

NLWJC - Kagan

DPC - Box 011 - Folder 029

**Crime - Prison Employment
Programs**



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Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc: Leanne A. Shimabukuro/OPD/EOP
Subject: Prisoner Rehab Programs

Bruce:

Per your request:

What we've done:

Over the past couple of years, most of our efforts to train and educate prisoners have come in the form of improvements in the Federal Bureau of Prisons (BOP) programs and grants to the states for comprehensive treatment (The Republican majority in Congress has not supported funding for other programs, such as the boot camps we originally proposed). Specifically, we've accomplished the following:

-- **BOP.** Last year BOP, through its Federal Prison Industries (FPI) employed about 20,000 inmates -- or about 25% of its prison population. BOP inmates also spent more than 11 million classroom hours in such programs as literacy, occupational/vocational training, English-as-a-Second Language, parenting, health promotion, release readiness and other continuing adult education. In fact, on a typical day, about 35% of the federal inmate population is involved in some type of education program. And in 1998, more than 6,000 federal inmates received their GED -- an increase of 25% from the previous year.

-- **Residential Substance Abuse Treatment (RSAT) in the States.** The Crime Bill authorized between \$30 and \$75 million per year for long-term residential drug treatment in state prisons. These programs fund between 6 and 12 months of substance abuse treatment -- set apart from the general prison population -- and are required to provide aftercare services that include education and job training.

What we propose doing in FY 2000:

The FY 2000 budget offers several opportunities to expand education and training for prisoners. These include:

-- **Certainty of Punishment.** This \$40 million initiative, designed to promote alternatives to incarceration for young offenders (up to age 25), will allow us to fund innovative community-based correction programs that can include long-term community service, work programs linked to victim restitution, and other alternatives to incarceration that link job training with accountability (drug testing, compensating victims, day reporting, electronic monitoring, passing GED, paying child support). If the President wants, we can specifically design a program under this initiative that is focused on employing offenders.

-- **Coerced Abstinence.** The FY 2000 budget will include some \$200 million in drug testing and treatment that can be further linked w/education and training. Although the \$50 million in

Drug Courts and \$65 million in RSAT funds can be strengthened to specifically include education and training components, the \$85 million in new funds offers the best opportunity to do what the President wants. Since most of these will go to fund state drug testing and treatment plans, we can essentially use this new program to replicate much of what the Federal BOP already does (see above).

-- **Prison Work Demonstration.** We can also add to the budget a proposed DOJ initiative to fund a \$6 million Prison Work demonstration program that: (1) develops model "Prison at Work" programs that systematically improve prison employment in the states (only about 10% of state prisoners work); and (2) funds "Model Industry" innovation grants to test new methods to increase inmate employment (i.e., new production methods, targeting new portions of the prison population, etc.).

Other ideas to consider:

Finally, there are a few more avenues that we can look into that don't necessarily require new funds or legislation. They include:

-- **Fatherhood programs.** An estimated 60% of the persons in prisons are fathers. How can we tap into the support for fatherhood programs to work w/this population.

--- **Welfare-to-work.** Localities can chose to use their welfare-to-work grants to target ex-offenders. What more can we do to get cities to focus on this population. Already, the Mayors are saying they want to focus on keeping ex-drug offenders clean when they are released from state prisons. Are they will to commit some of their W2W dollars for this purpose?

THE WHITE HOUSE
WASHINGTON

12-14-98

Bruce/Elena:

THIS DOT-PROPOSED INITIATIVE
SEEMS TO RESPOND PRETTY
DIRECTLY TO THE PRESIDENT'S
RECENT COMMENTS. IT
SEEKS \$6 MILLION TO
DEVELOP MODEL "PRISON AT WORK"
PROGRAMS TO SYSTEMATICALLY
IMPROVE PRISON EMPLOYMENT &
"MODEL INDUSTRY" INNOVATION
GRANTS. UNFORTUNATELY, FUNDING FOR
THIS PROGRAM WAS LOST WITH
PRISON FUNDING, BUT WE COULD
ALWAYS STEAL \$6 MILLION FROM
SOMEWHERE ELSE.

THOUGHTS?



4. Prisons at Work Demonstration Program \$6,000,000

State prisons in the United States currently house 1.2 million inmates, 1 million of whom are between the prime working ages of 20 and 64. Yet only 78,000, or 6.5 percent of the total, work in jobs that produce marketable goods and services. The United States economy is operating at full employment levels while, at the same time, our prisons stockpile 2.5 billion untapped labor hours every year. Many economists wonder whether this huge labor force might help the U.S. keep its manufacturing and other jobs here.

Prison employment programs also prepare inmates for meaningful re-integration into the community by teaching them marketable trades and skills. In addition, inmates develop work ethic, pride, responsibility, and motivation. Together these learned skills give recently released offenders an alternative to criminal industries which, in turn, can lead to lower recidivism rates. A study titled "Crime and Poverty: Some Experimental Evidence from Ex-Offenders," R.A. Berk, K.J. Leinihan, and P.H. Rossi, confirmed previous findings from an unpublished paper, *Recidivism Among Federal Prison Releases in 1987: A Preliminary Report*, by Harer, M.D., showing that ex-offenders with jobs commit fewer crimes than ex-offenders without jobs. Between 1979 and 1992, inmates employed in prison-based joint ventures certified by the Department of Justice earned over \$28.6 million, with contributions of \$5 million to offset the cost of their incarceration, \$3.2 million in federal and state taxes, \$1.7 million in victim compensation, and \$1.9 million toward support for their families. These combined deductions of nearly \$11.9 million represent a return to society of \$0.41 for every dollar these inmates earned (NIJ's *Program Focus*, November 1995). The financial argument alone is compelling in its support for prison employment programs, and the potential benefits to society in terms of reduced recidivism rates merely add further weight to this position.

Despite these compelling reasons to increase inmate employment, no State employs more than 10 percent of its inmate workforce in the production of marketable goods or services. This is because efforts to increase utilization face many obstacles, including the realities that: (1) prisons aren't designed like factories; (2) security and safety considerations constrain efficient work arrangements and overall productivity; (3) correctional managers are trained for supervising and housing inmates, not for producing and marketing products; (4) many inmates are unskilled and poorly trained for producing marketable goods and services; (5) prison industries are constrained by law and policy in the types of products they can produce; and (6) prisons are often not conveniently located for interaction with private sector partners.

The Federal government has over 60 years experience in developing and managing prison employment programs which, in 1997, produced over \$500 million in goods and services sold to the U.S. government. The Federal government, and NIJ in particular, can build upon federal experience and expertise in administering prison-industry programs to develop national models and strategies to assist State prison systems in increasing inmate employment and transitioning offenders to full-time employment upon release.

To achieve this, NIJ envisions a long term demonstration program that will concurrently employ two strategies: a model “Prison at Work” program and a “Model Industry” innovations grant program. In three “Prison at Work” sites, NIJ will work intensively, over several years, to remove barriers to employment and to increase the number of inmates employed. In “Model Industry” innovation sites, NIJ will offer incentive grants to test innovative prison employment experiments within 40-60 State prisons. Together, the two “Prison at Work” programs comprehensively apply state-of-the-art strategies in three prisons while also hosting 40-60 laboratories to develop and test new approaches that improve the state-of-the-art.

Model “Prison at Work” demonstration sites. NIJ will enter into long term partnerships with three State prison systems with the goal of systematically improving prison employment over a 5-year period. NIJ will work with the demonstration sites to gradually remove all obstacles to employment. Some obstacles require management analysis and reformation. Others might require legislation to remove restrictions on production for prison products. Other changes might be structural -- requiring redesign and reconfiguration of prison space -- or technological -- requiring new solutions to monitoring inmates working outside prison walls. The partnerships will sustain focus on the list of barriers and the goal of significant increases in employment.

Through a combination of technical assistance and demonstration funds, NIJ will help prison officials develop the plans, financing, training, management structures, incentives, and legislation needed to implement changes within designated prisons. During the implementation phase, on-site analysts and evaluators will monitor progress, identify technical assistance needs, and document processes as well as results. Interim assessments will review the results of individual actions and modify them as appropriate. NIJ estimates the cost of these efforts at \$3 million annually, over the projected five years of the program.

“Model Industry” innovation grants. NIJ will award 10 “Model Industry” innovation grants per year to demonstrate and test innovative approaches to increasing inmate employment. Grant awards will require that prisons demonstrate new production methods, target new portions of their inmate populations, support prison operation needs through internal production, develop restorative approaches for neighboring communities, or test new marketing approaches. NIJ estimates the cost of this project at \$2 million annually.

Advocates of work in prisons suggest that, besides producing revenue and defraying the cost of their imprisonment, working inmates are easier to manage. Many economists agree that with prison work experience, released inmates are more likely to be employed, and less likely to recidivate after release. NIJ proposes to test these assertions over the life of the program. NIJ will conduct a multi-site outcome evaluation, spanning both programs, of the following two questions:

1. Do inmates who participate in full-time work while in prison have better job success and recidivate less than idle inmates after release?

2. How does increased prison employment affect the structural and behavioral climates within prisons?

In addition to this evaluation, each “Model Industry” innovation grant will contain its own internal evaluation and documentation of results and outcomes. NIJ estimates the cost of program evaluation at \$500,000 annually.

NIJ will provide substantial amounts of technical assistance for the sites in both the demonstration and innovation components. Much of this assistance will come in the form of expert consultants on issues such as facility conversion, financial and market analysis, management training, etc. NIJ estimates the cost of this assistance at \$300,000 annually.

NIJ will also disseminate information and findings in the form of publications, national conferences, etc., to inform policy makers and practitioners of what works, what doesn't, and what's promising in prison employment approaches. NIJ will also take its findings and develop one or more national prison employment models that can be replicated in State prisons. NIJ estimates the cost of this dissemination at \$200,000 annually.

To fulfill the mission of the “Prisons at Work” program, NIJ requests three additional positions. These personnel requirements -- in terms of numbers and skills of staff -- derive from NIJ's experience in other large scale demonstration/evaluation programs: Breaking the Cycle, a \$7 million/year longitudinal demonstration project; and Law Enforcement and Family Support, a \$2 million annual innovation grant competition.

A project director will: (1) oversee work and progress of the entire project and supervise staff; (2) oversee and plan the evaluation of the programs and project; (3) be responsible for strategic planning; and (4) maintain contacts with Federal partners.

A “Prison at Work” Demonstration program director will: (1) be responsible for planning, selecting, and managing 3 prison demonstration sites; (2) work with federal partners and prison industries to inform project; (3) work closely with prison staff to ensure program goals are met; and (4) coordinate information exchange among 3 sites.

A “Model Industry” Innovation program director will: (1) be responsible for annual solicitation, including writing the solicitation, coordinating peer reviews, making recommendations, and notifying applicants; (2) manage up to 10 grants to test innovative prison employment strategies; (3) hold annual grantee conference to exchange information; and (4) develop publications that coalesce experiences in all program sites to inform practitioners and policy as to what works, what doesn't, what's promising in prison employment models.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Building Knowledge								
PROGRAM/ORG UNIT: Prisons At Work Demonstration Program/National Institute of Justice (Justice Assistance Account)								
MISSION: To establish demonstration programs in prisons to remove barriers to employment and to increase the number of inmates employed.								
PERFORMANCE INDICATOR INFORMATION			PERFORMANCE TARGETS AND ACTUAL RESULTS					
Type of Indicator	Performance Indicators	Data Source	1997 Actual	1998 Final Plan	1998 Actual	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation (in millions)	Congress						\$6M
	2. New positions	OJP/OBMS						3
	3. Number of applications for "Prison at Work" demonstration project.	NIJ file						5
	4. Number of applications for "Model Industry" Innovation Grants.	NIJ file						20
	5. Number of applications to evaluate program.	NIJ file						3
Output/ Activity	6. Number of awards for "Prison at Work" demonstration sites.	NIJ file						3
	7. Number of awards of "Model Industry" Innovation Grants.	NIJ file.						10
	8. Number of awards to evaluate program.	NIJ file.						3
Intermediate Outcome	9. Number of publications/conferences produced	NIJ file						1
End Outcome	10. Number of prison employment programs established.	Final prog reports & outreach efforts.						53
A. Definitions of Terms or Explanations for Indicators and Data Sources:								
B. Issues Affecting 1998 Program Performance.								
C. Issues Affecting Selection of 1999 and 2000 Plans. FY 2000 Plan assumes authorized amount of \$6,000,000.								