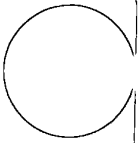


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Final Draft

**DEVELOPING
A JAIL INDUSTRY:

A WORKBOOK**

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Preface

In 1987 the National Institute of Justice (NIJ) became actively involved with its "jail industries initiative" in an effort to identify the range of practices in U.S. jails, to learn about successful programs and strategies, to promote interest in the jail industries concept, and to provide new resources to assist all interested counties to develop--or expand--their industries efforts. In 1992 the Bureau of Justice Assistance (BJA) began funding continuation efforts, including the establishment of the BJA Jail Work and Industry Center, which serves as a national clearinghouse for information and assistance. This document has been developed and revised with the support of both agencies.

I. Introduction to Jail Industries

A. Work is the Common Denominator for "Jail Industries."

NIJ, BJA, and many professional organizations have adopted a broad view of jail industries in an effort to include as many counties as possible. For the purposes of this Workbook, a jail industry:

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

Using this definition, virtually every jail operates at least one "industry" today. When a trusty cuts the grass in front of the jail and is rewarded with privileges--the elements of a jail industry are present. On the other end of the industries continuum, inmates work for private sector firms, producing items for sale throughout the United States, earning "real" wages (up to \$8/hour). Between these endpoints of the industries continuum there are infinite approaches, programs, and opportunities.

The American Jail Association (AJA) has acknowledged the importance of jail industries in many ways, including publication of articles in American Jails magazine, and hosting industry workshops at most annual training conferences. AJA has accepted the Jail Industries Association (JIA) as its first organizational affiliate, underscoring its commitment to jail work programs.

The National Association of Counties (NACo) has adopted a distinct perspective for private industry-made goods sold in interstate commerce¹--underscoring the need to pay inmates "real wages"² and to ensure that "real work" is accomplished. The NACo policy suggests that the salaries from such ventures can help defray the costs of incarceration, help offenders support their families, and pay taxes and restitution. Recently, the National Sheriffs' Association adopted a similar policy.

1. NACo Policy J. Private Industry in County Correctional Programs. Counties are encouraged where economically feasible, to jointly develop with private industry and organized labor productive work experiences for inmates that teach marketable skills, good work habits, and provide real wages. Inmates should be judged on their productivity. Congress should, with the support of organized labor, remove restrictions prohibiting inmate-made goods from being sold in interstate commerce. The salaries from such ventures can help defray the costs of incarceration, help offenders support their families, and pay taxes and restitution.

As interpreted by NACo to be the prevailing wage of the local community.

B. Benefits are Many and Varied.

Many counties have realized enormous benefits from their jail industry programs. These include:

- * becoming self-sufficient (and sometimes "profitable");
- * providing inmates with meaningful work experience and income;
- * reducing inmate idleness;
- * reducing inmate tension and mischief;
- * providing inmates with a better start upon release;
- * providing positive publicity;
- * relieving crowding; and
- * providing another inmate management tool, to promote better inmate behavior.

Counties that operate jail industries agree that it offers one of the few "win/win" opportunities in corrections. Everyone benefits from a successful industry program--the jail, taxpayers, the community, families...and the inmate.

The public benefits both financially (low- or no-cost program, less vandalism and property damage in the jail, provision of services or products at a low- or no-cost) and socially (increase likelihood of inmate success on release, reduced overcrowding).

Jail administrators and staff benefit from an improved jail environment (less tension, less damage, less crowding), are provided with a new management tool to encourage positive inmate behavior, and from a more visible and positive public image. Inmates clearly benefit from increased work activities, experience, and sometimes from earnings. Further, as tension, destruction and crowding in the jail is reduced, inmates enjoy a better living environment. For some inmates the industries experience breaks a lifetime of failure--allowing them to secure and keep meaningful employment after release.

Jail Industry Benefits and Beneficiaries			
Industry Benefit:	Beneficiary:		
	Public	Jail	Inmate
1. Self-Sufficient or low-cost program	X	X	
2. Work experience and income for inmate	X		X
3. Reduce inmate idleness		X	X
4. Reduce inmate tension and mischief	X	X	X
5. Provide incentives for inmates to behave	X	X	
6. Provide inmates with better start after rel.	X	X	X
7. Positive publicity		X	
8. Contribute to community	X	X	
9. Relieve overcrowding	X	X	X

C. No Excuses--You Can Operate a Jail Industry.

Experience proves that jail industries can be operated under virtually any conditions. Here are some of the most common excuses for not developing a jail industry offered by counties--and corresponding examples of successful programs that have overcome such perceived handicaps.

<u>Common Excuses....</u>	<i>No Excuses....</i> Experience proves it <u>can</u> be done....
I don't have the <u>space</u> .	Strafford County, NH started its pioneering private-sector electronics program virtually in a closet. Hampden Co. MA found space away from the jail. Arlington Co. VA is using program space and plans to use dayroom space. There are many industries that can be operated in current space--some can even use inmate dayspaces.
I don't have any <u>funds</u> for an industry.	Belknap County, NH created its private-sector program with no additional funds or staff. Arlington Co. VA is using existing county staff--in other departments--to expand the inmate workforce.
I'm not <u>big</u> enough for an industry.	Strafford County (100 beds) and Belknap County (50 beds) are highly successful industry programs in <u>small</u> jails. An even smaller jail in Minnesota produces wood products.
I'm not <u>allowed</u> to operate an industry.	Restrictions on the use of inmate labor vary from state-to-state, but there are opportunities for meaningful work opportunities in <u>every</u> state. For example, Pennsylvania law restricts the market for jail products, so the Philadelphia program (Philacor) creates and sells its products successfully within those boundaries.
I don't want to make local businesses or labor unions <u>angry</u> .	Business and labor have become some of the strongest supporters of jail industry programs throughout the United States--after they have had a chance to participate in developing and shaping programs. Consult with them at the outset and be ready to accept some of their conditions--and get their support.
I can't take the security <u>risk</u> .	Neither can any county--so products and services are carefully selected to complement security concerns.
I don't have enough long-term, <u>sentenced</u> inmates.	Successful jail industries have shaped their programs to the unique characteristics of the inmate workforce. In Strafford County, some industries use pretrial inmates, classified as medium security risks, who were spending as little as three weeks in confinement.

D. Research Demonstrates Diversity and Flexibility

In 1988, Abt Associates of Cambridge, Massachusetts (managers of the NIJ project team), conducted extensive telephone surveys with 18 counties and cities that operate a variety of inmate industries and work programs. In February 1988, NIC hosted a week-long workshop for representatives of 16 of these programs in Boulder, Colorado. Through their active participation, information and insights were assembled concerning all facets of inmate work and industries. Participants are now key members of the project team, contributing their experience as resource materials were drafted.

In 1993 NIJ commissioned a national survey of jail work and industries programs. The results, described in Work in America's Jails (Appendix B) suggests that jail inmates currently contribute as many hours of labor as the paid jail staff.

<u>Capacity of Jail</u>	<u>Percent of Inmates Who Work an Average of 6 or More Hours/Day</u>
1 to 49 beds	11.6%
50 - 249 beds	22.0%
250 or more beds	23.4%
All jails	18.2%

The 1995 BJA Jail Work and Industry Symposium held in Houston provided the opportunity for 19 diverse cities and counties to examine critical issues associated with their programs. A pre-symposium questionnaire revealed many interesting comparisons and contrasts between the programs (see Appendix A).

The chart on the following page describes some characteristics of the jurisdictions that participated in the BJA Symposium.

Classifying Jail Industry Programs.

One of the most interesting and difficult tasks at the Boulder workshop was to "define" jail industries for the NIJ initiative. Four key questions about jail industries operations emerged during discussions:

- * **Are inmate-workers paid?** Several counties pay their inmates, sometimes at the community's "going rate;" many counties do not pay inmates.
- * **Where is the work accomplished?** Is work performed within the security perimeter or outside in nonsecured areas or in the community?
- * **Public or private customer?** Most counties provide products or services only to the public sector, while some serve the private sector.
- * **Product or service?** Does inmate labor produce a product or a service?

The 1993 NIJ survey revealed many first-ever insights into the nature of jail industry programs in the nation's jails. The chart below describes national practices regarding inmate compensation:

<u>Type of Compensation</u>	<u>Percent of Jails</u>
Pay	19% (average daily wage of \$4.08)
Time off of sentence	63%
Extra privileges	47%
Other types of compensation	18%

Characteristics of Several Jail Industries

State	County/City	Description of Work and Industry Activities--Percent of Total Pop.	Where work?				
			In Housing Housing Unit	Near Housing	Inside Jail but Away Housing	Adjacent to Jail	Away from Jail
CA	Santa Barbara	17%		x	x	x	x
CA	Santa Clara	15%	x	x	x	x	x
FL	PRIDE of FL				x	x	x
HI	HI Corr. Ind.	18.6%					x
FL	Metro Dade	15%		x	x	x	x
MN	Hennepin	33%			x	x	x
MA	Hampden	19%	x	x	x	x	x
MA	Barnstable	23%	x	x	x	x	x
NV	Washoe	25%			x	x	x
NH	Strafford	40%				x	
NH	Belknap	22%	x		x	x	x
NY	Westchester	0%	x	x	x	x	x
OH	CCNO	35%	x	x	x	x	x
PA	Lancaster	14%			x	x	x
PA	PHILACOR	13%	x	x	x	x	
VA	Arlington	27%	x	x	x	x	x
WA	Clark	10%	x		x	x	x
WA	King	10%	x	x	x	x	x
NJ	Middlesex	19%	x	x	x	x	x

The NIJ survey discovered that almost all jails have inmates working inside the jail:

Where inmates work	Percent of Respondents
Inside the jail	93%
Adjacent to jail (same site)	73%
Away from the jail	63%

E. Private Sector Opportunities

In 1979, Congress amended the laws that restricted sale of inmate-made goods through interstate commerce; seven states were exempted from the prohibitions. The 1984 Justice Assistance Act continued and expanded the private sector initiatives authorized in 1979. Under the current act, up to 20 correctional agencies can be certified for exemption from interstate commerce bans. Certification is coordinated by the Bureau of Justice Assistance (BJA), through a grant to the Correctional Industries Association (CIA).

The 1984 law provided the first clear opportunities for local governments to apply for certification, although the first such unit was not certified until 1987 (Strafford County, Dover, New Hampshire). Of the 50 initial certificates, several have awarded to counties including Strafford County in 1987 (the first county certificate) and Belknap County, New Hampshire, in 1988.

In February 1989, the American Correctional Association facilitated a meeting that has led to the development of new approaches for organizing and operating jail industries. Key officials from the local, state and federal level were assembled, including BJA personnel. As a result of the meeting, pilot legislation was passed in Maine, and expanded legislation has been adopted in the State of Washington, linking all counties together for the purpose of jail industries--and opening up private sector markets. The Bureau of Justice Assistance has now ruled that a certificate held by any governmental unit within a state may be shared by other units.

For the latest information about private sector certification, contact the Bureau of Justice Assistance at 633 Indiana Ave. N.W., Washington, D.C. 20531.

F. Consider the "Range of Practice"

The preceding narrative and charts suggest that there are many different programs that could be called "jail industries." Appendix describes 19 programs in more detail, and Appendix B summarizes the results of the NIJ survey. The NIJ survey diverse work activities currently performed by jail inmates, including:

<u>Percent of Responses</u>	<u>Type of Work Performed by Inmates</u>
95.6%	Cleaning
86.4%	Laundry
80.4%	Groundswork
79.6%	Food Service
70.2%	Maintenance
36.3%	Other
6.0%	Painting
6.0%	Highway/County 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
2.8%	Landscaping
2.8%	Auto Repair/Mechanic

Many other types of work activities were reported by less than two percent (2%) of the jails, including: Humane Society, Public Works, Construction, Moving, Commissary Operations, Education Programs/Help Teach Other Inmates/Tutors, County Parks, Print Shop, Law Library, Build/Renovate Houses, Clean Cemetery, Trash Collection, Fairgrounds, Sewing/Tailor Shop, Butcher Shop, Logging/Wood Cutting, Load/Unload Trucks, Barber, Envelope Stuffing, Food Distribution, Building Community Playgrounds, Sign Engraving, Repair/Build Sidewalks, Electrical, Janitorial Work, Maintenance/Groundwork- Courthouse, Fire Agencies, Receptionist, Answer Telephones, Walk dogs, dog grooming, Stocking Supplies, Small-Engine Repair, Metal Shop, Medical, Activity Aids, Work off sentence, Make Log Books, Greenhouse, Sanitation, Sales Work, Photographer, Shop, Setting Up for Community Events, Laborer, Non-Profit Projects, Computer work, Clean Courthouse, Event Auto Parking, Chaplain's Assistant, Field Gleaning, Putting Docks In, Assembly Work, Carpet Installation, Department of Natural Resources Work, Clean Pews, Tree Planting, Helping with Art Fair, Disaster cleanup, County Water Works, Snow Removal.

An initial analysis of the responses suggests that over *80,000 jail inmates* currently work 6 or more hours daily. If these findings are applied to the current jail population which exceeds 440,000 inmates, it suggests that "full-time" jail inmate workers contribute over 164 million hours of labor annually. This does not acknowledge the labor of inmates work less than 6 hours daily. Viewed another way, the NIJ research suggests that it would take nearly 90,000 full-time staff to replace the hours currently worked by inmates in the nation's jails. It is interesting to note that, according to the most recently published jail census, jails employ nearly 91,000 full-time staff. There are strong incentives for jail managers to increase their inmate workforce. For example, a one percent increase in the proportion of jail inmates who work 6 hours or more daily would produce 9,000,000 more hours of labor annually in the U.S.

G. Objectives for Industries

Each of the initial sites studied by NIJ in 1988 reported a variety of objectives for their industries programs. In order of frequency, those pioneering projects sought to:

- * develop inmate work habits and skills
- * generate revenues or reduce costs for the county
- * reduce inmate idleness
- * meet needs in the community

While these four goals were common to most programs, many other goals and objectives were identified in individual programs:

- * Become self-sufficient
- * Provide inmates with funds after release
- * Reduce the jail population
- * Raise money for charity
- * Operate program that provides inmates with incentives to participate
- * Increase sense of responsibility among inmates
- * Teach work ethic
- * Reintegrate inmates into society
- * Provide employment opportunity for inmates after they are released
- * Reduce recidivism
- * Avoid competition with state correctional industries
- * Employ as many inmates as possible

One of the most serious mistakes identified in early industry programs was the "overstating" of initial objectives. Often, lofty goals become unreasonable objectives. Usually the program is able to revisit such decisions during the first year of operation. Similarly, many current programs report a lack of formal and continuing evaluation of their efforts. The lack of evaluative insights makes it difficult to improve programs and, as necessary, refocus objectives.

H. Resources

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

The cornerstone of the NIJ effort was the comprehensive and detailed book, Operating a Jail Industry: A Resource Manual. This text provides extensive information on jail industry operation, including examples from programs throughout the United States.

A Jail Industries Network was also created by NIJ. The network has identified hundreds of jail industry programs, and has helped to mobilize experienced professionals throughout the United States who have offered their assistance to interested counties.

The resource materials and network have been updated and expanded through the efforts of the Bureau of Justice Assistance (BJA) and its BJA Jail Work and Industry Center which serves as a national clearinghouse on the topic.

The National Institute of Corrections (NIC) is a continuing source of information and assistance. Through its Information Center many of the resource materials, and other documents, can be secured. NIC Technical Assistance programs offer a variety of resources, included "hosted" visits to pilot programs, and the provision of a consultant to your site.

The Jail Industries Association (JIA) was formed as a result of NIJ's 1987 meeting of "pioneers" and has expanded to provide hundreds of members with a central source of information and support.

For more information about any of these resources, contact:

BJA Jail Work and Industry Center
P.O. Box 1180
Washington Grove, MD 20880
(301) 977-9090

II. Key Development Principles

Research suggests that the development process is perhaps the key determinant of initial success for an jail industry. From the early NIJ research, and the experience shared by practitioners in the field, the following development principles have been identified:

- A. Build a Strong Foundation
- B. Learn from Others
- C. Analyze Potential Opposition
- D. Participation is a Key to Success
- E. Take the Time to Plan
- F. Use all Available Resources

The following narrative offers some suggestions that may be helpful in designing and implementing the jail industry development process.

A. Build a Strong Foundation

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

B. Learn from Others

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

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

Managers of jail industries report that existing programs could be improved by:

- * **Increasing** the number of inmates who are provided with work opportunities;
- * **Ensuring** that inmate access to work activities is fair and equitable;
- * **Expanding** the number and types of customers served;
- * **Improving** practices to prevent exploitation of inmates;
- * **Developing** new methods of providing industries benefits to inmates, staff, and the community (e.g. finding new incentives and rewards for inmates, expanding markets, or developing new public service projects); and
- * **Linking** with private sector firms in public/private industry ventures.

Managers also agreed that it is essential to build a new industry to build a strong foundation during the planning stages. Furthermore, managers of existing programs can benefit from "backtracking" to review what they have already developed.

Understanding the deficiencies of programs that have already been developed provides an important guide that can help new programs to avoid past pitfalls.

C. Analyze Potential Opposition

An important component of the development process requires the identification of potential opposition. Opposition can come from many sources (see chart). For example, in Hennepin County, Minnesota, correctional officers initially opposed the jail industry program because it posed scheduling problems (providing a meaningful work day required changes in the daily routine and caused additional work for some staff).

Potential Sources of Opposition to an Industry Program

Within the industry program--

- * inmate workers
- * custodial/supervisory staff

Within the jail--

- * inmates not involved with the program
- * correctional officers
- * supervisors
- * other program and service providers
- * managers/administrators
- * volunteers

Within county government--

- * county commissioners/supervisors
- * fiscal officers(s)
- * other county agencies
- * county employee organizations

In the community--

- * customers for the industry products or services
- * businesses that sell supplies and materials to the jail industry
- * other local businesses or industries
- * labor unions

In Strafford county, New Hampshire, program staff resisted the growth of the industry program because its scheduling demands conflicted with their educational, substance abuse and counseling programs; a similar situation developed in Hennepin County as well. Vegetables grown by inmates in the Shelby County (Ohio) jail reduced the local hospital's demand for produce from a private grower, triggering opposition.

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

Arlington County, Virginia, found that some officials who headed other county departments were threatened by the development of its new jail industries program. By working closely with the County Administrator, the financial staff, and the department heads, the Sheriff has now found that many officials approach him to propose new joint ventures using jail inmate labor.

Before beginning the development process, it is important to understand the potential opposition that must be encountered so that the development process can be designed to neutralize opposition--or even convert potential opponents into supporters. Chapter 1 of the NIJ Jail Industries Resource Manual describes a method for analyzing opposition that may be useful (page 6).

D. Participation is a Key to Success

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

Experience also demonstrates that the most effective way to secure support is through participation.

When people are offered the opportunity to participate in the development of a jail industry program, they are more likely to provide support.

E. Take the Time to Plan

During the development process, time can be essential. While the benefits offered by a jail industry can be very attractive, they will be more fully realized and maintained if an industry program is built on a careful foundation of planning. The process described in this Workbook describes the elements of sound jail industries planning.

F. Use All Available Resources

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

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

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

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

Chapter 1 of the NIJ Jail Industries Resource Manual describes such resources in detail, and suggests methods for tapping them.

III. Components of the Development Process

Suggested Approach

A careful analysis of current jail industry programs reveals that each program was developed in a different manner. For some, there was no formal planning or development process; others were preceded by years of planning.

Just as there are virtually unlimited types of jail industry programs, there seem to be as many different development scenarios.

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

1. Foundation Decisions
2. Development Activities
3. Business Planning

While development activities do not always fall into these three sets of tasks, nor will they necessarily be strictly consecutive, this structure offers a framework for providing guidance to those who are developing a jail industry.

Foundation decisions are necessarily broad in scope, and involve conducting research and setting policy. Activities include:

- * identifying and enfranchising persons who will shape policies;
- * establishing basic goals and objectives for the program;
- * researching pertinent laws, standards, the inmate population and resources;
- * articulating specific characteristics of the proposed industry program (such as type of client, inmates to be involved, work locations); and
- * identifying sources of assistance.

Development activities build on the foundation decisions. Activities include:

- * looking for sources of financing; and
- * selecting personnel who will operate the program;
- * coordinating the industry program plans with all aspects of current jail operations and programs; and
- * creating a risk management strategy and evaluation plan; and
- * developing policies and procedures to guide operations.

Business planning activities are necessary for each of the distinct industry programs that you develop. A separate Business Planning Workbook for Jail Industries has been developed to assist with these tasks.

B. Development Questions to be Answered

Another perspective on the jail industry development process poses a series of questions that must be answered before a program begins to operate. These include:

- * Why start an industry program? (definition of goals and objectives for community, jail, customers, and inmates);
- * Who will develop, implement, be served, work and help?;
- * What is allowed, and what will be produced/delivered?;
- * Where will the jail industry be operated?
- * When will the program start, and when will inmates be able to work?
- * How will funding be garnered, risk be managed, inmates be motivated, other programs be coordinated and the industry program operate?

If these questions cannot be answered, then a program is probably not ready to begin. It is also

important to remember to document answers to these questions as the program is developed.

C. Specific Components of the Development Process

Research suggests that there are fifteen sets of activities that should comprise a successful development process:

FOUNDATION DECISIONS

- 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)

DEVELOPMENT ACTIVITIES

- 9 Identify Sources of Financing for the Program
- 10 Determine Who Will Manage and Supervise the Program
- 11 Determine How to Coordinate with Jail Programs, Security and Classification
- 12 Identify Potential Customers and a Process for Selecting Products and Clients
- 13 Plan to Manage Risk
- 14 Prepare Policies and Procedures for Operations, Record-keeping and Book-keeping
- 15 **Business Planning**--Develop and Implement a Business Plan for Each Distinct Industry

Research suggests that "missing" a component can seriously impair an industry program. Many existing programs are in the process of going back and completing components that were missed.

The order in which components are implemented is not intended to be strictly followed; however, the preceding sequence has proven helpful to the managers of several current programs.

While the sequence is suggested as a general guideline, the phasing of activities will prove important.

Recent efforts to work with counties that are developing industries suggests that the biggest problem encountered involves attempting to implement certain tasks too early in the process. For example, a county may become preoccupied with identifying a specific client and product at the beginning of the development process--before setting key parameters that would narrow and focus the search (e.g. decisions about public vs. private clients, and inmate pay will have a major impact on later decisions concerning space, funding, staffing and other issues).

Jail industry managers have suggested that specific industry projects "come and go" as the context changes--but that the foundation decisions provide the ability to be flexible and to make good decisions. Managers often agree that the selection of their initial jail industry project(s) was often an example of putting the cart before the horse, creating many difficulties for them as they had to force the project to fit the setting, rather than letting the setting shape the decision.

IV. Workbook: A STEP-BY-STEP GUIDE

PREFACE

This Workbook provides a starting point for persons who are interested in developing or improving a jail industry program. It has been written to complement two resource documents developed by the National Institute of Justice (NIJ):

1. Operating a Jail Industry: A Resource Manual, offering detailed guidance for persons who are implementing and operating programs; and
2. Business Planning Workbook for Jail Industries, which provides step-by-step instructions for developing and implementing a business plan for specific industry projects.

WHO SHOULD USE THIS *WORKBOOK*?

Anyone who is **interested** in developing a jail industry, or who wants to improve an existing industry, should use this Workbook. Specifically, the contents should prove helpful to:

- * county officials who want to spur the development of a jail industry;
- * persons who are **charged with responsibility** for developing a jail industry;
- * members of jail industry advisory committees; and
- * jail staff and officials who will be involved with developing or implementing a jail industry program.

WHY USE THIS *WORKBOOK*?

The insights offered in the following pages are drawn from the experience of many counties throughout the United States--and can be helpful to:

- * Avoid common pitfalls and problems;
- * Identify key decisions;
- * Suggest strategies and approaches; and
- * Identify resources and options.

WHEN SHOULD THIS *WORKBOOK* BE USED?

Immediately! As soon as an interest is expressed in jail industries, this Workbook can be useful. This document is designed to guide the very first efforts in the jail industry development process.

The following pages offer specific ideas and guidance for each of the twenty-six (26) components of the development process.

The format for this section invites readers to use the text as a workbook--making notes in margins, checking items off of lists, and ensuring that all "bases are covered."

A. FOUNDATION DECISIONS

Eight activities should be completed during this first phase of development of a jail industry program:

FOUNDATION DECISIONS

- 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)

These steps are reviewed and discussed in the following pages.

Readers should remember that the sequence of implementation *within* this phase is not as important as implementing these activities initially.

The importance of implementing the foundation decisions first is demonstrated by the costly experiences of one county where a decision was made at a high level to have jail inmates provide laundry services for various public hospitals in the county. By selecting the specific industry project first, rather than letting an analysis of the jail context shape the decision, county officials created many hardships for themselves and for their customers.

After the county invested in a costly state-of-the-art laundry facility, they found that they could not keep up with the demands of the hospitals. Production at the laundry was consistently below projected levels, and below the capacity of the physical plant. After several studies were conducted, the county found that:

- * hospital laundry was more difficult to handle than expected (issues of contraband, sanitation, health, etc.);
- * the type of inmates available to work was more difficult to motivate because they were primarily pretrial detainees--overcrowding had caused the courts to order the release of many sentenced offenders (see Task 5- Who is available to work?);
- * inmate workers were not well-motivated to perform their jobs efficiently (see Task 6);
- * the location of the laundry (outside the security perimeter) caused frequent delays and inefficiencies because workers had to be moved back inside for security checks (see task 7);

Eventually the county was forced to stop servicing the hospitals, and used the new laundry plant for its own needs. Several of the preceding problems could have been avoided by implementing the foundation decisions before selecting the specific industry project.

1. Identify Source(s) of Guidance and Policy (Who Will Guide the Program?)

Increasing Participation in the Development Process

Practitioners agree that a broad-based advisory committee is an important asset for a jail industry program. While creating and maintaining such a group may seem time-consuming and unwieldy, there are two important principles to remember:

1. People tend to support that which they help to create; and
2. The best way to turn a potential opponent into a supporter is to offer him/her meaningful opportunities to shape the program.

Most industry managers can recall critical moments during the development of their program when support from such resources kept the program alive. Often, support has come from advisory boards or committees. Examples of such committees can be found in Strafford and Belknap Counties, New Hampshire, and in Hampden County, Massachusetts, .

It is interesting to note that many of the 18 programs initially studied by NIJ do not have advisory committees--however all agree that they are valuable and necessary.

In Hampden County, the jail industry program was actually conceived by a member of the advisory board (the head of the local Chamber of Commerce). In Strafford County, a member of the board provided the first private-sector work project for the inmates through her company. In Belknap County, a citizen member of the advisory committee identified a business that developed into the largest client of the industry program--by keeping his eyes open when he traveled throughout the county.

Membership of advisory boards often include representatives from the following organizations and agencies, as indicated below:

Potential Members of an Advisory Committee

- County Commissioners
- Sheriff
- Jail Manager
- Jail Supervisory Staff
- Custody and Line Staff
- Inmates
- Customers and Clients
- Business Leaders (Chamber of Commerce)
- Organized Labor
- Educators
- Local and State Legislators
- Inmate Advocacy Groups
- Religious Leaders

Note that many of the entities listed as potential advisors for the program have been previously described as potential opponents to a jail industry program; however, all of these groups have proven helpful and supportive of jail industries efforts when they have been appointed to a committee.

Consider putting potential opponents on the Committee. Give them an opportunity to understand the jail setting better, and to shape the program in a way that satisfies their concerns.

Tips for Creating a Committee

When forming a committee, attempt to provide a "balance," considering such issues as:

- * areas of expertise,
- * "communities" that are represented
(e.g. the labor community, manufacturers legal community. service providers),
- * political affiliations and balance,
- * geographic location.

Provide the committee with a clear mandate, establishing its assignment and defining its role in policy formulation.

Provide necessary support services, such as mailing and phone calls. If possible, offer to reimburse members for their expenses.

Tips for Forming an Advisory Committee

- * provide a balanced membership
- * establish clear mandate
- * provide necessary support
- * consider including opponents

CHECKLIST: 1. TASKS/PRODUCTS:
(Be sure each of these is fully documented)

- ___ Establish an Advisory Committee
- ___ Create Mailing List
- ___ Establish Committee's authority and mandate.
 Define in Writing

RESOURCES:

NIC Jail Resource Manual, Chapter C, Section VI, "Developing a Citizens' Committee."

2. Determine Goals and Objectives for an Industry Program. (Why start a jail industry?)

Setting Goals and Objectives

Clear and reasonable goals and objectives are needed to guide the development, operation and improvement of any jail industry program. The 18 counties that initially participated in the NIJ study reported four goals that were common to most programs:

1. Develop inmate work habits or skills;
2. Generate revenues or reduce costs for the county;
3. Reduce prisoner idleness; and
4. Meet needs in the community.

While these four goals were common to most programs, many other goals and objectives were identified in individual programs:

- * Become self-sufficient
- * Provide inmates with funds after release
- * Reduce the jail population
- * Raise money for charity
- * Operate program that provides inmates with incentives to participate
- * Increase sense of responsibility among inmates
- * Teach work ethic
- * Reintegrate inmates into society
- * Provide employment opportunity for inmates after they are released
- * Reduce recidivism
- * Avoid competition with state correctional industries
- * Employ as many inmates as possible

Tempering Expectations

It is important to avoid raising unrealistic expectations of what the program can achieve. Opposition often arises when an industry program is perceived to have fallen short of its objectives. Such opposition frequently reflects misconceptions of the actual objectives of the program; however, it may also be the result of the jail industry manager or other jail administrators having established unreasonable objectives for the program, thereby creating unattainable expectations for what it can achieve. This was the case in Erie County, New York when county legislators closed an agricultural industry failed to become "profitable;" the developers of the program had never set that as a goal, but this standard was applied to it.

When goals are not met, disappointment--and often opposition--can be the result.

For example, a well-intentioned objective for an industry might be "to make money for the county." This might be misinterpreted to promise a "profit" above and beyond the expenses of program operation. When costs are compared to revenues and a profit is not found, opposition can form.

Similarly, it may be risky to make "developing marketable skills" a goal when inmate turnover in the program is expected to be high. Many programs have decided that "developing work habits" is a more achievable objective.

Initial proposed goals and objectives must be examined carefully. Are they achievable? Could they be misinterpreted? If there are no clear, written objectives, they must be developed so that everyone is aware of the program's goals.

It is imperative that everyone understands what the program is really trying to accomplish. Many industry managers have found that meeting with all potential opponents during the development process allows each one to express his or her concerns and to offer suggestions. Often, potential opponents are persuaded to join advisory boards for the jail industry programs, giving them an opportunity to act on their concerns by guiding program operations.

Goals and Objectives Evolve

Take time out to review and adjust your goals and objectives. Seven of the 18 pioneering programs surveyed reported that their initial objectives had changed after the program started. The nature of changes varied, including:

- * de-emphasizing specific work skills in favor of work habits (Hennepin County);
- * increasing the work week from one day to five (Shelby County);
- * adding reduced idleness as an objective (Hampden County);
- * shifting product focus from carpentry and remodeling to furniture manufacturing (Prince Georges County);
- * shifting focus from education/rehabilitation toward an emphasis on cost-savings (Los Angeles);
and
- * increasing the emphasis on quality (Philadelphia).

Tips for Developing Goals and Objectives.

Goals and objectives can, and should, evolve. Revisit them frequently and do not be afraid to revise them.

Use goals and objectives as a basis for making decisions concerning all aspects of the industry program. This can be a unifying force for the program..

CHECKLIST 2 TASK/PRODUCT:

(Be sure this is fully documented)

_____ Clear set of goals and objectives that represent a consensus among policy-setters.

3. Determine What is Allowed by State and Federal Law and What Standards and Regulations Will Apply-- Analyzing Laws and Restrictions

Just as the preceding steps in the initial phase have narrowed the focus of industry development efforts, this step will provide a crucial understanding of what activities are allowed and which are banned.

Statutes and regulations at the state and federal level address jail industries--directly and indirectly. Operating a jail industry that conforms to legal requirements and professional standards is difficult because a jail industry operates in two distinct worlds: corrections and business. Each imposes its own legal constraints and makes its own professional demands on the operation of a jail industry.

There are two legal considerations that jail industry managers must consider in developing and operating a jail industry:

1. Statutes and Regulations. These establish mandatory guidelines for operating a jail industry. While few federal statutes apply to jail industries, many state statutes and regulations are relevant.
2. Court Decisions. These represent judicial interpretations of the statutes and regulations. (Known as case law, these rulings are often mandatory and, unfortunately often vague).

Examining Statutes and Regulations

The starting point for developing a jail industry is the careful examination of applicable state and federal statutes to make sure that a program will not be illegal.

The Hampden County Jail in Springfield, Massachusetts, illustrates how state statutes were a primary determinant of a jail industry program's philosophy, inmate eligibility guidelines and market. According to law, the purposes of the correctional industries in Massachusetts are training/work experience, benefit to the state, and rehabilitation; as a result, Hampden County concluded that a manufacturing program was necessary, choosing to employ inmates who qualify for off-site work (often inmates nearing the completion of their sentence) because the jail facility did not offer enough space for an effective training and manufacturing operation.

Massachusetts statutes permit manufacturing; as a result, Hampden County chose to manufacture office furniture. State statutes require correctional products to be marketed to Massachusetts state agencies, allow sales to counties and non-profit organizations, and prohibit private industry from contracting for inmate labor; as a result, Hampden County markets its furniture primarily to state and local government, but also offers it to non-profit organizations.

In New Hampshire, statutes allow inmates to be paid but limit private sector contracting for prisoner labor. To work within these boundaries, Strafford County chose to establish a private-sector industry and secure federal certification that allows inmates to be paid the "going wage" and to work on products that are sold out-of-state.

Minnesota statutes allow wages to be paid to inmates, prohibit private contracting for inmate labor, but allow private industries and sales on the open market. Reflecting these opportunities, Hennepin County decided to operate a "job shop" employing inmates at free-world wages and providing services to the private sector. A job shop offers private sector clients access to the inmate workforce through contracts with the County for the provision of specific services.

Many counties have shown creativity in developing jail industries that conform to state legislative constraints; however, common to all of these efforts is an early understanding of, and ongoing attention to, statutory requirements.

Federal Statutes and Regulations

State legislation and regulations provide the starting point for identifying the legal restrictions on a jail industry. However, certain restrictive federal legislation passed in an earlier era is still pertinent. Enacted in response to concerns about unfair competition and inmate welfare, the following federal laws restrict prison--and by inference, jail--industries.

Free venture program. In 1979, Congress amended the laws that restricted sale of inmate-made goods through interstate commerce; seven states were exempted from the prohibitions. The 1984 Justice Assistance Act continued and expanded the private sector initiatives authorized in 1979. Under the current act, up to 20 correctional agencies can be certified for exemption from interstate commerce bans. Certification is coordinated by the Bureau of Justice Assistance (BJA), through a grant to the Correctional Industries Association (CIA).

The 1984 law provided the first clear opportunities for local governments to apply for certification, although the first such unit was not certified until 1987 (Strafford County, Dover, New Hampshire). Of the 50 initial certificates, several have awarded to counties including Strafford County in 1987 (the first county certificate) and Belknap County, New Hampshire, in 1988.

In February 1989, the American Correctional Association facilitated a meeting that has led to the development of new approaches for organizing and operating jail industries. Key officials from the local, state and federal level were assembled, including BJA personnel. As a result of the meeting, pilot legislation was passed in Maine, and expanded legislation has been adopted in the State of Washington, linking all counties together for the purpose of jail industries--and opening up private sector markets. The Bureau of Justice Assistance has now ruled that a certificate held by any governmental unit within a state may be shared by other units.

For the latest information about private sector certification, contact the Bureau of Justice Assistance at 633 Indiana Ave. N.W., Washington, D.C. 20531.

Court Decisions

In addition to state and federal legislation, applicable state and federal court decisions should be examined very carefully. While statutes and regulations provide initial guidance, it is often the court system that interprets and, at times, enforces them.

Again, the "two worlds" of business and incarceration in which a jail industry operates complicates the process of gaining a full understanding of pertinent legal issues and court decisions. Jail industry managers must understand the range of issues associated with detention and corrections and must be attentive to the litigation and legal principles applied to the workplace.

Courts examine jail operations for many reasons. As jail industries become more prevalent, increased court scrutiny of industry practices can be expected. As a result, consideration of applicable court decisions and underlying principles are essential during the planning phases of a new jail industry. In addition, continuing attention to new court rulings is necessary to protect jail managers against successful litigation.

Legal Basis for Court Decisions

A jail industry may be sued or subjected to judicial action for two reasons:

- (1) violation of constitutional rights, based on the interpretation of the federal and state constitutions; and
- (2) violation of statutes and regulations that are interpreted to provide inmates and the private sector with certain rights and protections.

Constitutional rights encompass a very broad range of issues that can be applied to the detention and corrections setting. The primary source of these rights are three amendments to the Federal Constitution: the right to be free from cruel and unusual punishment (Eighth Amendment); the right to equal treatment (Fourteenth Amendment); the right to religious freedom and the right to freedom of speech and assembly (First Amendment).

For example, officials in Strafford County, New Hampshire were concerned that their early jail industries efforts might be challenged on constitutional grounds. First, they were concerned about violating the constitutional protections for "equal protection" extended to female inmates, who were initially offered fewer industries work opportunities than men (this was also true in Philadelphia). Second, the primary workforce for in-house industries was comprised of pretrial detainees, who, under the Fourteenth Amendment, cannot be compelled to work and cannot be punished without "due process." Legal counsel reported that these constitutional concerns were valid. As a result, the program was revised to ensure increased and comparable opportunities for female inmates and require pretrial detainees to document their voluntary participation in the program. In Philadelphia, male and female inmates work side-by-side.

Statutes and regulations are also argued by inmates to entitle them to certain rights. Courts are frequently asked to determine if a federal or state law, or regulation, creates an inmate right or merely vests discretion in corrections managers to allow certain privileges. The "rights vs. privileges" debate continues in the courts.

Principal Court Decisions

The decisions of courts can be classified into two major categories for the purpose of jail industries: Detention and corrections decisions, and Industries and work programs decisions. Chapter II of the Resource Manual examines legal issues in more detail, summarizing the holdings of key court decisions with regard to:

- Inmate right to work
- Inmate right to refuse to work
- Classification of inmates
- Equal protection and allocation of resources
- Selecting inmate workers
- Assigning inmates to jobs and transferring inmates to other assignments
- Work environment
- Inmate compensation
- Disposition of wages
- Reduction of sentence/good time

Chapter II also discusses statutes and regulations in more detail.

State Regulatory Standards

Usually developed and implemented at the state level, regulatory standards establish minimum levels of acceptable performance. To that end, they are often less stringent than their professional counterparts. However, state regulations are usually more detailed than professional standards in order to facilitate inspection and verification of compliance.

Regulatory standards governing jails. Most states have established mandatory standards to regulate jail operations. More than eighty percent of all states have promulgated jail standards; most states have made these standards mandatory and have created provisions for inspection and enforcement. These standards are often based in part on professional standards as well as state statutes and applicable case law. Unfortunately, state standards that are designed to provide minimum levels of operation are sometimes viewed as the maximum level of operation by cost-conscious county officials.

Regulatory standards for jails are written for protection; the establishment of minimum performance levels and the facilitation of inspection and enforcement are intended to provide basic protection for operating agencies, jail staff, inmates and the public.

Relevance of regulations for jail industries. Issues associated with jail industries and the workplace are not fully addressed in most state jail standards. However, in most states jail standards identify (and sometimes incorporate) regulatory requirements from several state agencies that will apply to any jail industry, including:

- * building codes,
- * life safety codes, and
- * health, sanitation, and plumbing codes

Because each of these codes has a special meaning in the jail industries context, managers need to research their full impact and implications for the particular work program they plan to establish.

There are still other state regulations with direct applicability to a jail industry that are often not identified at all in jail standards. The most important of these are:

- * labor and employment standards,
- * workplace safety regulations (such as those enforced by state OSHA agency),
- * worker compensation standards, and
- * worker training standards.

To learn about these standards, the jail industries developer must "think like a business person," not a jailer.

Voluntary "Professional" Standards

Another operational foundation for developing and running a jail industry is offered by the voluntary standards professional organizations have developed at the state and national level.

Professional standards for prison and jail industries have been developed by the American Correctional Association. These standards are typically broad in scope and are often general in their language because they are intended for adoption by a national audience with widely differing needs and resources.

In addition, the primary purpose of professional standards is the provision of guidelines to promote improved operations rather than mandatory conditions. As such, professional standards offer important goals for corrections, not minimum levels of required performance.

Tips for Determining What is Allowed.

Start with your local resources. Find out who is responsible for providing legal assistance to your agency, and approach him/her to outline your needs and to develop a joint strategy.

Use regulatory personnel as resources during the development process. They are the best in the their field, and can give you realistic interpretations before you make a mistake.

Be thorough. Do not let time constraints inhibit your research. Remember--if you miss something at this stage, it can cost you in many ways later (time, money, credibility).

CHECKLIST 3 . TASKS/PRODUCTS

- Analysis of statutes and regulations.
- Analysis of pertinent court decisions
- Analysis of state standards/regulations.
- Analysis of professional standards.
- Summary statement of "what is allowed."
- Summary statement of what needs to be changed

RESOURCES:

Jail Industry Resource Manual, Chapter II, Page 37

NIC Jail Resource Manual (Fourth Edition), NIC

Detention and Corrections Caselaw Catalog, CRS, Inc.

4. Determine Who *Should* be Served by the Program--Public vs. Private Customers

In the initial phase of development, a key parameter will be established when the range of potential customers is defined. Of the 18 industry programs that were initially studied by NIJ:

- 2 serve only the private sector
- 13 serve only the public sector
- 3 serve both public and private clients

The 1993 NIJ survey found that the jail was the primary recipient of inmate labor, as shown below:

Recipient of Inmate Labor	Percent of Respondents
Own jail	95.1%
Other agency in own unit of government	63.5%
Other municipalities	27.9%
Other counties	3.2%
Non-profit corporations	37.6%
Private sector	4.3%
Other (inmates, citizens, churches, state and federal gov't.)	6.8%

This decision not only involves policy considerations, but also must consider the legal parameters defined by state and federal laws, as examined in the previous step.

Finding the correct answer to the "customer" question will require careful weighing of many diverse considerations--some of which are clearly political in nature. It is during this process that a well-balanced advisory committee will prove helpful.

Tips for Determining the Type of Client

First, and most important, involve a variety of parties in this key decision.

Start by considering the private sector--because this customer is most likely to evoke the most opposition. Determine first if this is possible (see Task 3) and identify any parameters (e.g. sales within the state only, sales only to private non-profit).

Next, consider the **feasibility** of private sector customers and partners. Often, the potential to work with the private sector will depend on the political climate as well as legal considerations. The two most likely opponents to private sector customers will organized labor, that might fear displacement, and the private sector itself, which may fear unfair competition.

Meet these potential opponents "head on" by approaching their representatives with the concept. Give them time to discuss it with their colleagues, and then meet to discuss their concerns, ways to address concerns, and to find common ground.

If the private sector option survives the preceding analysis, it is then time to determine the **internal feasibility**--whether the county and the jail can reasonably serve such clients. One of the key considerations here will be the **expectations** that private sector clients will bring to the process--such as timeliness and quality control. Consider if these can be met, or tempered through contracts.

As the chart below suggests, there are many advantages and disadvantages associated with both private and public ventures.

Advantages/Disadvantages of Public vs. Private Sector	
Advantage	Disadvantage
Private	
Generates Real Work	Imposes Real Demands
Generates Real Income	More Likely to Threaten Private Suppliers
Creates Real Jobs, Potential	Most Likely to Threaten Organized Labor
Contributes to Local Tax Base	Requires Additional Reporting
Increases Market Potential	
Public	
Builds good will among public agencies	You can't take good will to the bank
Less expectation for production/timing	Less likely to be "real" work setting and demands
Less fears of displacement of release employment	Less opportunity for post-of workers
Good use of existing resources	Viewed as unfair competition by private sector suppliers
	Limited market

Consider the public sector. Weigh the advantages and disadvantages. Determine what, if any, revenue can be generated to at least offset program costs. As with the private sector, float the concept with public sector officials and organized labor. Secure their reactions and try to work out common ground for their concerns.

Consider both. The solution for some jails might be a hybrid program that serves both the public and private sector. Several of the programs studied by NIJ adopted this approach.

CHECKLIST 4: TASKS/PRODUCTS:

_____ Make an initial decision about the types of customers to be served. Be sure to document the process used to reach the decision, and the rationale for it.

RESOURCES:

Jail Industry Resource Manual, Chapter V, Page 125.

5. Determine the Types of Inmates Available to Work. *Analyzing the Inmate Population*

Two Steps. The process of identifying and eventually selecting inmate-workers should be divided into two distinct steps:

Analyze the inmate population to determine the characteristics of potential inmate-workers and to identify the potential workforce; and

Determine who will be eligible to work, based on classification, security and other considerations, and create a process for selecting workers.

Dividing the process into these steps can save time, and can reduce frustration during the development process. For instance, if a county tried to implement step two (determine who is eligible) too soon they would quickly find that too many other dependent decisions have not yet been made--eligibility will be tied to the type of product or service to be provided, compensation provisions, and other decisions that will not be made until later.

Analyze the Inmate Population

During the initial phase of jail industry development, the first efforts to determine the inmate "workforce" should focus on establishing a clear understanding of the characteristics of potential inmate-workers. Several key characteristics should be studied:

- education levels
- prior work history and habits
- skills and aptitudes
- length of stay
- security classification
- motivation
- behavior while confined

Industry managers warn that findings may be alarming. Jail inmates may not turn out to be ideal employees. Managers have reported the following problems with inmate-workers:

- low education levels
- low motivation
- no work ethic
- poor work habits
- poor health
- impulsive behavior
- lack of skills
- lack of purpose or direction
- low self-esteem
- lack of concentration

Do not be discouraged by the results of inmate research. Remember that most industry programs are designed to address these chronic problems in a group that is typically very difficult to employ.

Although most jails use sentenced offenders as their primary workforce, a growing number of jails are finding it necessary to employ unsentenced inmates. The 1993 NIJ survey found that smaller facilities are more likely to be using the unsentenced inmate population.

<u>Capacity</u>	<u>% of Sentenced working on 6/30/93</u>	<u>% of Unsented working on 6/30/93</u>
1 - 49 beds	28%	3.8%
50 - 249 beds	35%	4.9%
250 or more beds	32%	0.1%
All jails	31%	4.8%

Tips for Determining Types of Inmates Available to Work

Be realistic as you interpret the information that is collected. Although some programs effectively use inmates who are confined for as little as two weeks, short-term inmates are usually difficult to employ in the industry program.

Create a "profile" of potential inmate-workers, describing their characteristics and estimating the number that would typically be available to work.

Selecting Inmate-Workers

As specific industry projects are identified, it will be necessary to finalize procedures for selecting inmates who will be working. Chapter IV of the Resource Manual examines a range of inmate worker selection issues and techniques (page 95).

Many industry programs place inmate classification in a central, pivotal role with regard to determining inmate worker eligibility. In Hennepin County, daily classification team meetings determine which inmates are eligible for outside work crews. In Hampden County the classification board controls inmate eligibility. Similar relationships have been developed in Middlesex County and Philadelphia.

Eligibility requirements for inmates participating in the 18 pioneering programs include (in order of frequency):

- security clearance
- medical clearance
- clearance by program personnel
- classification interview
- physical and mental ability
- past experience
- interest in industry area
- willingness to cooperate
- sentence status/length of sentence
- application/interview process
- minimum days left on sentence

- certain crimes not eligible
- escape history
- judicial determination
- level of education
- ability to complete program
- pre-assessment program

During this step in the development process it is necessary to focus more clearly on the characteristics of the inmate worker population. This is necessarily done in concert with business planning efforts, as potential products, services and markets are identified.

CHECKLIST 5: TASKS/PRODUCTS

- Research report on inmate characteristics.
- Profile of inmates who might be suitable for industry programs.
- Statement of characteristics of inmate workers to be used, and estimates of numbers
- Outline of inmate worker eligibility criteria.
- Estimate numbers of eligible inmates.
(as specific industry projects are finalized)
- Develop specific inmate-worker selection criteria.
- Develop procedures to ensure that classification staff are involved with the selection in workers.

RESOURCES

Jail Industry Resource Manual, Chapter IV, Page 95.

6. Determine Methods for Motivating Inmates--Will they be Paid?

Another initial "watershed" decision determines whether inmates will be paid for their efforts. In the 18 pilot industry programs studied, half pay inmates wages, but only three could be said to pay a prevailing wage. The 1993 NIJ survey found that giving inmates time off of their sentences was the primary compensation for most jails.

<u>Type of Compensation</u>	<u>Percent of Jails</u>
Pay	19% (average daily wage of \$4.08)
Time off of sentence	63%
Extra privileges	47%
Other types of compensation	18%

The survey discovered many creative forms of "other" compensation in the nation's jails, as described below.

<u>% Response</u>	<u>Type of Compensation (Privileges, Other)</u> (No. of responses if more than one in parentheses)
11.8%	Food: Barbecue (2), Extra Beverages (6), Extra Food (26), Feed Three Meals (2), Inmates Fed, Kitchen Access, Ice, Microwave (2), Eat in Dining Hall,
9.8%	Visits: Contact Visits (16), Extra Visits (14), Visitation (5)
8.1%	Extra Privileges (6), Benefits, Extra Library Time, Extra Recreation (9), Better Recreation Equipment, Later Lockdown (3), No Lockdown (5), Weight Machines in Dayroom
7.6%	Better Conditions of Confinement, Housing (3), Furniture, Special Housing/Dorms/Better Cells (10)
5.1%	Fees/Fines/Costs: Do not pay room/board, Free Dental, Free Medical, Inmate Program to Pay Existing Fines (Inmates Volunteer), No Housing Charge (2), Work Off Fines/Costs (12)
5.1%	Commissary (6): discounts (3), extra (6), Free Cigarettes/Coffee, Free Store Call, Vending Machines
4.8%	Release: Early Release (2), Furloughs (5), Good Time (8), Passes (2)
4.2%	Classification/Status: Minimum Security Classification (4), Trusty Status (4), Work Release (7)
3.7%	Smoking Privileges
3.7%	Television/Entertainment: Better Cable T.V., Headset Radios, Movies, T.V./Extra T.V. (9), V.C.R.
3.1%	Movement: Allowed Outside (3), Freedom to Move About Facility, Limited Outside Movement, Mobility, Out of Cell Time (5)
2.5%	Phone
2.2%	Community Service Time

The chart on the following page describes the practices of the programs that participated in the 1995 BJA Symposium.

State	County/City	Description of Work and Industry Activities: Inmate Compensation				
		Paid	Amount(s)	Time Off	Privileges (list)	Other (describe)
CA	Santa Barbara	no	--	x	--	--
CA	Santa Clara	no		x	better housing, longer visits distinctive clothing, certificates, B.B.Q.'s	
FL	PRIDE of FL	yes	\$2 to \$4/day			\$.25 to \$.50/hr \$.15 for every dollar earned, in addition to their pay, to the DC's victim restitution fund
HI	HI Corr. Ind.	yes	\$1 to \$8.90/hr.	x		
FL	Metro Dade	yes	\$3/day \$5/wk for some			free commissary, \$5/wk (early release as result of extra good time)
MN	Hennepin		\$6 (off-site)			Institutional Labor - \$4/day
MA	Hampden	yes*	ind. workers pd \$.50-\$1/hr	x	more time out of cells	work boots provided
MA	Barnstable	yes*		x		* 1/3 of money earned through work done for private industry
NV	Washoe	yes*	\$2-\$3.60/day	x		* Industries workers paid; other workers are not
NH	Strafford	yes	\$4.25-\$5/hr			Job reference, bonuses for special effort
NH	Belknap	yes		x	television,	industry crew hiring pool later lights out
NY	Westchester	yes	\$2-\$4/day			
OH	CCNO	yes	prevailing wage	x		extra TV/snack extra visits, extra earned credit, commissary, \$\$\$
PA	Lancaster	yes	\$1-\$1.83/day		x	extra clothing, personal clothing, use of vending machines
PA	PHILACOR	yes	\$1.32-\$2.04/day	x		
VA	Arlington	x	\$0 to \$4.25	x		extra visits
WA	Clark			x	1/3 good time	extra food, "being outside" smoking privileges
WA	King	x	pizza, coke, \$2.50 a day to spend on commissary items, etc., gratuities,			coffee, extra food, smoking outside, going off grounds, positive reinforcement
NJ	Middlesex	x	\$1/day \$2 kitch	x		

Often, compensation and motivation decisions are based more on policy and political considerations than on economics. To reach this decision, it is first necessary to consider the full range of methods that have been, and can be used to "compensate" inmates.

Some of the non-monetary incentives used include:

- limited free commissary
- extra good time
- special meals and meal times
- extra hours of TV viewing
- extended telephone privileges
- furloughs
- working assignments outside of the jail
- civilian clothes privileges
- extra uniform changes
- preferred housing assignment
- extended gym and recreation time
- involvement of inmates in improving operations
- reduction of fines
- outside meals and "treats"
- freedom of movement

Inmates can also be motivated to participate in programs because of less immediate occupational benefits, such as:

- opportunity to learn skills
- vocational training certificates
- job placement opportunities
- position advancement
- developing a work record or history.

These issues and options are described in more detail in Chapter III of the Resource Manual.

As final decisions are made for new industry projects, specific compensation/motivation decisions can be finalized.

CHECKLIST 6. TASKS/PRODUCTS:

 Determine primary methods for motivating inmates.

RESOURCES:

Jail Industry Resource Manual, Chapter VII

7. Determine Where Work Can Occur--*Inside or Outside the Jail?*

Another basic initial decision, the general location of jail industry activities, will have a dramatic impact on subsequent development issues. For example, a location that is inside the security perimeter will limit the types of materials that can be used in the program. When Hampden County decided to locate its manufacturing operation away from the jail, it limited the potential workforce to inmates who qualified for community custody. Now that industries has been allocated space in the new jail, the workforce has grown.

Many counties are experiencing overcrowding, and may therefore feel compelled to locate industry operations outside of the facility. Before making this decision, be sure to fully consider all possible locations within the perimeter, or on the jail site. Remember that some jail industry programs require very little space.

- Ten Jail Industries That Can Be Operated in a Closet**
(...or in existing spaces)
- * Data Entry
 - * Mailing
 - * Disassembly of Small Items
 - * Assembly of Small Items
 - * Sewing
 - * Engraving
 - * Shoe Repair
 - * Refinish Small Furniture Items
 - * Clothing Repair
 - * Telephone Answering

Appendix A describes the location decisions of the jurisdictions that attended the 1995 BJA Symposium. Eleven (11) of the nineteen jurisdictions have found ways to employ inmates *in their housing units*. Arlington County uses program space adjacent to each housing unit to extend the services provided in its printing industry.

- CHECKLIST 7. TASKS/PRODUCTS:**
- Determine if jail industry program will be operated-
- within perimeter
 - outside perimeter but on site
 - away from site
 - in more than one location

**8. Identify Sources of Assistance-- WHO CAN HELP?
Identifying and Involving Resources**

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

When NIJ first assembled industry managers in an effort to learn from their experiences, they reported that they had successfully met the complex needs of jail industries only through the creative use of a diverse array of resources. For example, these managers frequently ventured into the private sector to secure information and support to develop and improve their industry.

In Hampden County, Massachusetts, the industries manager relies on the "business advice" of a retired insurance company executive for regular guidance and evaluation. In Middlesex County, New Jersey, the local Chamber of Commerce supports the industry program by participating in an advisory capacity, guiding marketing and product selection decisions. Other critical resources have been secured through the Small Business Administration (SBA), such as access to volunteers in the Service Corp of Retired Executives (SCORE). Prince Georges County, Maryland, has found that the local Private Industries Council (PIC) can play a central role in jail industries.

Appendix A (page A-34) describes the resources that BJA Symposium participants found most helpful.

Resources for the Jail Industry

Chapter 1 of the Resource Manual provides detailed guidance for identifying and using resources to develop and operate a jail industry program. The text identifies types of resources that can be tapped, including:

General Resources

- (1) Published Materials
- (2) Community Resource List
- (3) Resources for Assistance with Legal Issues
- (4) Types of Resources Available Locally, at the State Level, and Nationally
- (5) Specific Organizations and Agencies

The text also describes specialized resources (such as volunteers) and identifies resources that can help the program to "stay current."

CHECKLIST -8. PRODUCTS:

____ Inventory/List of Resources that Can be Used.

RESOURCES:

Jail Industry Resource Manual, Chapter 1, Page 9.

NIC Jail Resource Manual (Fourth Edition), National Institute of Corrections, Boulder, Colo. 1989.

DEVELOPMENT TASKS and BUSINESS PLANNING

Six activities should be completed during this second phase of development of a jail industry program:

DEVELOPMENT TASKS

9. Identify Sources of Financing for the Program
10. Determine Who Will Manage and Supervise the Program
11. Determine How to Coordinate with Jail Programs, Security and Classification
12. Identify Potential Customers and a Process for for Selecting Products and Clients
13. Plan to Manage Risk
14. Prepare Policies and Procedures for Operations, Record-Keeping and Bookkeeping

BUSINESS PLANNING (concurrent with development activities)

15. Develop and Implement a Business Plan for Each Distinct Industry

These are reviewed and discussed in the following pages. Readers should remember that the sequence of implementation within this phase is not as important as implementing these activities initially.

All of these activities build on the foundation decisions from the first set of tasks. The activities undertaken during this phase of the development process are more concrete, and set the stage for the implementation of specific industry projects. By implementing these activities before you start a new industry project, you will:

- * provide a strong organizational and management context within which the project will operate;
- * increase cooperation between various jail staff and officials;
- * integrate the new industry project into the daily operation of the jail;
- * reduce conflict and competition between jail staff;
- * ensure that the project is guided by sound written procedures; and
- * anticipate and address areas of potential risk.

Concurrent Activities

The development activities (tasks 9 through 14) should be implemented concurrently with business planning activities (task 15). If these are not implemented at the same time, you will be faced with many challenges; for example, sources of financing will be pursued based on the financial needs of each specific industry project. Funding sources for equipment are often different than sources that can be tapped for staff salaries. Conversely, some of the elements of a business plan cannot be completed until decisions have been made about management, supervision, and risk management.

9. Identify Sources of Financing for the Programming Funding Sources and Limitations

While many jail industry programs strive to be "self supporting," most require initial funding for either personnel or capital costs--or both. As the concept of the jail industry is being refined, it is necessary to consider potential sources of funding. Jail industry programs have tapped a variety of funding sources, including:

- county funds, including initial capital costs and establishment of a "revolving fund,"
- private funds, including loans from private banks
- state funds
- federal funds for pilot programs (U.S. Department of Justice)
- federal/state funds through the Private Industry Council

As suggested in Appendix A (page A-20), financial support for jail industries can come from diverse sources, including:

- drug and alcohol grants
- vocational education grants and contracts
- regional authorities
- job training programs
- inmate benefit funds
- deductions from inmate wages
- bond issues
- loans
- revenues from inmate phone calls
- revenues generated by the industry program

The amount of funding required varied significantly. Hampden County secured a \$15,000 bank loan and a \$30,000 line of credit from a local bank. Kennebec County started its program with surplus materials and existing personnel, as did Miami/Dade County.

In Prince Georges County, the \$25,000 needed for capital costs was provided equally by the county and the private industry council. Cook County attempts to tap grants from private industry. Philadelphia has established a revolving fund for the industries program.

By determining where (and even if) funds are available, another key foundation decision will be made--narrowing the scope of subsequent development efforts.

CHECKLIST 9.. TASKS/PRODUCTS:

___ Identify potential sources for funds.

___ Estimate financial resources that could be available from each source.

RESOURCES

- Jail Industry Resource Manual,

10. Determine Who Will Manage and Supervise the Program

Industry managers surveyed by NIJ agreed that one of the most crucial decisions made during the development phase is the identification of the type of manager that is needed to operate the program.

Chapter V of the Resource Manual examines the skills and characteristics that should be considered (page 114). In considering this issue, it will be necessary to begin to design the overall organization and management structure of the program.

It is possible--if not likely--that the industry program can be managed with existing personnel. This was the case in Belknap County, New Hampshire, where the program director was assigned responsibility for the industry program. She manages the program, using other facility staff and volunteers to supervise production. This was also the case in Miami-Dade County.

Arlington County has found that other county departments are willing to reassign their own staff to supervise inmates. The new print shop in the jail is staffed by non-jail employees. Arlington's work crews are supervised by employees of the parks and recreation department.

Jail officers are often overlooked as a source of supervision. Plymouth County, Massachusetts has been able to find officers who have specific experience and interest in areas such as horticulture; these officers supervise and manage the greenhouse operation.

Some programs involve volunteers actively as managers and supervisors. They have proven to be a viable source of assistance.

Management vs. Supervision

It is important to understand the difference between *managing* a jail industry program, and *supervising* one. For the purposes of this Workbook, supervision involves monitoring inmates as they implement their work on a day-to-day basis. In many jails, supervision and management are combined and assigned to a single staff member. While this may be possible in some circumstances, it may shortchange the management tasks, and thereby reduce the long term health of the program.

CHECKLIST 10. TASKS/PRODUCTS:

- Initial organizational plan for program.
- Draft job description for industry manager and for other key positions.

RESOURCES:

Jail Industry Resource Manual, Chapter V.

11. Determine How to Coordinate with Jail Programs, Security, and Classification

One of the most serious problems reported by jail industry managers is the resistance of security staff and existing program personnel to the creation and operation of an industry program. Creating the program requires change--and jails, like most organizations--resist change.

Chapter III of the Resource Manual begins with an analysis of methods that can successfully balance security, programs and industries (page 83). In Chapter IV, linkages with education and training programs are examined in more detail (page 97).

Most of the pioneering programs studied by NIJ reported close working relationships with other jail programs. In some jails, the industry program is a subsidiary of the overall program division; in others, it is a separate entity.

It is important to work out relationships, deal with "turf" issues, and secure a common commitment to the industry program at this point in its development.

Some strategies that have proven effective at integrating industry programs with other programs and activities include:

- * including the industries manager in the classification process
- * including classification and program staff in the planning and oversight of industries;
- * securing high-level administrative support for industries in the jail; and
- * convening regular meetings of classification, program and industry staff.

CHECKLIST 11. PRODUCT:

____ Describe industry program relationships with other programs, security, and classification.

RESOURCE:

Jail Industry Resource Manual, Chapters III and IV.

12. Identify Potential Customers and Create a Process for Selecting Products and Clients

In the initial phase of development (task 4) decisions were made that determined potential markets and customers (public vs. private). Part of the formula for selecting the appropriate product or service is to identify customers that want or need that product/service.

Jail industry managers have analyzed their customer/product selection process and offered advice. They identified their three best customers as: city and county agencies; non-profit, tax exempt agencies; and the private sector. Criteria for determining which customers are the "best" included:

- cost effectiveness
- accessibility to services or goods
- avoid bidding process
- non-threatening (to unions)
- customer support

Managers described the special attributes of the private sector as a customer in terms of product-orientation (rather than service), costs/revenue, and volume. Chapter V of the Resource Manual describes methods that can be used to identify potential customers and make appropriate decisions.

Product or Service?

During the initial phase, research determined what customers could be served and identified any limits or restrictions that are placed on options by law. At this point it is necessary to again narrow the scope of planning and development by determining whether the primary outcome from the program will be a product or a service. Of course, this decision must be made in consideration of many of the prior steps implemented (available inmate labor and corresponding characteristics, market interest, space constraints, etc.).

Customers and Clients

Chapter V of the Resource Manual describes methods that can be used to identify potential customers and make appropriate decisions. Appendix A (page A-13) describes the variety of customers served by the participants in the BJA Symposium. These include:

- Parks and recreation
- Courts
- Roads and highway departments
- Fire departments
- Probation
- Print shop customers
- Salvation Army, Goodwill
- Homeless projects, food banks
- State agencies
- Federal agencies
- Kiwanis and other service organizations
- Preschools
- Rehabilitation programs
- Sheltered workshops
- Community Colleges
- Libraries
- Churches
- Hospitals
- AIDS projects

Tips for Identifying and Selecting Customers and Products

As a public agency, a jail must approach customer identification and product selection in a "public" and open manner. Such an approach perhaps reached a high point in Strafford County. There, county officials decided to openly "advertise" their resource, through an aggressive public information campaign that included mailing a "prospectus" to all companies and towns in the county.

Another excellent resource is your county purchasing office. By jointly reviewing the list of commodities--and services--purchased by county agencies a match can often be made between the needs of the county and the capabilities of the jail. In Maine, the State Purchasing Office has been used.

Create a Formula or Template for Making Decisions

As specific proposals or options are received by the county, it will be necessary to screen each one and to eventually make choices. Again, because counties are public entities, it is important to be open, careful and fair in these decisions. Some counties have found that it helps to establish specific selection criteria prior to looking for customers. A list of criteria can be established, and even weighted, that allows each option to be fairly evaluated.

Some Potential Criteria for Screening Potential Products or Services

- * Size of potential market
- * Ease of production
- * Amount of equipment needed
- * Need for space
- * Security hazards
- * Health and safety risks
- * Job skills required
- * Skill relevance
- * Achievement of goals and objectives

Many counties have found that they can easily convert the work accomplished as "foundation decisions" into a template that can be used to evaluate potential projects.

Chapter V of the Resource Manual provides additional insights into the screening and selection process. It notes that after the initial screening has been completed, a "revenue analysis" should be conducted for an industry that has been tentatively selected. The analysis, which will determine of the product or service will provide sufficient financial support, including consideration of: Sales volume, Cost of materials, Utility costs, Cost of equipment, Miscellaneous expenses. These, and other elements of a business plan figure into the selection process (see Task 15).

CHECKLIST 12. TASKS/PRODUCTS:

- List (weighted) of Criteria for Selecting Customers and Products
- List of potential customers and needs.
- Strategy for Identifying Customers.
- Determination of primary focus--products or services.
- Description of rationale for reaching the decision.

RESOURCES:

Jail Industry Resource Manual, Chapter V.

Business Planning for Jail Industries

13. Plan to Manage Risk (How Can We Manage Liability?)

Managing Risk in Detention and Corrections

Because jail industries operate in two dimensions--secure detention and the business environment,--jail industries run many more risks than do normal businesses. If not anticipated and neutralized, the risks can easily kill a program or subject the jail to costly litigation. Now is the appropriate time to consider, and incorporate risk management techniques.

Risk management is designed to protect an organization against losses-which have the following special meanings:

- * injury to staff, prisoners, or the public;
- * breach of safety and security practices;
- * involvement with costly litigation;
- * reduction of, or loss of, insurance coverage.

These can be considered "losses" in the sense that they may cause human suffering, cost the jail money, or bring it adverse publicity--a loss of reputation. Further, when jail industries are considered the loss of the jail industries program must also be a concern. If risk is not properly managed, the program may become too costly in political terms, causing officials to terminate operations.

Risk management refers to the development and implementation of procedures to prevent these losses from happening. Risk management typically involves the following steps:

- * identifying and analyzing exposures to loss
- * examining the feasibility of alternative ways to eliminate or minimize exposure
- * selecting the best technique(s)
- * implementing the chosen technique(s)
- * monitoring and improving the techniques

In jails, risk management necessarily includes special attention to the legal liability of the facility and taking steps to reduce liability. Liability in a jail industry may include: negligent hiring; negligent retention; failure to direct; negligent assignment; failure to supervise; negligent entrustment (letting the wrong kind of staff or inmates undertake certain tasks); and failure to train.

These seven types of liability apply to both industry staff and to inmate workers. For example, a jail may be used if it retains negligent industry supervisory staff or if it retains work inmates who have shown themselves to be negligent in the use of dangerous equipment.

Chapter II of the Resource Manual provides resources for developing a risk management plan (page 57). Use these materials to develop a risk management plan that can be incorporated--from the beginning, into all facets of the industry program.

CHECKLIST 13. TASKS/PRODUCTS:

Create a risk management plan.

RESOURCES:

Jail Industry Resource Manual, Chapter II.

14. Prepare Policies and Procedures for Operations, Record-Keeping and Bookkeeping

Jail managers know the value of guiding daily operations with written policies and procedures. The jail industry program should not begin until certain basic issues are addressed in policies and procedures.

Chapter III of the Jail Industry Resource Manual describes the need for policies and procedures in detail, outlining techniques and providing samples. An appendix to the Manual provides a complete set of sample policies and procedures.

While some jail industry managers suggest that it is possible to open a new program without all of the policies and procedures described in the Manual, all agree that certain basic ones must be in place before opening. These include:

- * Administration and Organization
- * Staff Training and Job Descriptions
- * Recruiting, Selecting and Training Inmate-Workers
- * Supervising Inmate-Workers
- * Evaluation and Termination of Inmate-Workers
- * Compensation of Inmate-Workers
- * Records to be Maintained for the Operation
- * Bookkeeping Practices
- * Production Practices

The Manual offers many helpful tips for developing meaningful policies and procedures.

CHECKLIST 14. TASKS/PRODUCTS

- Outline Specific Policies and Procedures Needed Prior to Opening the Program
- Develop Draft Policies/Procedures
- Secure Comments and Revise
- Print and Distribute Policies and Procedures

RESOURCES:

Chapter III, Jail Industries Resource Manual

NIC Policy and Procedure Workbook for Jails

15. Develop and Implement a *Business Plan* for Each Distinct Industry

This task should be implemented concurrently with the development activities (Tasks 9 through 14), and should be implemented for each distinct industry project.

The Business Planning Workbook for Jail Industries provides step-by-step instructions for developing and implementing a business plan. It will help you to clarify your thinking about important aspects of this program and will allow you to develop a plan which will enable you to communicate to other key individuals why such a program exists and its potential benefits to inmates, to the jail programs, and to your local community.

A good business plan must address the following aspects of a jail industries program:

- WHAT the customer wants (the products/services offering)
- WHEN the customer wants it (delivery schedule)
- WHERE the products/services will be created or performed (the place)
- HOW MUCH the customer is willing and able to pay for the products/services (the price)
- HOW the customers will find out that your products/services are available and be encouraged to buy them (the promotion)

A good business plan:

- tells you WHERE you are going (specific objectives)
- tells you HOW you plan to get there (marketing strategy)
- gives you specific TARGET GOALS to aim for (useful in the evaluation stage)
- tells you how much it will COST to implement the plan (budget planning)
- provides a means of MEASURING your progress in answering the question: "How well are we doing?"
- allows CORRECTIVE ACTION to be taken to control the plan
- enables you to pursue your PROFITABILITY GOALS ("Will we be able to make a profit if we implement this plan?")

CHECKLIST 15. TASKS/PRODUCTS:

___ Complete the Business Planning Workbook for each distinct industry project

RESOURCES:

Jail Industry Resource Manual, Chapter V.

Business Planning for Jail Industries