, training, transition, and evaluation. Planning and design work extended over a five month period, with members of the group meeting as often as one day per week for the first three months.

The planning group determined that the most critical unmet need among inmates was transitional services. As a result, the key features of the POWER program model are its focus on the transition from the facility to the community and the provision of intensive follow-up services after release. As one member of the planning group put it, "we had just about everything in place—the jobs, the education, drug and alcohol counseling, work release. What we didn't have was a connection to jobs and other services after release, and that's what we really added with POWER." The plan was to develop a set of pre- and post-release services that would provide inmates with a continuum of services, from the first day in the institution through release into the community.

The idea of a community mentor program was suggested at one of the first meetings of

the planning group. Volunteer mentors were seen as a cost-effective method of providing counseling and support for inmates after release and also as a way of broadening the base of community support for ACF programs. The program could be developed on the base of the facility's existing volunteer program, which brought a large and diverse array of volunteers into the facility to offer a variety of services ranging from classes in topics of limited interest to the kinds of one-on-one supportive relationships that are at the heart of the mentoring concept.

Because it represented so comprehensive a range of interests and experience both within and beyond the facility, the planning group expanded its mandate to include the kinds of institutional support necessary to successfully implement the transitional services that were to be the core of the POWER program. The mission statement developed by the group for the POWER program was:

"To demonstrate that providing opportunities and motivation for a select group of residents to develop work readiness and life skills in a short term institution will empower them to make a successful transition back into the community, thus reducing recidivism."

Within the terms of this mission statement, the group set eight goals for the program. One outcome goal and two process goals defined the core of the program:

- Participation in the program should have the outcome of improving resident performance and empower residents to assume increased responsibility for their own lives.
- The program should maximize and enhance the use of existing resources by coordinating education, vocational training, work experience, and social service programs.
- The program should provide transitional services through building community linkages.

Five other process goals expressed the consensus of the group regarding the kinds of institutional supports necessary for the program.

- Assure staff commitment to excellence by developing an incentive plan for staff involved with service delivery in the POWER program.
- Assure that education and training meets industry norms and standards.

- Maintain the quality and integrity of the industries program while assuring customer satisfaction.
- Promote parity in programming for male and female participants.
- Increase public awareness about the nature and scope of the POWER program.

A continuing Technical Advisory Group was formed by selecting members of the planning group. This group met considerably less often than the initial planning group, but it provided the program with critical links to resources and support beyond the institution.

4.3.3 Results: Enhancements Instituted with Department of Education Funds

Exhibit 5 presents a summary of the enhancements planned and implemented with demonstration funds. There are two sets of enhancements. One consists of new services provided to participants while they are in the institution; the other consists of post-release services. Post-release services are discussed in section 4.4 below. In this section, we discuss enhancements provided within the confines of the institution.

Orientation/assessment/individual plans. Intake for the program includes a group orientation session and individual interviews with each applicant conducted by the POWER coordinator. During this interview, the program coordinator collects information on outstanding charges or warrants, prior criminal convictions and incarcerations, last grade of school completed, employment history covering the three most recent jobs, the applicant's assessment of whether substance abuse is a problem, any drug or alcohol treatment, and current participation in any facility programs or services. Applicants also take a basic skills test and complete an interest inventory.

The stated purpose of the intake interview is to develop the most appropriate individual service plan for each participant. Participants must agree to work at a full-time job in the facility, either unpaid (in the kitchen or laundry) or paid (in the industries program), to be eligible for the program. Individual service plans also specify other appropriate programs or services, such as drug and alcohol counseling. Participants are enrolled in the program once they sign their service plan.

Individual service plans are completed in the month prior to the start of each life skills class, but participants are expected to begin working and participating in other activities

immediately. From this time until they are released, the coordinator meets individually with all participants at least once a week to discuss their progress, performance, and plans. Meetings are scheduled at breaks, lunch, and at the end of the day.

Job seeking skills/life skills. This course combines instruction in life skills and work readiness. It covers a variety of topics, including resume preparation, how to conduct yourself in an employment interview, anger management, conflict management, communication skills, household budget management, and family relationships. The program coordinator teaches the course in two 90-minute classes each week for four weeks. To avoid conflict with participant work schedules, one class is taught in the evening and the second in the late afternoon.

The course was initially organized as a series of discrete topics; intake was done on a rolling basis and new participants joined the course at any point, remaining until they had completed the full set of topics. After the first few months, however, the course was reorganized so that each topic built on the lessons of preceding topics, allowing more progressive learning. Rolling intake was eliminated and a new, self-contained course began each month. According to the staff, these changes had the added benefit of giving participants an opportunity to build group cohesion and learn to listen to and learn from one another.

During the course, participants use the computer lab to prepare resumes and model letters of inquiry and application that they can use in subsequent job search. Resumes include their work experience in the institution as well as previous jobs.

The course completes the first, pre-release phase of the program. At the end of each cycle, the coordinator obtains written performance evaluations from each participant's supervisors and includes copies in the portfolios given to each participant at the end of the course. Portfolios are inch and one-half, three-ring binders that contain appointment calendars, a master and twelve copies of their final resumes, certificates of completion for the life skills course and any other educational activities or programs they have taken in the facility, copies of any awards they have earned, and copies of their work site supervisor evaluations.

The community network facilitator meets with each group in the third week of classes to explain the post-release services available. The following week, he meets individually with participants to discuss their specific work experience, skills, interests, and immediate employment needs. The facilitator takes into consideration each participant's release date, housing needs, access to transportation, and other special needs. He starts specific job

development for each participant one to two weeks before his or her scheduled release dates. If job opportunities are available, he takes participants on job interviews before release.

4.3.4 Conclusions

Did each enhancement contribute to the ability of the program to:

- (a) *provide comprehensive inmate services designed to help inmates secure and keep employment upon release?*
- (b) *integrate and link education programs, vocational training, private sector work experience, and other services inside the facility?*
- (c) *implement an effective transition program to prepare inmates for successful community reentry?*

Hennepin County had a broad range of comprehensive services in place prior to the demonstration, including drug and alcohol counseling, GED preparation, remedial education, a variety of life skills workshops, work release, study release to attend vocational education or college courses, unpaid full-time and part-time work, paid industries work, release planning, and employment preparation. The POWER program built on this core of programs and services.

The POWER program promotes integration of education, work, and other services in three ways. First, all participants are required to work at full-time jobs in the facility and enroll in other appropriate programs and services. Second, the program coordinator develops an integrated service plan tailored to the needs and circumstances of each participant and including post-release services. Third, the coordinator also functions as a case manager while participants are in the incarceration phase of the program, meeting with them regularly to provide monitoring and support.

In its fundamental design, the POWER program is entirely a transition program intended to provide a continuum of services beginning during incarceration and extending beyond release. Further, the program focuses on helping participants overcome immediate barriers to finding and retaining employment after release.

What were the most significant factors affecting the program's performance in achieving these objectives?

The program was the result of an intensive planning process that brought together representatives from all departments of the facility to pool their knowledge and experience. They identified the transition of inmates from the institution to the community as the critical

need the demonstration grant should address. They took advantage of existing resources rather than duplicating or modifying them, and they concentrated on developing new services specifically focused on transition. Enhancements to existing programs and services were developed expressly to support the new post-release services that constitute the major focus of the demonstration.

What program characteristics and features should be changed in order to better achieve these objectives?

Enrollment in the program is constrained by availability of post-release counseling and support. The community network facilitator spends most of his time out of the office doing job development, visiting participants at work sites, and providing support and assistance in resolving problems. The program coordinator estimates that there is sufficient interest among inmates to support a monthly post-release counseling and support class of 30 participants. By adding new staff, enrollment of this size could be accommodated without curtailing intensive post-release case management.

4.4 Participant Tracking and Follow Up

4.4.1 Planned Enhancements

Release preparation workshops were in place before the demonstration began, but no systematic tracking or follow-up counseling and support was available other than that provided through the probation department. With the demonstration grant, Hennepin County proposed to add job development, job placement assistance, and ongoing case management provided by a new staff position, the community network facilitator. The community network facilitator would be responsible for compiling lists of community resources and making referrals to appropriate public and private agencies for specific services such as transportation assistance, housing, and child care, as well as providing encouragement and support. Additional support would be provided through an extensive program of volunteer mentors.

The mentor program was one of the most distinctive features of the POWER program design. The purpose of the program was to develop relationships between responsible adults in the community and ex-offenders. Mentors were to be volunteers from the community who would agree to a one-year commitment to provide support and advice to program participants after release. The plan was to recruit mentors through the institution's existing volunteer

development program. Mentors would be carefully screened through interviews and criminal records checks. They would be given two days of initial training, including background information on the facility, the scope and purpose of the POWER program, critical issues affecting the ex-offender's reintegration to the community, and the responsibilities of the mentor and the participant. The community network facilitator would be responsible for providing ongoing supervision and support. Mentors would be matched individually with participants, based on background and interests, while participants were in the life skills class. The match would not be confirmed unless both mentor and participant agreed. Only inmates with no convictions for violent crimes would be eligible for the mentor program.

The first two or three meetings between inmates and mentors were to be scheduled prior to release; all subsequent meetings would be held in different community settings. Mentors were to be specifically prohibited from holding meetings in their own homes. The follow-up counselor would be responsible for monitoring the progress of mentoring relationships through bi-weekly telephone contacts in the first three months after release and one telephone contact each quarter for the next nine months.

4.4.2 Results: Activities Established with Department of Education Funds

Job placement assistance. The community network facilitator formerly worked at a community-based organization in Minneapolis, where he was responsible for job development and placement in JTPA-funded youth programs. He came to his position in the POWER program with a well-established network of relationships with employers and community organizations throughout the metropolitan area. He used this network to begin job development for POWER participants. He continues to network from his employer base, but he also goes to job fairs and makes cold calls based on ads in the local newspaper. A counselor from the county Work Readiness Program for General Assistance recipients is based full-time in the nearby Mall of America and works collaboratively with the POWER program community network facilitator.

Most of the job opportunities developed for participants are in assembly, packaging, and light manufacturing, with high turnover rates and a typical wage rate between \$6.00 and \$8.00 an hour. Because of the turnover rate and low skill demands, employers are almost always

hiring and have modest expectations. They trust the community network facilitator to do reasonable pre-screening before referring applicants and to be available to resolve problems.

The Hennepin County internal evaluation asked staff to track the employment status of the 126 participants who had successfully completed the program and been released as of November 5, 1993.⁶ The study found that 70 participants (56 percent) had obtained at least one job. Most of these jobs (77 percent) were full-time (at least 35 hours per week). The median starting wage was \$6.00 per hour, with limited benefits. The wage range was from \$5.50 to \$10.80 an hour. Turnover was common. Fewer than half (43 percent) of these participants retained their initial jobs, with retention ranging from 4 to 54 weeks. The median length of job retention was 22 weeks. About half (53 percent) of those who left their first jobs found other jobs, with half of these individuals continuing to be employed, about one-fourth moving on to other jobs, and the remaining one-fourth no longer working. At the end of the study period, 35 percent of POWER participants were employed and 65 percent were either not working or could not be located.

The county study is subject to a number of limitations and almost certainly undercounts the actual level of employment, primarily because some of the former program participants who could not be located were likely to be working. Further, there is some truncation bias. Participants who were released in the month before the study period closed, and participants who had left jobs during the month in the same time period, might have become employed after the close of the study period.

Program staff agree with the general results of the county evaluation and observe that job retention is a more difficult issue than job placement. They estimate that 35 to 40 percent of participants are employed at any given time in the year after they are released, and that attrition is concentrated in the first two months of employment. The primary attrition problem, they believe, is drug and alcohol abuse. "They come out clean and sober, but they slip," one staff member said. "They live in the same neighborhoods, have the same friends, and hang out in the same places, and once they have gotten a couple of paychecks, we lose them over the weekend."

Stipends. Reviewing their experience after the first few months of the program, the POWER staff concluded that the most immediate barriers to job placement were usually

⁶ Hennepin County, *The Power Program: Final Evaluation Report*, December 3, 1993, p.16-22.

problems in finding housing or transportation, along with the need to have uniforms, tools, or other equipment for the job. The key needs are housing assistance, transportation assistance, clothing, and food. Staff comment that inmates often have no place to live when they are released from the facility—those who had an apartment cannot maintain their rent payments while they are incarcerated, while others who had been living with friends are no longer welcome after incarceration. The program has developed referral resources for affordable housing, including a single resident occupancy building (SRO) operated by Catholic Charities that charges \$5.99 a night. Staff also have a list of landlords who offer reasonable accommodations and low rent, especially in buildings that have restrictions on drinking.

The program offers participants bus passes for up to two months after release. Staff find that transportation is an increasing problem, particularly the lack of public transportation to the new light industry sites around the edge of the metropolitan area. Staff are exploring a van pool with some contiguous employers.

More significantly, the staff restructured the demonstration budget to create a pool of stipends to meet short-term needs. At the end of the demonstration period, program staff set aside \$25,000 for stipends, with total payments to any one participant limited to \$250. Maximum stipend levels were set as follows for specific needs, subject to the overall individual limit of \$250 per participant:

- \$250 for rent
- \$200 for clothing
- \$250 for up to one month of child care
- \$15 for costs of state identification card
- \$15 for copies of a birth certificate
- \$150 for household items such as cooking utensils and dishes
- \$25 for emergency groceries
- \$25 per week (\$100 total limit) for residents without cooking privileges
- \$250 for miscellaneous expenses such as application fees, utility bills, uniforms, and tools.

Mentors, follow-up counseling, and support. A substantial level of resources and effort were committed to development of the mentor program, including a detailed training plan, curriculum, and guidebook for mentors. Despite this effort, and the comprehensive materials

developed, the mentor program was not successfully implemented. The staff estimate that 15 individuals applied to be mentors and completed training, but no more than four or five were successfully matched with participants. The problem appeared to lie with resistance from participants, who did not see the value of a mentor relationship, especially given the restrictions imposed on the relationship by the facility administration. Mentors were not allowed to lend money, provide job references, offer rides in their cars, or invite participants to their homes. Mentors were essentially "befrienders" who were there to offer advice and encouragement but little more. Because this was a thin role, few inmates expressed interest in the mentor program.

Even for participants who formed relationships with mentors, attrition was high. Program staff attributed this to participants' lack of social skills and limited capability to form trusting relationships. There were practical problems as well: because many participants did not have phones for months after release, and some did not have stable addresses, it was very difficult for participants and mentors to stay in touch.

Finally, the community network facilitator did much of what otherwise might be expected of a mentor. He offered practical assistance, as well as support and encouragement. He went to court with them, provided rides, and helped them deal with problems.

4.4.3 Conclusions

Was the program able to maintain contact with participants after release? What tracking strategies were effective and why?

Program staff estimate that they are able to maintain contact with about 75 percent of participants after release. Some participants move to other communities, and some simply drift away. The key to maintaining contact is the community network facilitator, who spends most of his time in the community visiting participants at job sites, responding to requests for help, and offering advice and encouragement. He calls on the participants he sees to help locate participants he can no longer find. In addition, he capitalizes on his office space in the probation department by using relationships with probation officers to help maintain contact with participants.

What services were provided after release?

The program provided a rich array of post-release services, including job development, job placement assistance, housing assistance (including stipends to defray the first month's rent),

transportation assistance (bus passes and rides), small stipends for work-related expenses such as uniforms or tools, emergency allowances for utilities, food, and clothing, and follow-up counseling and support.

To what extent were these services successful in helping participants successfully make the transition to school, training, or employment?

In the absence of a comparison group that did not participate in the program and without systematic follow-up data for both program participants and the comparison group, it is not possible to determine whether the program had a measurable impact on the transition of participants back to the community. Observation of the level of services provided and partial data on participant outcomes, however, suggest that the program has a substantial, positive effect on the reintegration of ex-offenders.

Chapter Five

CONCLUSIONS

In this chapter, we summarize the process evaluation findings for each demonstration program and discuss the implications of these findings for policy development and subsequent research. In considering the conclusions, readers should keep in mind the limitations of the evaluation design. The evaluation was conducted six months after the end of the demonstration period. It relied substantially on documents and retrospective interviews with key staff at the three demonstration sites. It did not have the benefit of sustained, contemporaneous contact with the demonstration sites during the implementation of the demonstration projects. While we had access to progress reports and other documents reporting on implementation, we had no way of confirming how complete or balanced this information is. We know what has been recorded, not what has been left out. Further, we have no independent data on the quality of instruction and services. Most limiting of all, we have no systematic, quantitative data on participation and outcomes. Assuming that the evaluation contractor would be responsible for collecting the necessary information on participant characteristics, extent of participation in specific activities, and post-release outcomes, the demonstration sites maintained only those records considered to be most appropriate for program management at each site. While some information on participation and outcomes is available from each of the sites, it is not complete for any single site and is not comparable across sites.

5.1 Summary of Findings

The Department of Education set two broad goals for the demonstration. The first was to integrate academic education and vocational education with private work experience. The second was to design and implement activities such as job placement, follow-up services, job development, and family counseling that would help inmates prepare for successful community reentry. In addition, each site established its own specific local goals. Each of the three demonstration programs started from a different base of existing programs and services, and each represents a different dimension in the development of a comprehensive program of education, work, and transitional services for jail inmates. In this section, we evaluate the

success of each program in achieving both the Department of Education's overall goals and its own specific goals.

5.1.1 Belknap County TIE Program

Belknap County was successful in achieving the Department of Education's goals for the demonstration. To achieve the first goal of linking education and private sector work experience, Belknap County first had to expand private sector work opportunities. Unable to expand the existing industries program because of local economic conditions, Belknap County developed an innovative, wood shop work experience program that simulates private sector employment as closely as possible and is directly linked to an eight-week course in job seeking and job retention skills. Further linkage of education and work experience is provided in the computer lab developed with the demonstration grant. The lab provides a setting where inmates can use personal computers for self-paced instruction in academic subjects, and where they can apply the lessons they are learning in the job seeking skills course to resume writing and writing letters of application for job interviews. Belknap County achieved the second Department of Education goal by expanding drug and alcohol counseling, developing a number of new courses and workshops that offer instruction in a variety of practical skills, and providing opportunities for inmates to improve their work histories through systematic evaluation of all inmate work performance.

Belknap County's local goals for the demonstration recognize the natural constraints imposed on any small jail. The county sought to use the grant as seed money to develop a program model that offered a continuum of services of opportunities that could be sustained after the end of the demonstration grant. Belknap County was quite successful in achieving this goal. The county implemented the new programs and services by adding two new staff positions and recruiting a cadre of community volunteers to teach classes and workshops. The TIE program has been particularly successful in attracting community resources, a modest level of donated funds and goods, and a much more substantial commitment of volunteer time. Because the advisory group was not only asked to plan what needed to be done but to consider alternative sources of support beyond the demonstration grant, reaching out for volunteer support from the community was an early feature of the program design and a continuing staff effort.

Belknap County has completed the first phase of developing a comprehensive and integrated program. The institution now has in place the models and resources for a comprehensive set of programs and services for inmates during their incarceration. A natural second phase of program development would involve post-release services. These services, however, may be particularly difficult for small jails to implement on their own.

5.1.2 Strafford County Jail Industries Vocational Education Program

Strafford County was successful in achieving the Department of Education's goals for the demonstration. Strafford County entered the demonstration with a strong industries program that was linked to education and counseling programs in the jail through the requirement that all participants become involved in drug and alcohol counseling and GED preparation as appropriate. The core of the industries program was the JTPA-supported Industries Job Training Program offering vocational assessment, vocational counseling, classroom instruction in job seeking skills and life skills, and post-release support for up to one year of classroom vocational training, three months of on-the-job training, or immediate job placement assistance. With the linkages largely in place, Strafford County used the demonstration grant to expand the enrollment capacity of the industries program by expanding its client base. It added the jail itself as a client by gaining a contract to do laundry for the institution, and it secured significant increases in orders from its primary private sector client, GFS Industries. These two expansions alone brought the industries program effectively to full capacity. Further linkage of education and work experience is provided in the new computer lab located in the converted barn where the industries program is housed. The lab provides a setting where participants can use personal computers for self-paced instruction in academic subjects and where they can apply the lessons they are learning in the job seeking skills course to resume writing and writing letters of application for job interviews. Accessible to participants in the evening, the lab allows them to avoid scheduling conflicts and balance the demands of both work and education.

Strafford County achieved the second Department of Education goal by developing a new family weekend pre-release preparation program for inmates and their families. The weekend program consists of an intensive two-day series of workshops and group discussions held over a weekend, with a one-day follow-up session three weeks later. The program provides a therapeutic setting for inmates and their families to discuss substance abuse, approaches to

treatment and prevention, and resources available in the community. The program also expanded its instructional offerings, particularly evening courses in common software applications. The demonstration benefitted the entire population of the jail through development of a new job classification and evaluation process that offers inmates the chance to improve their work histories through systematic evaluation of all inmate work performance.

Strafford County formulated its local goals in terms of the broad Department of Education goals. It sought to enhance its strong industries program by expanding its client base, increasing its resources and services, expanding post-release services for participants, securing additional funding, and increasing coordination with existing jail education and counseling programs. Expansion of the private sector client base was limited largely by restrictions on inmate participation, particularly the jail policy that only inmates classified as minimum security are eligible to work in the converted barn. The new computer lab, software classes, and evening hours substantially expand resources available to participants in the industries program, and the program was successful in securing additional funding to continue and expand the family weekend program. The family weekend program and the new system of job classification and work evaluation benefitted the general population of the jail as well as participants in the industries program.

The most difficult local goal to achieve was expansion of post-release services. Participants in the Industries Job Training Program had access to JTPA-funded classroom instruction, on-the-job training, and job placement assistance after release, but no similar services are available to other participants in the industries program. Through their earnings in the program, they do have an opportunity to accumulate savings and pay court-ordered fines and restitution during their incarceration. This alone eases the transition back to the community and reduces the need for additional post-release assistance. More direct follow-up support was available to participants after release in the form of mobile intervention services, a crisis response capability provided to participants after their release from jail.

At the end of the demonstration period, the industries program was a relatively self-contained program integrating education, substance abuse counseling, private sector work experience, release planning/preparation, and post-release services. The industries program was connected with the education and counseling programs available to the general population of the

jail to the extent that it used these resources to provide basic education and substance abuse counseling for its participants.

Expansion is the next logical step for the Strafford County program. The most compelling avenue for expansion is to make more post-release services available, including job placement assistance and follow-up counseling. Another line of possible expansion is increased family counseling, both in the institution and after release, and this is already under way in the form of a new parenting component added to the family weekend program.

5.1.3 Hennepin County POWER Program

Hennepin County was successful in achieving the goals of the Department of Education. POWER is a distinct, well-defined program that consists almost entirely of new activities and services developed through the demonstration grant. These are a four-week course in job skills/life skills and a series of post-release services including job placement assistance and follow-up counseling provided by a staff member based in the community, additional support from volunteer community members, and limited cash stipends for special needs.

The POWER program promotes integration of education, work, and other services in three ways. First, all participants are required to work at full-time jobs in the facility, and attend educational and drug and alcohol counseling activities as appropriate, based on the results of individual testing and assessment. Second, the program coordinator develops an integrated plan of service, including post-release services, tailored to the needs and circumstances of each participant. Third, the coordinator also functions as a case manager while participants are in the jail phase of the program, meeting with them regularly to provide monitoring and support.

Enrollment in the program is constrained by a shortage of post-release counseling and support. The community network facilitator spends most of his time out of the office doing job development, visiting participants at work sites, and providing support and assistance in resolving problems. The program coordinator estimates that there is sufficient interest among inmates to support a monthly class of 30 participants. Enrollment of this size could be accommodated without curtailing intensive post-release case management by adding staff.

The POWER program had mixed success in achieving its local goals. To the extent that its goals directly supported the Department of Education goals, the program was successful. It built on existing resources and provided transitional services through community linkages.

However, to the extent that its local goals reached beyond the Department of Education goals and sought to build institutional supports that reflected the results of the intensive planning process, the program was less successful. Higher administrative authorities in the facility did not support the goal of establishing a staff incentive bonus plan. The POWER program had neither authority nor resources to pursue the goal of assuring that education and training met industry norms and standards and the goal of assuring continued customer satisfaction with the quality of the goods produced by the industries program. By offering a section of the job seeking skills class in the women's building, the POWER program did contribute to the goal of promoting parity in programming for male and female participants. Through the TAG and other public presentations, Hennepin County was successful in achieving its final local goal of increasing public awareness about the nature and scope of the POWER program.

5.2 Common Issues

The three demonstration programs are so different in focus, scope, content, structure, and funding levels that no conclusive cross-site findings can be drawn, particularly given the lack of quantitative data on service delivery, participant characteristics, and post-release outcomes. Each site designed changes, enhancements, and new components to address unmet service needs and to respond to the realities of its specific local context. Given the substantial differences in size, location, resources, local labor markets, history, and focus among the three demonstration sites, it would be inappropriate and misleading to compare the results of the three projects. What we can usefully do is to look for common themes and issues in their implementation experiences.

- Providing for a planning period, supported by a high level of technical assistance, produces better program designs and minimizes subsequent implementation problems.
- Even small jails can provide comprehensive counseling and education services, along with realistic work experience, by aggressively reaching out to community resources.
- Small and medium sized jails need to devote special attention, inventiveness, and resources to developing and sustaining effective post-release programming. These jails need to address the many factors that work against this crucial program component,

including the lack of legal authority to interact with inmates after discharge.

- All programs benefit from commitment to a process of continuous program improvement through internal evaluation of their services and activities.
- A computer lab is a key resource, drawing participants into programs, allowing for self-paced education, and linking naturally to assignments in life skills and job seeking skills classes.

5.3 Policy Implications

The three demonstration sites represent different phases in the development of comprehensive programs linking education, training, and work experience within correctional facilities along with the provision of job placement assistance, follow-up counseling, and other support services after release. Their experiences show that it is possible for local correctional facilities to effectively implement a comprehensive program irrespective of differences in size, setting, and resources. The demonstration suggests that local facilities should proceed first by building a base of comprehensive services within the jail. The key elements of this base are:

- drug and alcohol education, counseling, and treatment;
- instruction in basic math and literacy skills, linked to GED preparation;
- a computer lab allowing for instruction in basic computer skills and self-paced learning;
- a series of classes in life skills and job seeking skills that knowledge and skills to ease an inmate's return to family, work, and community; and
- meaningful work experience that involves or realistically simulates employment in the private sector.

All three sites have work release programs and active private sector industries programs, but even the largest of the programs can provide jobs for only a portion of potential participants. All three sites have pursued active business development efforts, but with only modest results. This suggests two courses of action. First, the Federal Government might provide local jails with aggressive technical assistance in business development strategies. Second, local jails can

make productive use of work experience programs, such as the wood shop in Belknap County, that simulate private sector employment.

Linking programs within the jail to proactive follow-up counseling and support after release, particularly in the first 60 days, may be the most important component in assisting ex-offenders to make the transition back to the community. The demonstration sites indicate that there are a number of different strategies for implementing these services. Strafford County developed its family weekend pre-release counseling and has direct linkages with JTPA training and job placement services for selected participants in its industries program. Hennepin County offers the most comprehensive post-release services through a staff member stationed in the community. His experience demonstrates the range of issues that confront ex-offenders and the value of small financial stipends as well as counseling and job placement assistance.

The experience of the demonstration programs also suggests that effective integration of services depends very significantly on effective case management. This includes development of individual service plans based on careful assessment of individual circumstances, regular contact to monitor progress, and timely intervention to resolve problems.

5.4 Research Implications

As noted, the present evaluation has been significantly limited by the lack of standardized, systematic data on individual characteristics, service delivery, and experiences after release. It has not been possible to answer the following basic process questions:

- Who participates? Why?
- How are participants different from the general population?
- What strategies are most effective in recruiting different target groups?
- Who completes program components? How are they different from those who drop out?
- How does retention/attrition differ among different kinds of program activities?

Future demonstrations should include a series of forms to capture basic information on the characteristics of all inmates during the demonstration period. At a minimum, this would include information on age, race/ethnicity, marital status, criminal record, current offense, current sentence, outstanding warrants or charges, education, and work history. In addition, all

program services and activities should have enrollment and termination forms that are linked to basic inmate information and indicate dates of enrollment, date of completion, and date and reason for termination short of completion.

Finally, from their inception, future demonstrations should provide for the possibility of independent, follow-up data collection after release so that the subsequent employment, schooling, and criminal arrests can be tracked. Collecting comparable information on all program participants (however "program" is defined) with at least a representative sample of inmates who do not participate in the program satisfies the minimum necessary conditions to measure the impact of these programs on participant behavior after release. Ultimately, the test of program success is whether it makes a difference in how ex-offenders act after they are released from custody.

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000

