APPENDIX T: JAIL WORK AND INDUSTRIES

Making Jails Productive

During the course of this study, many U.P. officials expressed an interest in finding constructive activities for jail inmates. Some had heard of innovative new work activities that have been developed in jails in other regions; others worried about the future of existing work programs in their communities that provide opportunities for offenders to make better use of their time.

Changes Pose New Challenges

During the study, jail managers in the U.P. expressed concerns about the changing characteristics of their inmates: longer time in jail, higher risk, less suited for working outside of the jail. They noted a growing shortage of the "good inmates" that used to be housed in jails. Expanded alternatives to jail have diverted many of these low security jail inmates to residential programs or non-residential programs in the community. The inmates who now populate the region's jails are largely idle while confined because they are not eligible for the traditional work programs that are operated outside of the jail.

Most counties operate some form of community service work program, sometimes with community corrections funding from the state. Although many of these programs collect a small fee for the services that are provided by work crews, none are able to operate without a subsidy. It is likely that the state will stop funding such programs. If this happens, these programs will end unless they generate more revenues, or counties begin to fund them.

Building a Stronger Foundation for Work Activities and Programs

The U.S. Department of Justice funded an initiative to study jail work activities, promote expanded use of inmate labor, and develop new tools to help counties expand the use of inmate labor. The federal initiative identified the importance of building a strong foundation for work programs by involving a wide range of stakeholders in the development process.

As a result of these federal efforts, officials who want to make jails more productive have a wide range of resources up which to draw. These are available without cost through the National Jail Work and Industries Center, at www.jailwork.com.

Productive Jail Symposium in January 2010

County officials and jail managers from most U.P. counties attended a one-day "productive jail" symposium in January 2010. They learned about the range of practice in jails of all sizes, strategies that have proven successful, and resources that are available to help them increase jail productivity. The following pages present the Power-Point slides that were presented at that event.

When Inmates Work, Everyone Can Win

Presenter to U.P. Counties at UPCAP Symposium
January 2010

Adapted from a presentation at the American Jail Association
Annual Training Conference
Sacramento, California
May 2008

Rod Miller, National Jail Work and Industry Center

Additional resources are available at www.jailwork.com

Objectives:

* Identify barriers to expanding the use of inmate labor
* Describe several jail work/industry programs that represent a range of approaches
* Identify effective strategies and resources
* Describe available resources

Work Is the Common Denominator for

"Jail Industries" (work activities)

The National Institute of Justice (NIJ), the Bureau of Justice Assistance (BJA), and many professional organizations have adopted a broad view of "jail industries."

For the Justice Department, a jail industry is defined as an industry that

uses inmate *labor* to *create* a product or provide a service that has *value* for a

public or private client and that *compensates* inmates with pay, privileges, or

other benefits.

SOME BENEFITS…..

* Becoming self-sufficient (and sometimes profitable).
* Providing inmates with meaningful work experience and income.
* Reducing inmate idleness.
* Reducing inmate tension and misconduct.
* Improving skills for postrelease employment.
* Providing positive publicity.
* Relieving crowding.
* Providing an inmate management tool that promotes better inmate behavior.
* Increasing inmate incentives.
*. Contributing to the community.

* Help inmates become self-sufficient.
* Provide inmates with funds for postrelease.
* Reduce the jail population.
* Raise money for charity.
* Provide inmates with incentives to participatE.
* Increase the sense of responsibility among inmates.
* Teach the work ethic.
* Reintegrate inmates into society.
* Provide employment opportunities after release.
* Reduce recidivism.
* Avoid competition with state correctional industries.
* Employ as many inmates as possible.

Classifying Inmate Labor

Two major characteristics are a starting point for describing your practices

- ***Where*** work occurs
- ***Who*** is served (the type of customer)

Charting Inmate Work

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away					
Near					
Inside					
Housing/ Dayroom					

Hampden County, Massachusetts
York Street Industries

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away					
Near					
Inside	**X**	**X**	**X**	**X**	
Housing/ Dayroom					

Hampden County, Mass.

- Started off site by community (Chamber of Commerce) over 25 years ago
- Proved itself and county built large shop in new jail
- Generates revenue that more than offsets all costs (approaching $1 million/year)

Hampden County, Mass.

<u>York Street Industries</u>

- Manufacturing of mattresses and pillows
- Hygiene kits
- Secretarial chairs
- Full line of upholstery services--- gym wall pads, auditorium seats, office chairs, furniture repair and refinishing

Arapahoe County, CO

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away					
Near		**X**	**X**	**X**	**X**
Inside	**X**	**X**	**X**	**X**	**X**
Housing/ Dayroom				**X**	**X**

Arapahoe County, Colorado

- Public and private customers
- Fulfillment services (no products to the private sector… federal laws)
- Production started in dayroom!
- Expanded into more industry space inside the secure perimeter– paid for by revenues from program
- Certification, job connections

Arapahoe County, CO

Inmates working in housing unit dayroom

Certification, Competencies

Montgomery County, MD

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away		**X**		**X**	
Near		**X**		**X**	
Inside	**X**	**X**		**X**	
Housing/ Dayroom	**X**	**X**		**X**	

Montgomery County, Maryland

- Started in old jail after Advisory Committee found clients
- Started in dayroom of direct supervision housing unit
- First major client was county school system
- **NEW JAIL designed for jail industries:**
  - Baked goods program
  - **Job Shop**- bulk mail, assembly work, photocopying, misc. labor-intensive jobs
  - Digital Imaging
- Inmate labor is central to comprehensive inmate reentry initiative

Montgomery County, MD

Baked goods program

Job Shop- bulk mail, assembly work, photocopying, misc. labor-intensive jobs

Assemble science kits for elementary schools

Digital Imaging

Montgomery County, MD

Inmates working in dayroom of old jail facility

Montgomery County
Reentry Employment
Development Endeavor (REDE)

- In conjunction with the pre-employment services provided at the Correctional Facilities One Stop Employment Center
- REDE activity encompasses inmate pre-employment training in the Job Shop and the Digital Imaging Shop
- Correctional officers provide soft skills training, workplace survival techniques, and assist in developing good work habits in both sentenced and unsentenced inmates.

REDE (continued)

- Training is the result of feedback from focus groups including inmates, Probation & Parole Officers, and potential ex-offender employers
- All stressed the importance and need for *basic work habits* and skills as essential for obtaining and maintaining employment placement in most industries

REDE…

- Job Shop training is task-based, including basic assembly work and bulk mail preparation.
- Six hours each weekday, inmate workers operate under the same language, etiquette and performance expectation of a normal business workplace.
- Workers in the Digital Imaging Shop perform imaging, indexing and archive tasks for the Department of Permitting Services, Digitizing Services.
- This work helps inmates to develop marketable skills and the self-confidence needed to sustain lawful post-release employment.

REDE….

- **Having a positive work experience and understanding the associated dynamics is critical to sustaining post release lawful employment.**
- **Understanding that the structure provided by employment can be helpful in controlling destructive addictive behaviors is emphasized.**
- **For local governmental agencies and local non-profit (501-C3) organization.**
- **Cost savings to these organizations an important by-product of the program.**
- **Consistent with the current restorative justice philosophy of having offenders make a contribution to the community in which their offense was committed.**

Peumansend Creek Regional Jail, VA

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away	**X**	**X**		**X**	**X**
Near					
Inside	**X**	**X**	**X**	**X**	
Housing/ Dayroom					

Peumansend

- Regional jail serving several cities and counties
- Sentenced offenders, lower security
- Entire facility based on full inmate participation in programs and work
- Substantial revenues from jail industries program

Peumansend Creek Regional Jail, VA

- Embroidery – Gov. or non-profit – embroidery logo on shirts, hats, jackets, etc.
- Silkscreen–Gov/ non-profit–silkscreen shirts, etc.
- Repair Shoes – Va. DOC – resole inmates shoes.
- Printing – Self and a few cities/counties – print forms and letterhead
- Work Crews – cities and colleges – cut grass, paint, clean dorms, moving furniture.
- Farm Work – Self – Grow food for the jail.

Work Ethic

- Inmates gain a positive work ethic while earning modest wages for their labor.
- May be first real job for many inmates
- Teaches responsibility
- How to get up and go to work every day
- Work as a team, follow directions from a supervisor and abide by shop rules.

Arlington County has proven work can "work" and be *very* popular with taxpayers

WORK DETAIL
Prisoners say new program not the sa
Sign ma inmates
Inmates in unique work progra
Behind Bars, A Trade School
At Arlington County Jail, Inme
Local Governments Using Inmate Workers
County inmates work with DPW
Inmates Move Fror

Arlington County

Strafford County, New Hampshire

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away					
Near					
Inside	**X**				**X**
Housing/ Dayroom					

Neighboring Belknap County showed how private sector industries can operate in a 50-bed jail

Belknap County, NH

Washington State Jail Industries Board

Statewide Networking

Counties to State

* Cowlitz County, WA

Counties to Other Partners

* Snohomish County

Sacramento County, CA

	CUSTOMER				
WHERE	Self	**Other Gov't Within Co.**	**Other Co. Or State**	**Non-Profit**	Private Sector
Away					
Near					
Inside	**X**	**X**		**X**	
Housing/ Dayroom					

Sacramento County, CA

- Rio Cosumnes Correctional Center.
- Launched in 1994.
- Program is designed to provide skill training to the inmates, while at the same time producing goods for government agencies and non-profit organizations.
- Inmates who successfully complete the training are awarded a certificate of completion that outlines the level of competency they have achieved.
- The program is self sufficient.

Sacramento (continued)

- **Engraving and Sign Shop** - produces a wide variety of banners, metal and plastic signs, nameplates, as well as award plaques.

- **Metal Fabrication Shop** - fabrication of vehicle conversions for security transportation is the basis for a trade school to teach metal fabrication.

SACRAMENTO COUNTY SHERIFF THE POWER TO PROTECT

Leelanau County, Michigan

Inmates' arts and crafts benefit the local community

Leelanau County

Specific Work Activities --- Percent of Jails Surveyed

NIJ- National Institute of Justice *National Survey*

PCT	Work Activity
95.6%	Cleaning
86.4%	Laundry
80.4%	Grounds work
79.6%	Food Service
70.2%	Maintenance
36.3%	Other (see list)
6.0%	Painting
6.0%	Highway/Co. Road Litter/Litter Patrol
5.2%	Washing/Waxing Cars
5.0%	Recycling/Landfill
4.4%	Road Work
4.4%	Community Service
3.9%	Clerical/Office, Filing, Secretarial
2.8%	Carpenter Work
2.8%	Farming/Livestock

Survey…

2.8%	Landscaping
2.8%	Auto Repair/Mechanic
1.9%	Humane Society
1.9%	Public Works
1.9%	Construction
1.9%	Moving
1.9%	Commissary Operations
1.7%	Teach Other Inmates/Tutors
1.4%	County Parks
1.4%	Print Shop
1.4%	Law Library
1.4%	Build/Renovate Houses
1.1%	Clean Cemetery
1.1%	Trash Collection
1.1%	Fairgrounds
1.1%	Sewing/Tailor Shop

Other work activities reported by jails that were surveyed

Activity Aids	Medical
Assembly Work	Metal Shop
Carpet Installation	Non-Profit Projects
Chaplain's Assistant	Photographer
Clean Courthouse	Putting Docks In
Clean Pews	Sales Work
Computer work	Sanitation
County Water Works	Setting Up for Community Events
Dept. Natural Resources Work	Shop
Disaster cleanup	Small-Engine Repair
Event Auto Parking	Snow removal
Field Gleaning	Stocking Supplies
Greenhouse	Tree Planting
Helping with Art Fair	Work off sentence
Make Log Books	

You'd be surprised what's working in jails… *An alphabetical listing*

Agriculture, horticulture

Animal grooming

Assembly

Auto repair, body, detailing

Baking, Food preparation

Bindery- collate, fold, insert

Cleaning

Computer data entry and related computer tasks

Digital imaging

Alphabetical, continued

- **Embroidery**
- **Events** set up, break down
- **Furniture assembly, repair**
- **Graphics**
- **Housekeeping**
- **Job shop** (labor intensive work)
- **Laundry**
- **Mailings**
- **Maintenance**
- **Meals on Wheels**
- **Printing**
- **Recycling**
- **Repair, reupholstering**
- **Sewing, repair**
- **Silkscreen,** signs and more
- **Telephone answering**
- **Warehouse services**
- **Welding**
- **Woodworking**

Now We Have Proof! Inmates Who Work While Confined Do Much Better After Release

Correctional Industries Preparing Inmates for Re-entry: Recidivism & Post-release Employment

National Institute of Justice

Cindy J. Smith, Jennifer Bechtel, Angie Patrick, Richard R. Smith and Laura Wilson-Gentry.

Economists Agree: Inmates Contribute to Economy

Economics of Inmate Workforce Participation

4 Independent Papers– Harvard, Princeton, Chicago, Texas

If 2 million inmates were available to the private sector, how would the economy be affected?

Accounting for the Value of Inmate Labor

Jails operating in the upper left quadrant are the most stable

FEE BASIS

Method Of "Payment"	FULL VALUE	DIS-COUNTED VALUE	Expenses	Just Plain Free
CASH	Stable			
CREDIT				
Cost Avoidance			Unstable	

PARTNERSHIPS

Some potential partners—

- **Your own agency**
- **Other agencies within the county**
- **Local communities**
- **Other counties**
- **The State**
- **Federal/National**
- **International**

→

Public sector

Non-profit

Private Sector

Selecting new work and industry projects and customers—

A Balancing Act……

Potential Benefits — **Impact on the Community**

♦

Excuses, excuses…

I DON'T HAVE ENOUGH SPACE!

Strafford County, New Hampshire, started its pioneering private sector electronics program in little more than a closet.

Hampden County, Massachusetts, found space outside the jail.

Arlington County, Virginia, uses dayroom space.

Many types of industries can operate in space currently available—some can use inmate day spaces.

I DON'T HAVE STAFF!

Belknap County, New Hampshire, created its private-sector program with no additional funds or staff.

Arlington County, Virginia, uses existing county employees from other departments to expand the program's workforce.

I'M NOT BIG ENOUGH!

New Hampshire's Strafford County (100 beds) and Belknap County (50 beds) are highly successful industry programs in small jails.

An even smaller jail in Minnesota produces wood products.

I DON'T WANT TO MAKE LABOR OR BUSINESS MAD!

Business and labor have become some of the strongest supporters of jail industry programs, after having a chance to help develop and shape them. Consult with them at the outset, but be ready to accept some of their conditions. In Iowa, labor unions have become one of the strongest supporters.

I WORRY ABOUT SECURITY!

Products and services are carefully selected to complement security concerns. Montgomery County, Maryland, routinely consults with security staff when any new work project is being considered. *If we can operate kitchens inside the perimeter with inmate labor, we can do just about anything!*

I DON'T HAVE ENOUGH SENTENCED INMATES!

Successful jail industries shape their programs to the unique sentenced inmates characteristics of the inmate workforce.

In Strafford County, New Hampshire, some industries use pretrial inmates, classified as medium-security risks, who spend as little as 3 weeks in confinement.

Face it, our "good" sentenced inmates are getting harder to find, as our jails become more populated with pretrial detainees.

Heck, look at Escambia– pretrial detainees working outside!

Franklin Co. Jail Advisory Committee

Involving all of the stakeholders at the beginning

Foundation Decisions:

Franklin County Inmate Workforce

Chambersburg, PA 17201-3091

Developed by:

Franklin County Jail Industries Advisory Board

December 2003

FOUNDATION DECISIONS (From Workbook)

1 **Identify Source(s) of Guidance and Policy**

2 **Determine Goals and Objectives for an Industry Program**

3 **Determine What Is Allowed by State/Federal Law and What Standards/Regulations Apply**

4 **Determine Who Should Be Served (public vs. private)**

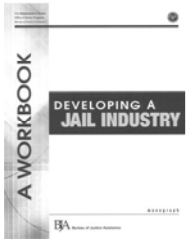
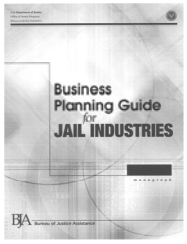
5 **Determine Types of Inmates Available to Work, and How They Will be Selected**

6 **Determine Methods for Motivating Inmates (pay/no pay)**

7 **Determine Where Work Can Occur (inside/outside)**

8 **Identify Sources of Assistance (Resources)**

Where to find help…

www.jailwork.com

www.jailwork.com *Or* www.correction.org