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STATE OF NEW YORK

DEPARTMENT OF CORRECTIONAL SERVICES

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FINAL REPORT

VOCATIONAL EDUCATION GRANT

The following report presents a summary of the activities and accomplishments of the Vocational Education Grant (DCJS #1861) from 1975 through early 1979. This grant focused upon improving and modernizing vocational education programs within facilities of the New York State Department of Correctional Services.

During the grant period, new equipment was installed, renovations were completed, new programs were established and old ones revamped, instructional methods upgraded and standardized, inservice training was provided, education counseling services were established, and a system of management and accountability introduced.

Vocational programming was expanded from ten facilities with 112 vocational shops to seventeen facilities with 188 vocational shops.

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September 6, 1979

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ACQUISITIONS

VOCATIONAL EDUCATION GRANT -- HIGHLIGHTS

I. GRANT BACKGROUND

Following the Attica riot of 1971, a series of committees were convened with the aim of generating concrete recommendations for improving vocational training programs within facilities of the New York State Department of Correctional Services. The problems identified and suggested solutions became the basis for a federal grant which was funded by LEAA in 1975.

II. VOCATIONAL EDUCATION PRIOR TO GRANT

Major problems characterizing vocational training programs prior to the grant included:

1. outmoded equipment
2. limited shop supplies
3. lack of up-to-date curricula and isolation of instructors
4. lack of standardized reporting systems
5. lack of appropriate instruction
6. poor programming procedures.

III. ACCOMPLISHMENTS OF VOCATIONAL EDUCATION GRANT BY COMPONENT

A. Improvement of Facility Vocational Programs

1. Purchase of Equipment and Related Supplies - From 1975 until the end of the final phase of the Vocational Education Grant in early 1979, approximately \$3,000,000 was spent for the purchase of modern, up-to-date equipment.

2. Establishment of a Vocational Equipment Advisor Position - The Vocational Equipment Advisor was instrumental in overseeing and coordinating equipment purchases across facilities, and pinpointing required renovations which would insure the operation of this new equipment. This staff member was also responsible for negotiating with the New York State Office of General Services to make certain that equipment purchases would closely approximate that used in private industry.

3. Preparation and Renovation of Shop Areas - Numerous physical problems with regard to space, power, and site preparation had to be solved before modernization of vocational programs could be completed.

4. Establishment of New Programs - During the grant period, the number of vocational programs operated by the Department increased from 112 to 188. Further, with the expansion of nearly all programs to accept an enrollment of 15 inmates per half day session, the capacity of vocational training programs rose from approximately 2,000 inmates to nearly 6,000 inmates.

B. Development of a Statewide Education Counseling Program

Education Counselor positions were established under the grant and later transferred to state funding. As a result, Education Counseling is currently provided at fifteen of the Department's major facilities by twenty-three certified counselors. Services typically include career and educational counseling, placement and scheduling, testing, and college screening.

C. Establishment of an Audio-Visual Training Program

A color closed-circuit TV studio is presently in operation at the Department's Training Academy as an educational release program for inmates. Numerous training tapes for Departmental use have been produced. Of the twenty inmates who have successfully completed the entire program, fourteen are currently working in the audio-visual field. Of the thirty inmates who have participated, none has returned to prison.

In addition, 500 staff and inmates have received in-service training in the use of black-and-white closed circuit television in satellite programs within sixteen correctional facilities.

D. Establishment of Regional Supervisor Positions

Three regional vocational supervisors have been instrumental in supervising efforts to upgrade vocational programs within the facilities. They have assured centralized direction, implemented accountability systems, and provided a communication network between Central Office staff and facility staff, and between staff at various facilities. Review of travel records has revealed that Regional Supervisors spend at least half of their time in the facilities, primarily assisting staff in implementing new instructional programs.

E. Standardization of Curricula and Development of Instructional Materials

Standardized curricula, called Employability Profiles, have been developed and implemented in twenty-eight trade areas. Instructor Guides have been generated for seven of these trades, and Task Procedure Sheets for students have been prepared in four. Efforts are on-going to complete this process for all trades taught within vocational education. Input from outside employers has been sought and received for all materials produced to date. In addition, in-service workshops for instructors have been held in conjunction with Regional Supervisors.

F. Creation of an Industrial Training Program

It became evident that until vocational education programs were upgraded, that little progress could actually be made in formalizing industry training. Such an effort would more appropriately follow, and build upon the development of standardized vocational programs. As a result, the Department sought and received a grant from LEAA in 1979 which focuses upon linking vocational and industrial programs. Currently, industry programs which can immediately benefit from existing training provided in vocational programs are being identified.

Job classifications detailing skills required for industry jobs are being developed so that an appropriate match with vocational curricula components can be provided. Thus, formalized training components within the Division of Industries will be integrally related to, and outgrowth of, work completed in the vocational area.

IV. PROGRAM EVALUATION

1. One of the major implementation problems identified related to non-compliance of instructors with record-keeping procedures. As a result, additional training was undertaken, new filing systems introduced, and more intensive supervision by Regional Supervisors was implemented.

2. Problems relating to attendance, excused absences, program placement, and inter- and intra-facility transfers were identified and solutions are presently being sought.

3. Research showed that 57% of the inmates completing tasks on the Employability Profile had reading levels below ninth grade.

4. Reading level was found to have little impact on the number of tasks completed.

5. The largest group of students who had completed tasks read at a 5 - 8th grade level.

6. Surveys showed that instructors were pointing students toward specific skill sequences within a trade which related to employment opportunities.

UPGRADING VOCATIONAL TRAINING PROGRAMS
WITHIN THE NEW YORK STATE DEPARTMENT OF CORRECTIONAL SERVICES:
A FINAL REPORT ON THE VOCATIONAL EDUCATION GRANT

I. INTRODUCTION

Since the Attica riot of 1971, the New York State Department of Correctional Services has made significant inroads into the complex problems of providing occupational training to under custody inmates. Currently, there are approximately two hundred vocational programs operating at seventeen major correctional facilities throughout the State, and providing training in thirty-nine different areas. The Department's vocational training programs serve slightly more than 3,000 inmates per half day session. Since the vast majority of inmates participate in vocational education on a half day basis, these programs have a capacity of nearly 6,000 inmates, representing approximately thirty percent of the inmate population at any one time. However, the greatest gains in vocational education have been made, not in expanding the proportion of the inmate population served, but in the quality of the programs provided and in doubling the number of inmate participants. The number of inmates enrolled in vocational programs was approximately 2,000 in 1973, but increased to approximately 6,000 by the end of the grant.

Following Attica, a report by the Select Committee on Correctional Institutions and Programs (1975) pointed out many of the shortcomings of vocational education programs within the Department's facilities. Based on this committee's recommendations, the Department sought and received the advice of the State Departments of Education and Labor. A critical survey of each facility's vocational education programs was made through a combined effort of the three Departments.

II. VOCATIONAL EDUCATION PRIOR TO GRANT

A number of problems were characteristic of vocational programming throughout the Department at the time of the Attica rebellion:

A. OUTDATED EQUIPMENT

Shop equipment typically found in the Department's vocational education programs was outdated or even obsolete. Much of the equipment was fifty years old and not currently in use by modern employers. A significant amount of equipment was inoperable due to broken or missing parts, or lack of an appropriate power supply; and instructors, hampered by meager supply budgets, were unable to replace or even repair all but the most essential pieces of equipment. As a result, it was impossible for instructors to teach up-to-date job skills which would be relevant to jobs that inmates could secure upon release.

B. LIMITED SUPPLIES

Compounding the problem of outdated equipment was the inadequacy of supply budgets provided to instructors. These meager supply budgets made it impossible to have in reserve the necessary expendable supplies which could insure continuous training opportunities. In truth, many vocational programs actually were primarily

involved in the performance of facility maintenance functions, with skill training a secondary and random occurrence rather than a primary goal.

C. LACK OF UP-TO-DATE CURRICULA AND ISOLATION OF INSTRUCTORS

Because of the diverse manner in which vocational programs grew up within Corrections, there was a complete lack of standardization across shops in different facilities. Although instructors had course outlines for their trade, instructors of the same trade located at different facilities tended to teach skills relating to their own area of expertise. They developed their own tasks for students to perform. Although some of these tasks were valid in the job market, others were outdated because of the insularity of Correctional instructors and their absence from active participation in their own field of expertise. In a sense, instructors had become as isolated as the inmates in their programs. Although they had the ability to instruct, the skills and knowledge being transmitted were not always appropriate for current market needs. In some cases, the instructor developed his own curriculum, and then watered it down in an attempt to provide activities for extremely low level students. The overall impact of such efforts, however, was usually to decrease the credibility of vocational shops to provide valid occupational skill training.

Complicating the problems surrounding trade instruction was the factor of interfacility transfer. The New York State Department of Correctional Services is by any standard a large and complex penal system. As it underwent the growth in inmate population which was experienced throughout Corrections during the 1970's, the number of individual correctional facilities grew to over thirty. Transfers between facilities became common as inmates progressed from maximum security through medium and minimum toward their release dates. Transfers, naturally disruptive of programs, were even more so because of the lack of any standardization between vocational instructors of the same trade but located at different facilities. Inmates participating in a program such as Auto Mechanics or Welding, could request the same program at a number of other facilities. However, upon transfer, these inmates were often understandably confused by the uniqueness of the program they encountered.

D. LACK OF STANDARDIZED REPORTING SYSTEM

Since, as previously stated, there was no standardization of tasks or curricula, each shop instructor had over the years developed his own curricula based on his experiences and knowledge. However, the uniqueness of the programs only added to problems by encouraging each facility to develop its own student progress report form. In truth, since no centralized administrative network existed, instructor reporting was primarily for internal use by facility staff. Reporting systems, therefore, varied enormously, and were based on criteria ranging from the number of hours in the shop, to work attitudes and behavior. Only occasionally were definite job skills practiced by students identified.

With the advent of increased interfacility transfers of inmates, the lack of comprehensive, transmittable records had become an increasingly crucial problem.

E. LACK OF APPROPRIATE INSTRUCTION

In most cases, instructors who were actually trying to conduct vocational classes most often developed transitional lecture type group sessions. Further, they often attempted to set up their courses in a semester arrangement typical of public school systems.

Consequently, they experienced extraordinary frustration and discouragement when faced with the high levels of absenteeism common within Correctional programs, complicated by constant transfers. Since a facility's professional staff typically worked an 8 to 4 shift, all business with an inmate was conducted during that time period. Thus, students were "called out" from a shop program for an incredible variety of reasons ranging from a counselor interview, an Adjustment Committee hearing, a commissary buy, shower or haircut, or a Parole Board interview. In fact, with the enormous growth of programs experienced in the post-Attica period, the situation worsened until there were over seventy valid reasons for an inmate to be absent from his shop program. Essentially, program personnel began to compete with each other, as well as other facility staff, for the ability to provide each inmate with services he was deemed to require.

In the face of an open entry, open exit program system, even more complicated by high absenteeism, instruction could not be intelligently provided in lecture sessions during a semester. In addition, the wide range of natural student abilities confronted instructors with seemingly impossible obstacles to teaching.

F. POOR PROGRAMMING PROCEDURES

Little in the way of vocational exploration or orientation programs existed in any of the facilities. Program Committees, composed primarily of program, maintenance, and security personnel, carried the responsibility for the placement of inmates into all facility assignments. In many cases, inmates were placed in vocational programs when and where vacancies occurred with little consideration for an inmate's interests. Further, few inmates had even the slightest degree of knowledge with regard to various trades. Many had little idea of the tools of a particular trade, the kinds of activities performed by tradesmen, or even the noise or dirt level of the shop. Thus, the slotting of inmates into vocational programs created a wide range of problems from student disinterest to disciplinary problems, culminating in a high rate of transfer between vocational shops, as inmates later attempted to adjust their own program placement.

III. HIGHLIGHTS OF THE FEDERALLY FUNDED VOCATIONAL EDUCATION GRANT

The recommendations which were generated by the joint task force of the State Departments of Correctional Services, Education, and Labor formed the basis for a proposal to the Law Enforcement Assistance Administration which was funded in March 1975 as the Vocational Education Program Grant. The grant's major components included:

1. Improvement of facility vocational programs.
 - a. purchase of modern, up-to-date equipment for vocational shops;
 - b. establishment of a position to oversee equipment purchases;
 - c. renovation of requisite sites to permit proper functioning of shop equipment;
 - d. establishment of new vocational training programs in selected trades.
2. Development of a statewide education counseling program.
 - a. improvement of educational guidance services available to the inmate population;
 - b. provision of professional assistance to the Program Committee.
3. Development of an audio/visual training program for inmates.
 - a. provision of vocational training for inmates in all facets of industrial/educational closed circuit video tape production;
 - b. production of audio/visual materials aimed at inmate and staff orientation and training.
4. Development of a centralized administrative network for vocational education.
 - a. establishment of three regional supervisor positions for vocational education programs;
 - b. provision of assistance to facility staff in implementing new programs;
 - c. development of a system of accountability and communications between the Central Office and facility staff.
5. Creation of an industrial training program.
 - a. revision of Correctional Industries to provide opportunities for both training and production.
 - b. development of a core training curriculum to be utilized within Industries to teach inmates the requirements of a manufacturing environment;
 - c. development of a tracking system to identify job opportunities available in the inmates' communities, and to provide parole personnel with knowledge of inmates' training and skill levels.

A supplement to the grant, funded in July 1975, was designed to improve instruction within the facilities. This portion of the grant was subcontracted out to a major center for occupational education. Major activities included in the subcontract involved:

1. development of standardized vocational curricula in modular form, allowing individualized, self-paced study that would be least disrupted by transfer;
2. development of improved professional skills through a summer workshop designed to involve selected vocational instructors in the formulation of new curricula;
3. guidance to facility vocational instructors in the development of up-to-date modules of instruction;
4. training of facility staff in the selection and use of multi-media hardware and software for use with the developing instructional programs.

IV. PROGRAM ACCOMPLISHMENTS

Due to the extent of changes which have occurred in vocational programs since the initial funding of the Vocational Education Grant in 1975, each component of the grant's activities will be reviewed separately.

A. IMPROVEMENT OF FACILITY VOCATIONAL PROGRAMS

1. Purchase of Equipment and Related Supplies

From 1975 until the end of the final phase of the Vocational Education grant in early 1979, the New York State Department of Correctional Services has purchased approximately \$3,000,000 of equipment as the first phase of its efforts to modernize vocational training. Funds for new equipment were provided by both the State and Federal governments. Comprehensive surveys of equipment in each vocational shop were conducted. Based on these surveys, equipment was purchased which would be compatible to typical industry requirements. In addition, extensive renovations were undertaken within the facilities to insure the provision of the necessary power, space, plumbing, lighting, and ventilation required for full program operation. Monies were also allocated to increase shop supply inventories providing an adequate amount of expendable materials, from saw blades to welding rod, to provide a capacity for comprehensive instruction.

Actually, the process of purchasing equipment and renovating shop areas was strewn with difficulties. This massive modernization involved the need to develop cooperation between a number of State agencies due to intricate State purchasing practices, as well as coordination between a number of different divisions within the Department itself, primarily facilities planning and support operations. The development of suitable equipment lists proved to be a time-consuming process.

Prior to the grant award, the State Education Department and the State Department of Labor cooperated with the Department of Correctional Services to develop equipment lists compatible with the aim of upgrading facility vocational education programs. The Department of Labor assisted by providing labor forecasts in the vocational trades. The State Education Department through its local Board of Cooperative Educational Services directors evaluated the equipment present in the correctional facilities and made recommendations regarding future equipment needs. After review by the Assistant Director of Vocational Education for the Department of Correctional Services, a final equipment list was developed which was submitted with the grant application.

2. Establishment of a Vocational Equipment Advisor

Efforts to finalize the equipment lists for purchase were greatly facilitated by the hiring of a Vocational Equipment Advisor. This staff member made numerous trips to facilities to pin point exact equipment needs of each vocational shop teacher, and to insure a balance between physical plant capability at each facility and the growing need for compatibility of programs between different facilities. The Vocational Equipment Advisor was responsible for assuring that equipment ordered did not duplicate existing equipment and that it was the most up-to-date equipment available. When duplicates or obsolete equipment were found on the original list, he made appropriate changes and obtained approval for such changes through required procedures. Further, this staff member was responsible for assisting the Department in negotiating with the New York State Office of General Services to make certain that equipment purchases would most closely approximate that used in private industry and would be compatible with the physical plants at the facilities.

After extended contact with involved shop instructors, it was determined that substantial revisions in the list were necessary in order to provide for the acquisition of equipment suitable to accomplish the goals of the grant award. The many changes and substitutions made in the original equipment lists required that revised lists be submitted to the Division of Criminal Justice Services, the overseer of LEAA funds within New York State, in early 1976 in the form of an extension/budget amendment request. In order to expedite this phase of modernization, new equipment which was included on revised lists comprised only items which were on state contract so that purchase procedures would be facilitated.

3. Preparation and Renovation of Shop Areas.

The development of adequate vocational training programs in facilities of the Department of Correctional Services necessitated that the shop areas of many of the facilities be prepared for the new equipment. The primary physical problems encountered in upgrading the vocational programs involved changes in electrical conduits and plumbing as well as some alterations to enlarge the space available to particular vocational shops. These problems resulted mainly because of the age of most school buildings and the greater needs for power stemming from introducing a significant amount of new equipment.

At Auburn Correctional Facility, electrical hook-ups for the equipment were added. Since the school building at Auburn is newer than most, the power supply of the building itself proved adequate and no new power lines had to be run into the institution itself. The majority of the electrical work was accomplished by students in the electrical shop as part of their live work experience.

At Coxsackie Correctional Facility, fifty percent of the machinery in the machine shop was replaced, necessitating new electrical hook-ups. The shoe shop program at Coxsackie was phased out, and its equipment sent to Elmira Correctional Facility to augment the shoe repair program at that facility. The area formerly used for the shoe repair program was converted into a shop class.

Extensive work was done in the old hospital building at Eastern Correctional Facility which now houses all the vocational shops. A new addition was added to the building to house the auto mechanics shop, providing a complete garage with overhead doors.

Certain alterations were made in the Elmira shops, but in the main, the new equipment had the same electrical requirements as existing equipment. Therefore, the task at Elmira mainly involved the replacement of obsolete equipment.

At Great Meadow, the dock area in the school building was converted into offices and storage area. This change allowed for the enlargement of many vocational shops.

An architect from Facilities Planning redesigned the vocational shop area at Green Haven Correctional Facility. A completely new electrical system had to be installed at that facility in order to make ready for the new equipment.

With the exception of Auburn and Elmira, new outside primary lines to supply adequate electricity were required at all facilities. The new equipment in the vocational shops vastly increased the need for electrical power in facility schools and to have ignored the need for site preparation would certainly have doomed all other efforts at modernization to failure. Due to the age of the school buildings, sufficient electrical power was not present to allow operation of the equipment necessary to upgrade the vocational programs without running new power lines into the facilities from outside main power lines.

Because of the extent of renovations, meetings with consulting engineers were extensive. Numerous delays in time schedules were experienced. At Clinton extensive renovations were made involving the need to provide additional space and electrical needs. Instructors worked with the vocational equipment advisor and various subcontractors on placement of equipment following renovations. Extensive exhaust systems were required at Clinton and equipment was moved again. Certainly, these renovations created severe disruption within programs for a period of years. At this point however, the welding shop at Clinton enjoys a shop of about 3,500 square feet, double its prior size, with overhead

doors. A new Electrical shop and a new Radio/TV Repair shop have recently been completed and new equipment installed. By mid 1979, major renovation work was completed at Clinton. New equipment is still being installed in Printing and Drafting.

At Attica Correctional Facility, an entirely new vocational school was constructed. Although originally scheduled for completion in late December 1977, delays were experienced in subcontracts, equipment and delivery schedules, and installation by vendors. Combined with the many minor problems which come to light following new construction, including such things as pipes not painted and delivery elevator malfunctions, were the typical correctional issues revolving around the redeployment of security staff. The new vocational school at Attica opened with the beginning of the 1979 summer school.

4. Establishment of New Programs.

Since the initial grant period in 1975, much shifting and consolidation of shops and equipment occurred, as well as development of new vocational programs to replace outmoded ones. For the most part, emphasis was placed on bringing existing programs up to standards for vocational training. It appeared more appropriate to insure the quality of training in traditional trades such as welding, auto mechanics, masonry, and carpentry, rather than develop new programs which might prove unique but whose impact on the inmate population would prove limited.

During 1973, the Department's under custody population reached 13,000 with slightly more than 2,000 inmates participating in vocational programs at ten facilities. At this point, the Department operated 112 vocational programs and listed 43 different trade areas (see attached table 1 for breakdown).

Over the next few years, emphasis was placed on realigning shop programs. The bakery, and a number of barbering, shoe repair, and laundry programs were phased out or moved to maintenance. The remaining laundry and barber shops are expected to be phased out by attrition and retirement. Functions of these programs will be performed solely under the Department's maintenance division. The emphasis of the Agriculture programs is being shifted toward Horticulture.

A large number of related programs were combined. These shops included tailoring and sewing, radio/TV repair and electronics, drafting and blueprint reading, and carpentry and woodworking. A number of programs were redesignated to accurately reflect actual shop activities. For instance, the automotive shop at Green Haven was redesignated as an automatic transmission repair program. Shops at a number of facilities known as building maintenance programs were redesignated by the job area actually taught such as Painting or Janitorial Services.

By August 1979, the Department's inmate population had reached 21,000. Over 5,000 inmates were participating in vocational programs in thirty-nine different trades, located at seventeen facilities and four camps throughout the State (see attached table 2 for breakdown by facility).

B. DEVELOPMENT OF A STATEWIDE EDUCATION COUNSELING PROGRAM

Under the Vocational Education Grant, the Department was provided with twenty-six Education Counselor positions, later increased to thirty-three. The grant also provided funds in the facilities for clerical support staff.

1. Objectives of Education Counselors

The primary objectives of the Education Counseling Program stipulated in the grant award involved:

- a. improving the educational guidance services available to the Department's inmate population;
- b. providing professional assistance to the facility Program Committees aimed at improving the consistency of the Committee's recommendations with regard to educational and vocational programming;
- c. implementing a uniform recordkeeping system of student achievement to provide a basis for continuous assessment of student progress.

2. Role of Education Counselors

In order to meet their objectives, the Education Counselors are responsible for performing the following duties:

- a. to provide services to inmates who have problems in making an effective adjustment to a facility education program;
- b. to collect data on inmate educational histories, interest, and aptitudes;
- c. to interview new inmates and assist them in making informed choices with regard to educational alternatives;
- d. to participate on the institution's Program Committee in order to provide that Committee with expert assistance in making informed decisions with regard to educational programs;
- e. to perform placement functions with facility schools to insure the proper placement of new students;
- f. to assist inmates in transferring from one proficiency level to another or between various educational or vocational programs;
- g. to provide current occupational, vocational, and educational information to the inmate population;
- h. to maintain a system for monitoring the effectiveness of educational and guidance services;

- i. to conduct an initial interview of all school enrollees to insure the interfacing of school programs with client capabilities and interests;
- j. to develop a uniform educational casefolder;
- k. to conduct follow-up interviews on each school enrollee to evaluate progress in the school program and identify any school-related adjustment problems or necessary changes in program;
- l. to begin to establish a career development service in order to assist clients in their decision making.

3. Implementation of Education Counseling Services.

The education counselors are professionals who hold Master's Degrees in school guidance and counseling and are certified by the New York State Education Department. The first education counselors were originally hired during the months of October and November 1975. None of these counselors had ever been exposed to a correctional setting prior to their employ with the Department. They were hired with the knowledge that a Civil Service exam would be given and that they must qualify in order to hold their positions.

The New York State Department of Civil Service produced a listing of qualified counselors during early 1976. Unfortunately, a number of counselors working in Departmental facilities could not be retained. This factor inevitably produced problems with regard to the implementation of education counseling services within the Department's facilities. It was not until August 1976 that eligible counselors were placed in their permanent positions at twelve Departmental facilities.

Of the 26 original education counselors, 19 were male and 7 female. Of the total, 13 were of Hispanic origin, 4 were Black, and 9 White.

An orientation and training session for education counselors was held November 17 - 21, 1975 at the Department's Training Academy in Albany. This program was aimed at acquainting education counselors with correctional philosophy and policy and more specifically with this Department and its goals and objectives. An attempt was made to introduce the education counselors to the guidance services of the Department which already existed. Seminars and workshops were used to introduce the education counselors to the various operations of the Department including security, facility operations, correctional industries, classification and movement, volunteer services, ministerial services, special housing and discipline, and parole services. In addition, a workshop was held to explain the current use of guidance services within the Department and the role of the Correction Counselor. In all, this training program was focused on introducing new professionals to the functions and requirements of the correctional setting in which they would work.

Further, in order to orient the education counselors into a counseling role in the Department's facilities, it was decided that they would spend a number of months working with the Correctional Counselors in the Service Unit. Education Counselors were assigned a caseload which was not to exceed 75 cases per counselor. They were assigned cases of inmates who were enrolled in educational programs. It was believed that this process would be the best way to acquaint the education counselors with information available in an inmate's file which would be of use for educational programming.

In the Service Unit, the education counselors were responsible for preparing Face Sheets, keeping a Field Book, and preparing Tri-Annual Reports. The education counselors attended Program Committee meetings to assist those being programmed to educational programs. The education counselors also participated in the Orientation Program for incoming inmates.

All inmates having problems in educational areas were referred to Education Counselors by teachers and the Correction Counselor staff. The education counselor acted as a liaison between the education staff and the correction counselor staff to resolve problems in the educational area.

With the progress of the project, it became evident that education counselors would be better able to pursue their responsibilities if they were removed from the Service Unit and placed directly under the supervision of the Education Directors in facility schools. Within the Service Unit, the education counselors proved too far from the mainstream educational programs, and too close to the myriad everyday needs of inmates which typically range from mail problems to money problems. In order to prepare for this shift, a meeting was held at the Department's Training Academy from February 9 - 12, 1976 for all Education Directors and education counselors. The purpose of the meeting was to clarify the role of the education counselor in the Division of Education.

As a result of this meeting, all education counselors were reassigned to the facility schools. This change became effective on March 1, 1976 and placed the education counselors under the supervision of the Education Directors.

4. Problems of Educational Counseling

Although the Education Counselors greatly relieved the load of program committees and scheduling work which had plagued the Education Directors and Vocational Supervisors, problems still exist with regard to the best utilization of their services as well as their adjustment to the realities of corrections.

On a very practical level, some Education Counselors have been concerned with holding their positions since the Civil Service list was established in January. A problem has developed concerning the low rank order of the current education counseling staff. The precariousness of their position has been a major concern of many of the education counselors and a disruptive influence in the completion of their duties.

A problem of a different type has been emerging since the placement of education counselors directly in the facilities' schools. Field visits have indicated role confusion on the part of the counselors themselves, some education directors, and the inmates they service regarding the responsibilities of educational counselors. It appears that their orientation in the Service Unit with correction counselors has led to wide discrepancies in the views held by all concerned regarding the actual types of counseling duties which fall under the education counselors. Some education counselors view forms of clinical counseling as part of their job requirements. For instance, a group of education counselors at one facility would like to initiate group drug counseling sessions. Though such services may be needed, it does not seem that such clinical types of counseling fall under the purview of education counselors. However, the desire to provide such clinical services most probably stem from the initial placement of education counselors with the correction counselors.

The education directors have expressed some difficulty in redefining the education counselors' role as integrally education oriented. Education counselors appear in some cases to resent this attempt to limit their role as counselors mainly to educational problems.

In addition, the use of education counselors in the service unit also appears to have confused the inmates themselves concerning the role of education counselors. At this point in time, education counselors are still assailed with general inmate problems such as complaints about mail, rules, and various other requests. These are problems which are expected to be solved by the service unit counselors.

In addition, education counselors have become frustrated when programming recommendations made on the basis of their expertise and a study of the inmates' educational needs go unacknowledged by the correctional administration. Field visits have found that some education counselors have become frustrated by the variety of programmatic restrictions that are present in a correctional setting. For example, education counselors receive copies of the Classification/Reception Face Sheets on each client. They have been instructed to schedule students using achievement levels on reception. However, many classes and vocational shops have waiting lists and it is not always possible to schedule a student immediately. On the other hand, administrative delays frustrate education counselors when they attempt to reschedule students already assigned who are not interested in their present assignment.

Education staff also note that the education counselors sometimes turn to areas which do not have the most priority with the education staff or Departmental staff. In one instance, the educational counselors became concerned with inmates who for protection or discipline are placed in special housing. They have tried to get such inmates involved in education asking teachers to spend some time in this unit. Such attempts have at times brought the education counselors into conflict with security personnel at facilities. In addition, though bringing educational opportunities to special housing maybe a laudable goal, educational staff have been quick to point out that the majority of regular students should receive top priority services from the education counselors. Most education directors prefer the education counselors to interview all the students now participating in institutional schools to assure that they are properly programmed and to begin work on problems which are discovered.

5. Actual Program Operation

A survey conducted during September and October 1976 found that the major activity performed by education counselors involved individual educational interviews with inmates, including all school-related contacts for program scheduling, testing, and college screening. In fact, in a questionnaire in March 1977 the vast majority of education counselors identified individual counseling with inmates, directed toward the development of appropriate educational programs, as the single most important task they performed.

Individual student interviews included both initial and follow-up interviewing of inmates who participate in school programs and assistance to inmates who have problems in making an effective adjustment to facility educational programs. The education counselors strive to provide each inmate with an accurate assessment of his academic and vocational needs, and how the facility's educational programs can best assist in meeting his particular needs. At some facilities, an orientation to the facility's school programs is presented by the education counselor to a group of inmates, and then is followed by individual interviews of interested inmates.

The education counselors appear to feel strongly about their role within the facilities with regard to education. They attempt to recruit students for educational programs and then attempt to sustain their motivation. They are concerned about resources in the community relating to further educational opportunities and occupational outlook, and to education and work release. These concerns appear to influence the education counselors to place their major emphasis on developing a one-to-one relationship with their clients.

In addition to conducting individual interviews, education counselors routinely participate on the Program Committees of their respective facility, assisting in educational placement and decision-making, and presenting orientation to new inmates on educational program offerings in the facility. At the Program Committee, the education counselor is the representative of the school whose job is to assist the committee in making proper assignments to school programs.

Dissatisfaction of many of the education counselors with their participation on the Program Committee has remained a major problem and appears to stem from a lack of clout coupled with the lack of a cooperative working relationship with the Service Unit experienced in some facilities. Therefore, many education counselors actually have very little say at Program Committee with regard to the assignment of students to school. Further, a significant number of appearances before the Program Committees in the facilities involve non-educational assignments. The majority of education counselors would prefer to deal strictly with educational counseling and placement and would rather not spend their time with those inmates who do not wish to attend school.

In fact, a recurring problem surrounding the role of education counselors has been the tendency within the facilities to engulf education counselors, not only on the Program Committee, but also on the Adjustment Committee and other routine facility assignments. As a result, the impact of education counselors

has been somewhat diminished. However, the education counselors appear to have become an integral part of facility operations. They are physically located in the school area and are quite accessible to the inmate population. Though caseloads for the education counselors are typically around 300 to 400 students, they continue to provide individual education counseling to inmates, as well as assistance and information over a wide range of educational and career topics to the inmate population as a whole.

The Department is currently studying the efficacy of placing education counseling under the administration direction of the Division of Guidance and Counseling or the Division of Education. Presently, there are twenty-four education counselor positions funded by the State at fifteen major correctional facilities. Considering that a number of education counselors have remained with the Department since the initial grant period, it is imperative within Program Services to adjust current staffing patterns to provide avenues of professional advancement for these personnel.

C. AUDIO VISUAL TRAINING PROGRAM

The Vocational Education Grant provided for the establishment of a video tape studio at the Correctional Services Training Academy near the Department's Central Office in Albany.


1. Aims of the Audio-Visual Program

The goal of the Audio-Visual Program was to establish an educational release program for selected inmates which includes all facets of industrial/educational closed circuit video tape production and also to produce needed audio-visual training materials for the Department. The Training Academy studio provides hands-on training in the techniques of video taping.

As originally conceived and implemented, the A/V studio had the capacity to produce black and white (monochrome) video tapes. However, during late 1976, equipment was added which provided the studio with sophisticated color taping equipment. At the same time, satellite black and white programs were initiated in major correctional facilities. Those facilities, which had existing radio/TV repair programs, were provided with a single camera and video tape recording capabilities.

2. Objectives

The main objectives of the Audio-Visual Program as stipulated by the grant were:

- a. to provide inmates with orientation to the Department's variety of programs, such as counseling, furloughs, educational work release, and college programs;
 - b. to develop viable instructional supplements to facility education programs;
- 

- c. to produce instructional tapes for staff inservice training;
- d. to produce informational tapes for various public and community needs of the department; and
- e. to provide a vocational training program for inmates which will include not only the concepts of video production, but also hands-on operation of all equipment necessary to produce actual video tapes.

3. Actual Program Operation

The A/V program was originally staffed by only one person, a parole officer with special qualifications in audio-visual techniques. This staff member was responsible for scheduling, writing, producing, editing, and dubbing all tapes created in the studio, as well as for maintenance of all equipment. The A/V Coordinator also trained appropriate Corrections, Parole, and Probation personnel in the production of video tapes utilizing portable taping equipment.

Because of the limited staffing, the studio relied heavily on volunteers at its outset. As of January 1976, graduate students from the State University of New York at Albany were assisting in production. For their hands-on experience in the various facets of video tape from scripting, to taping, producing, and editing, the students receive course credits from the University. Cooperative arrangements were also made with the Junior College of Albany and Hudson Valley Community College.

During the second quarter of 1976, the inmate educational release program began with the arrival of five inmates. At that time, it was hoped that the color production equipment would have arrived. With the addition of color production equipment, the studio would have the capability of training inmates in sophisticated color production techniques applicable to the existing technology of industrial/educational closed circuit video tape production. This training would encompass camera operation and maintenance, operation and maintenance of video tape recorders, editing, dubbing and duplication, lighting, script writing, pre-production planning, directing and producing, sound mixing, and the operation of special effects generators.

With the expansion of the studio program to include a color taping component, more staff were requested under grant funds. Positions were added for an assistant supervisor, an equipment maintenance technician, and a stenographer.

In mid 1976, the first five inmates on educational release began training at the Academy. However, since its beginning, the program has been plagued with difficulties surrounding the placement of these inmates on educational release. Inmates participating in the program were housed at a nearby facility, traveling to Albany each morning of the week, and returning in late afternoon. Extraordinary

negative attitudes were expressed by facility staff members to the "special" program and many difficulties were experienced. The program participants have been located in two facilities since its inception and plans have currently been approved to move the participants to yet another facility location.

Since the initial group of inmates were released to the program, 31 inmates have participated. A total of 20 inmates successfully completed the program and received a college certificate. Of these 20, a total of 14 are working in the field of closed circuit TV production. All other former participants are either in college or employed.

The problem of coordinating the A/V program with operation of a facility caused a decrease in the number of applicants for the program. These problems have been compounded by the tendency within New York State to apply stringent standards with regard to temporary release status. Not only is there a general trend toward more conservation, but also the State's temporary release laws themselves have been modified during recent years providing for increasingly stiff criteria for the attainment of temporary release status. As a result of these factors, the Training Academy program never attained its full enrollment of twelve students at any one time.

4. Training Components

The expansion of the audio-visual capability from black and white to color during late 1976 has provided a new and viable vocational area for inmates. Training is given in video tape production techniques for closed circuit industrial/educational television, leading to the acquisition of up-to-date, marketable skills. The training program, which has been developed, has two major components.

The major component of the training program is conducted at the Correctional Services Training Academy as an educational release program. This training program at the Academy combines written work and hands-on training. Each student who enters the program is immediately taught actual operation of various pieces of equipment. Therefore, a student functions as a crew member during various video tapings in the studio. During non-production time, the student returns to his written work to learn the theory behind the practice of production and the equipment he has been operating. A student progresses via modules and hands-on practical use from basic 1/2" video format single-camera operation to 1" color video format with multi-camera operation. The program also includes training in the basic maintenance and up-keep of cameras and various types of video tape equipment.

The second component of the training program involves the satellite programs which have been initiated in major correctional facilities. These facilities have been provided with a single camera and video tape recording capabilities. Numerous workshops have been conducted at sixteen satellite locations with approximately 500 staff and inmates to acquaint them with the operation of A/V equipment and the many applications for communication and training within the facility.

The satellites are encouraged to send their productions to the Training Academy studio for distribution to all of the other facilities which have recording or playback equipment. The satellite program, in addition to maximizing the use of equipment on hand, is used to introduce potential candidates to the whole field of television production and the advanced training program which is available at the Academy.

At present, the majority of the software which has been created has been aimed at staff training needs. However, vocational instructors are being encouraged and assisted in the development of software that is supplemental to inmate vocational training programs.

By using group work techniques the participants are involved with a different identity, not inmates or students, but Video Rangers. This identity is the core of their involvement. In order to succeed they must function together as a team to help one another's individual projects. They must be disciplined to respond immediately to the Supervisor. Peer instruction and peer pressure are part of the dynamics of the group's cohesiveness.

For example, once a participant was accused of socializing (caught talking to a secretary - the rules require that Video Rangers are polite but maintain a professional distance with Academy Staff). The accusation was presented to the group, with one member defending and one member prosecuting. The participant was found guilty of "not being astute" and sentenced to apologize to all the other participants and to go on sick call for three days (a method used to deny the participant the benefits of being with the program for three days without any record of deviation from program rules being noted by the facility).

Another time two participants were walking beyond a prescribed area. In addition to an apology to the group, they were denied furlough approval by the Supervisor for two months.

The participants for this program have to do more than just notify their counselor that they want to attend. They must submit a resume, an essay, a statement of their future goals, etc., and then wait to see if they are selected by the program. This selection process sets in motion the attitude necessary to succeed in the program and in the industry.

Being selected for the program makes the inmates feel they have achieved something special; that they themselves can succeed if they apply themselves. The standards for entrance into the program are high; the work is hard; but results are quickly seen. There is a challenge to get in and a challenge to stay in. This challenge is partially responsible for causing involvement, the main ingredient for doing more than what is normally done or required for getting by.

The selection process, the close supervision, the social group interaction process, the work, the involvement, the self-fulfilling prophecy syndrome are the items involved in the hidden agenda of this training program which has made

it and the men who completed it successful and are the items that should be considered by the Central Office TRC,

5. Present Program Operation

CSET-TV continues to operate under State funds, but is still plagued by the lack of inmates approved for temporary release. Plans are currently under consideration to break the Training Academy program into black and white and color components. The black and white component of the studio will be located within a minimum-security facility in close proximity to Albany. Thus, the curricula for A/V Specialist and Studio Specialist will be conducted within a facility. Many more inmates can then participate in this component of the program. Curriculum III, Advanced Studio Production, will continue to operate from its present location at the Academy. The convenience of this location for creating productions for the Department, as well as other State agencies and community organizations who use the studio will, therefore, continue. Basic to keeping the color studio and Curriculum III at the Academy is the atmosphere provided by being "outside" that is important to learning, rehabilitation and redirected socialization. It is one thing to go out to a job after learning and working "inside" and quite another to go out to a job after three to six months of already having worked on the outside.

Even in the face of current underenrollment, the Audio Visual Training Program continues at a high level of production. In addition to meeting the Department's needs for audio-visual materials, a variety of services have been provided to the following agencies and community organizations: 1) Division of Parole, 2) Division of Probation, 3) Commission of Correction, 4) Division of Criminal Justice Services, 5) Metropolitan Police Training Council, 6) Division for Youth, 7) Department of Tax and Finance, 8) Parks and Recreation Department, 9) Department of Mental Hygiene, 10) Workmen's Compensation, 11) Louisiana Department of Correction, 12) Pennsylvania Bureau of Prisons, 13) National Institute on Crime and Delinquency, 14) Ecumenical Communications, 15) Citibank of North America, 16) United Methodist Council, 17) Nation of Islam, 18) Cornell University, 19) National Alliance of Businessmen, 20) United States Army Reserve, and 21) United States Coast Guard.

Since late 1976 when the studio began producing color video tapes, CSET-TV has created over 250 diverse productions on a variety of topics ranging from employment benefits to hostage negotiation. Each production represents numerous hours of work from the pre-production planning phase to final product. In addition, studio personnel have dubbed from reel-to-reel to cassette, or cassette to cassette, approximately 500 hours of productions, and transferred films to tapes.

Video Workshops have been conducted at 16 facilities throughout the State for over 300 inmate participants. Follow-up to the facilities indicate that several facilities are using the workshop participants to utilize in-house video equipment for training and orientation needs. Additionally almost 200 staff members from Department of Correctional Services, Probation, Commission of Correction, Division for Youth, Municipal Police Training Council and community groups have attended Video Workshops.

It is anticipated that the placement of Curricula I and II at a facility will allow for the number of participants in the Audio Visual Training Program to increase since a program transfer between facilities is all that is required of an accepted candidate. This change also expands the program to include those inmates who will not be eligible for the Temporary Release Committee for some time. These inmates can return to their sending facility and become Audio Visual cadre, and at some later date, when eligible, return for Curriculum III.

This move will not dilute the marketable skills training since Curricula I and II provide skills on par with T.V. communication graduates from colleges which are sufficient for para-professional employment in the field.

D. ESTABLISHMENT OF REGIONAL SUPERVISOR POSITIONS

Under the federal grant, three positions were established to provide regional supervision of vocational education in the Department's facilities. Since the early 1970's, the vocational education programs in the facilities expanded and diversified as the Department attempted to up-date and improve programming. With expansion, there was an increased need for closer facility supervision and to develop systems of centralized management and communications.

1. Objectives

Because of the growing complexity of the Department's standardized vocational education programs, and the need to provide adequate management of the Statewide network, the establishment of the Regional Supervisor positions aimed at:

- a. providing consistent ongoing direction to facility education programs,
- b. assuring adequate communications between Central Office and facility staff,
- c. maintaining and supervising efforts to upgrade vocational education curricula to meet current job training standards,
- d. assisting facility staff to implement new instructional programs and provide a network for airing of common problems and solutions.

2. Program Operation

Regional Supervisors have overseen the development of new programs, and are responsible for the infusion of modularized curricula into the vocational programs at all Department facilities in their region. The three Regional Supervisors act as a liaison between facility vocational education staff and Central Office staff. They are at the nexus of a system of centralized management and network of communications from the Central Office to the facilities and between facilities. They provide close supervision for the broad-based change efforts that have been instituted in vocational education and also serve to quickly identify and deal with problems which are being encountered as a result of these changes.

The three Regional Supervisors spend the majority of their time visiting the various facilities in their respective regions. Review of travel records has revealed that the Regional Supervisors spend at least half of their time in the facilities and split the remainder of their time between their Regional Offices and the Central Office.

These staff members have assisted facility vocational personnel in their dealings with other facility personnel with reference to purchase practices, installation of equipment, or shop modifications. In this role, they have worked cooperatively with the Vocational Equipment Advisor and the modular development staff. The Regional Supervisors attempt to pinpoint problems as they develop in the facilities, make note of shop attendance levels, maintain staff rosters for each facility school, and note any shortages of supplies which occur.

They have also been instrumental in the implementation of modules into facility shops. With the development of standardized curricula and task performance sheets, the Regional Supervisors can begin to hold instructors and vocational supervisors accountable. The Regional Supervisors provide an excellent network for communicating problems which are encountered by instructors when implementing modules, and solutions which were found to be successful at other facilities.

The provision of central management and direction from the Central Office has enabled the Department to raise the standards of vocational programming within facilities and provide on-site direction to implementation of new standardized curricula. Equipment shortages or excesses at any facility can be quickly identified and arrangements for equipment transfers quickly made to insure maximum efficiency and use of such costly equipment. Further, allocation of funds for supplies to each vocational program can be monitored and equitable distribution assured. Certainly, balanced distribution of vital equipment, tools and supplies is a prerequisite to the introduction of accountability in vocational programs.

The Regional Supervisors have provided much needed direction to otherwise isolated facility personnel. They have worked to solve instructor problems both on an individual and group level. Further, they have taken an active role in providing inservice training to both vocational supervisors and vocational instructors on such varied topics as individualizing instruction, proper budgeting practices, record keeping techniques, equipment ordering, and supervisory techniques. As a related activity, they have been influential in assisting instructors to continue their education, obtain permanent teacher certification, and upgrade professional teaching standards.

The Regional Supervisors have acted not only as liaisons between each facility and the Central Office, but also between facilities and outside agencies. They have made contacts with employers throughout the State to obtain current occupational information. They have also developed open communications with teacher training colleges to the betterment of the Department and its vocational staff. The Regional Supervisors have provided leadership in organizing education conferences, training seminars, and workshops on a Statewide and regional basis.

The Regional Supervisors have worked together to create a cohesive system of vocational programming. They have worked with and advised Education Directors and Supervisors with regard to changes in vocational programs so that an integrated continuum of programming between facilities is insured. Within facilities, they

have supervised and evaluated instruction and shop operations, and have assisted staff in implementing improvements. In addition, they have made on-site evaluations of education programming techniques which have resulted in recommendations for procedural changes.

The Regional Supervisors have also been deeply involved in the development of record keeping systems for vocational education programs which resulted in the implementation of new standardized monthly instructor and supervisor reports. These reports detail monthly program enrollment and attendance, monitor the level of involvement of shops in facility maintenance activities and resulting savings, pinpoint needs for equipment or supplies. They have also been integrally involved with efforts to develop a tracking system for inmates who are trained in specific job areas. This system will eventually be used to provide parole personnel with specific, exact knowledge of an inmate's training and skill levels.

E. STANDARDIZATION OF CURRICULA AND DEVELOPMENT OF INSTRUCTIONAL MATERIALS

A supplemental grant to the primary vocational education grant was received in mid-1975 for the purpose of developing standardized curricula and instructional materials for vocational programs. In its original form, the supplemental grant was subcontracted to outside education specialists. However, during the course of the grant, it became evident that outside educators experienced difficulties in relating to the realities of education in a correctional setting, and also failed to develop rapport with institutional staff. As a result, the supplemental grant was integrated into the existing major grant, and the strategy for change was revised to provide for an in-house capability to modularize instruction.

Efforts were begun to reorient instructors toward a more individualized mode of instruction. Such a move was clearly seen as the most appropriate method for dealing with the realities of facility vocational programs and their inevitable disruptions. The development of modules of instruction allows an inmate to undertake individually paced study and to enter or exit from a particular vocational program at a number of different facilities. Such a flexible course of instruction is in large measure immune to normal daily interruptions for visits, sick call, or transfers to other institutions. Further, under this system of instruction, an inmate's progress can be recorded accurately and meaningful records can be transferred between facilities.

1. Objectives of Modularization

The major aim of this component of the grant involved:

- a. the development of standardized vocational curricula in modular format,
- b. the validation of developing materials by direct contact with outside industry and employers,
- c. the utilization of mechanisms such as workshops to increase the involvement of facility vocational staff in efforts to upgrade and improve vocational programming.

Because of the confusion and ambiguity often generated by educational terminology, a clarification for purpose of understandability has been developed within the Department. Vocational modularization is the process of categorizing job tasks, which have been reviewed and accepted by outside employers, into teachable (and hopefully learnable) segments called "modules". Each module is a building composed of competencies which, when combined, define the skills necessary to perform a job available in the open market.

2. Components of Modularized Programming

Each curricula package is composed of:

- a. Employability Profile which lists all the tasks to be taught, and is now the Department's official vocational record of the student;
- b. Instructor's Guide which states each task, the knowledge skills and tools needed to perform the tasks, suggested learning activities, and the performance objective;
- c. Task Procedure Sheets which provide a step-by-step procedure for a student to complete to complete a task; and;
- d. Information Sheets and handouts which can aid a student in the performance of tasks.

In developing each curricula package, the vocational education staff conducted a behavioral analysis for each trade. This method is commonly recognized in vocational education as the most successful method for determining what a student should learn, or in educational jargon to determine the intended learning outcomes. A detailed task description and analysis of job performance requirements was made in each of the vocational education instructional areas. The tasks identified range from simple, such as locate, remove, and replace a spark plug, to rather complicated processes requiring special skill in reading, writing, mathematics, pricing, etc. Whatever the tasks may be, they must be analyzed to determine what knowledge and skills are required for satisfactory performance.

(a) The Employability Profile is an intrinsic part of the vocational program and is actually a standard curriculum which states exactly what is to be learned in an orderly, hierarchical order. An individual's Employability Profile marked with those skills which can be performed by the individual may be regarded as an accurate synopsis of actual job skills for employment purposes. Instructors have the responsibility to teach the tasks as stated in the Employability Profile, and the profile for each student must be kept up-to-date. When a student is dropped from a shop, instructors have been directed to forward the student's updated employability profile to the Education Counselor. It is the Education Counselor's responsibility to insure that the student's profile is forwarded to the next facility. If the student remains at the present facility, the profile is kept by the counselor. In the event that the student later returns to the same shop, the counselor can return the profile to the instructor. This system is aimed at quaranteeing that a student will maintain a continuity of his vocational shop training.

(b) The Instructor's Guide provides a concise description of each task, the knowledge, skills and tools necessary to perform that task, suggested learning activities, and the performance objectives. Thus, an Instructor Guide is actually a topical course outline utilized to convey instructional content. For each behaviorally stated objective which makes up the employability profile, the instructor's guide designates the conditions under which the student will be tested, what the student will be doing, and the exact criteria that will be used to measure satisfactory performance.

(c) Task Procedure Sheets are student materials which are keyed to each individual task on an employability profile. They provide the student with detailed step-by-step instructions to follow in order to perform a task successfully. With the difficulties faced in correctional settings in mind and the past failures of students, the task procedure sheets were developed in easy, concise language. A TPS is rarely more than a couple of pages in length, with an emphasis placed on illustrations. A student receives a TPS which lists the tools and materials he will need, only when he is ready to perform that particular activity.

(d) Information Sheets are handouts which apply to particular task procedure sheets. They provide the student with relevant knowledge that will aid in the performance of a task. Information sheets explain the theory and why particular procedures are completed in a particular manner. These materials might provide the student with required math skills, or with explanations on how to use meters or other intricate measuring devices.

3. Program Progress

To date, the Modular Development Unit has produced twenty-eight Employability Profiles which have been critiqued by instructors and revamped according to actual private sector employer comments and review. In addition, Instructor Guides for seven programs have been completed, and four programs have Task Procedure Sheets and Information Sheets. The attached chart summarizes progress in curriculum and materials developed.

The process of developing curriculum and student materials is one of frequent revision and updating. Currently, plans are in progress to revise the employability profile in auto mechanics and radio/TV repair based on instructor comments of needs in those two areas. The revision of curriculum in radio/TV repair will also necessitate revision of instructor guides for that program.

4. Implementation of Programs

Initial reaction of instructors to the newly developed materials was skeptical and some resented being told what to teach. Staff training sessions were held with each group of instructors in a particular trade area. It should be pointed out that mandating instructors to follow a standardized curriculum also revealed particular instructor deficiencies. Often, tradesmen are specialists in a particular specialty and the same held true of the Department's vocational instructors. Therefore, every effort was made to upgrade instructor skills in those areas in which they felt uncomfortable teaching.

<u>Program</u>	<u>Employability Profile</u>	<u>Instructor Guide</u>	<u>TPS & Infor. Sheet</u>
Auto Mechanics	X		
Auto Body	X	X	X
Electrical Trades	X	X	X
Radio/TV Repair	X	X	
Carpentry/Woodworking	X	X	
Drafting	X	X	X
Welding	X	X	X
Plumbing & Heating	X		
Masonry	X	X	
Sheet Metal Fabrication	X		
Food Service	X		
Barbering & Beauty Culture	X		
Printing	X		
Machine Shop	X		
Air Conditioning & Refrigeration	X		
Appliance Repair	X		
Commercial Arts	X		
Janitorial Services	X		
Building Maintenance	X		
Office Machine Repair	X		
Painting	X		
Photography	X		
Power Sewing Machine Repair	X		
Small Engine Repair	X		
Upholstery	X		
Tailoring & Sewing	X		
Automatic Transmission	X		
Floor Covering	X		

The three Regional Supervisors have been integrally involved in the actual implementation of modularized programs within the various facilities. They conduct on-site seminars, note problems which are identified by instructors, and mediate changes necessary with curriculum developers in the Department's Central Office. As a result, they carry the burdens of dealing with mis-conceptions in the field. Due to the absolute necessity to provide accurate records of student progress, they have spent many hours in the field working with instructors to set up new filing and reporting systems.

Great strides have been made recently with regard to instructor acceptance of the new instructional system. Indeed, increased contact between instructors and the Central Office, coupled with increased individualized attention, has decreased skepticism. In one case, the curriculum supervisor went to a facility at which the printing instructor was arguing that he had particular difficulties in being able to teach his students. This instructor had historically placed a great deal of emphasis on reading rather than hands-on training. The curriculum supervisor took over instruction for one week while continuing to write modules. He placed the entire class emphasis on step-by-step instruction on operating a small offset press. The result was an overwhelming change in student attitudes, as well as a significant shift in the instructor's mode of teaching.

Increasingly, instructors are inquiring about more materials and information, as well as a more active role in their development. Further, requests are received from instructors to move more quickly toward modularizing curriculum in their particular trade area. In addition, the completion of task procedure sheets and information sheets in four trades, not only has been favorably received by the involved instructors, but has also prompted heightened interest by the other instructors.

Instructors appear to be increasingly accepting and supporting the Department's view that traditional shop classes are often too broad, and time too short, to allow mastery of any particular job area. In the past, rather than focusing on world-of-work skills, vocational programs were often superficial surveys of a whole trade area. In effect, even if a student spent an appropriate length of time in a program, he would become a jack-of-all trades, but a master at none. Aspirations were raised without providing sufficient depth of skills to develop successful job abilities.

F. CREATION OF AN INDUSTRIAL TRAINING PROGRAM

As a component of the original Vocational Education Grant, the Department sought to also improve its Correctional Industries programs. This grant component was to be aimed at the development of a core training curriculum to be utilized by industrial foremen to teach inmates the requirements of the manufacturing environment with regard to manufacturing techniques, industrial terminology and production scheduling. In addition, a tracking system was to be developed to identify job opportunities available in inmate communities, and to provide parole personnel with knowledge of an inmate's training and skill levels. This system

was envisioned as a method to provide feedback information to correctional industries on the appropriateness of the training which they provided.

In the face of a few false starts and much frustration, this component of the grant was deleted. It became quite evident within a short time after implementing the initial grant that the timing for developing an industries program was inappropriate and that such an effort should more likely follow and be built upon the development of standardized vocational programs. Thus, program improvement in correctional industries was put off until significant progress was achieved in the vocational training area.

As a result, the Department waited until early 1979 to request funding of a grant which seeks to link industrial and vocational programs. All program development in correctional industries will be a direct outgrowth of, and dependent upon, the development of modular programming in vocational education. Significant portions of the vocational program materials are applicable in industries with no changes necessary.

There are fifteen occupational areas which can be immediately identified as compatible, that is, they involve duplicative skills in both vocational and industrial programs. These include:

- | | |
|----------------------------|------------------------|
| 1. Auto Collision | 9. Optical Lab |
| 2. Auto Repair | 10. Printing Shop |
| 3. Business Machine Repair | 11. Sheet Metal Shop |
| 4. Cabinet Shop | 12. Sign & Silk Screen |
| 5. Electronics | 13. Small Engine |
| 6. Furniture Shop | 14. Upholstery Shop |
| 7. Garment Shop | 15. Woodworking Shop |
| 8. Metal Shop | |

This overlapping relationship is obvious for shops such as automotive, small engine, and sheet metal which even share the same name within the two programs. Others, however, such as the sign and silk screen industry, train inmates to perform skills which are taught at least to some degree in vocational commercial arts. Industrial metal shop can draw inmates from vocational welding, sheet metal and machine shop. And, industrial furniture, woodworking, and cabinet shops can be aligned with such diverse vocational shops as blueprint reading, and machine shop, as well as carpentry/woodworking.

The Occupational Training Grant, as it has been titled, was funded in April 1979. This grant is designed to foster a cooperative working relationship by expanding opportunities for inmates who have participated in vocational education programs, while at the same time raising the quality of industrial training by introducing formal training components into Industries. Both programs presently provide a large segment of the inmate population with the opportunity for a wide variety of job-related trade experience. However, little or no relationship presently exists between these two separate organizational units, and rather than acting as complementary programs, they have often competed for trainees.

It is obvious that both vocational education and correctional industries attempt to increase the employability of their participants. The Division of Industries emphasizes "live work" and realistic production conditions, while Vocational Education emphasizes skill building and entry-level trade training. Not only are the vast majority of skills compatible, but industrial shop tasks can be considered a logical extension of many skills presently being taught in vocational shops. As early as 1974, the Arthur D. Little Survey of Correctional Industries, requested following the Attica riot, suggested that appropriate linkages be made between the Division of Correctional Industries and Vocational Education. It was felt that both program units could benefit from sharing the other's expertise.

Since these two divisions function separately within the Department, few, if any students who participate in vocational training are likely to experience putting their skills into practice in a setting which is reflective of the world-of-work. Further, inmates who are trained in the sometimes more limited industrial operations seldom receive the opportunity to learn a broad spectrum of basic skills aimed at increasing their employability. Neither the vocational nor the industrial situation alone adequately serves to provide the inmate with a full realization of skill abilities and job responsibilities, and neither can now be considered to actually focus on generating attitudes conducive to holding a job in the community.

Although there may be occasions when informal cooperative mechanisms operate on the facility level to place advanced vocational students into compatible industrial positions, there is no definite procedure to enable students to practice skills learned in vocational education in a realistic industrial setting. Thus, vocational education does not have an immediate outlet which provides placement of competently trained students into a live work situation, nor has industries been able to take advantage of students who have already acquired a modicum of skills prior to industrial training.

The Division of Industries currently lacks the expertise to analyze job tasks and set up industrial training programs aimed at teaching specific techniques relating to industrial production and quality standards. The vocational education unit has the expertise to develop such industry orientation programs, but since the units are administratively independent, it has proven impossible in the past for the Division of Industries to receive any services. Further, the Division of Industries does not have appropriate staff to make continual on-site evaluation of industrial training activities while the vocational education unit has three Regional Supervisors who oversee the implementation of vocational curricula and provide supervision of programs in the field.

The problem of providing a meaningful continuum of programs from Vocational Education to Industries has never been appropriately addressed. However, now that the Department has the capability to define exact skills learned in vocational programs, improving these skills with practice in a production setting is feasible and can make participants more employable.

Presently, the Division of Industries is struggling with a negative image of itself which evolved over a long period of time and arose out of the original conception of inmates as a source of cheap labor. The Division of Industries needs to be restructured in such a way that the training which it does provide is recognized. Part of this problem arises simply from the present lack of definition surrounding the shops and their particular skill components. Certainly, some of the tasks now performed by inmates within Correctional Industries have not been defined in such a way as to identify the skills or jobs actually involved. As stated by Robert E. Rodli at the National Conference on Vocational Education in Corrections in May of 1977:

If license plates were never made in a prison before and someone suggested this today, I am confident that the industry would be greatly accepted, on the fact that it is production-oriented, quality is of utmost importance, delivery schedules must be met, and the trades such as metal stamping, embossing, finishing, packaging, etc., are certainly relevant to outside industry.

Mr. Rodli made this statement as part of his speech pointing out the importance of developing a cooperative relationship between Correctional Industries and Vocational Education. Based on the progress in vocational education, it now appears timely to begin such efforts within New York State.

V. PROGRAM EVALUATION

Due to the chaos characterizing vocational programs at the beginning of the grant period, combined with the developmental nature of the grant itself, little evaluation of the impact of training materials could be conducted. Rather, efforts were focused upon developing baseline data to provide the groundwork for future evaluation. As of the present, a standardized monthly reporting system has been in effect since April of 1979, including statistics on enrollment and attendance, student turnover, and progress of student's in completing job titles. Scheduled for implementation during the coming fall is a computerized system for compiling data on tasks completed by students. Computerization of data has been extraordinarily slow due to a lack of sufficient computer programmers within the Department's Management Information Unit. In addition, the crisis presented by the rapid growth of the inmate population has placed a severe drain on what programming capability does exist.

During the grant period, efforts became focused on developing essential information with regard to attendance and enrollment levels. Every effort was made to identify peculiarities of different facilities with regard to call-outs and other excused absences, so that attendance rates would be the most valid and reliable possible and also comparable across facilities. Since no data had ever been collected on a centralized basis, each facility had developed its own attendance format which actually measured something different from every other facility. It was not unusual to find that a facility had placed most of its

emphasis on keeping payroll instead of actual attendance. Since many excused absences were actually ignored for payroll purposes, payroll in no sense reflected an accurate attendance rate.

Other initial survey work focused on problems relating to Program Committee placement of inmates into vocational programs, intrafacility transfers between programs, and problems surrounding implementation of the grant components. Thus, information-gathering under the grant primarily reflected an action research focus, aimed at providing survey feedback to grant administrators on which changes in direction or additional training of staff could be based. Considering the size and scope of changes sought under the Vocational Education Grant, as well as the lack of any prior data base, this approach proved the most feasible and meaningful.

During the summer of 1978, a research intern, funded through the National Institute of Corrections, was assigned to the Vocational Education Unit. With the help of this additional staff member, a series of surveys regarding implementation of the new curricula were undertaken. One of the major implementation problems identified related to non-compliance with record-keeping procedures. Moreover, discrepancies were found between the instructors' record keeping performance as reported by the facility supervisor, and the records actually observed during data collection. As a result additional training was undertaken, new filing systems introduced, and more intensive supervision by Regional Supervisors was implemented.

Surveys also pointed out that there was a positive correlation between class size and attendance, as measured by the number of classes attended, and the number of tasks completed by a student. The research also noted that 57% of the inmates completing tasks on the Employability Profile had reading levels less than ninth grade. Reading level was found to have little impact on the number of tasks completed, with good attendance more predictive of success. The largest group of students in the survey who had completed tasks read at 5 - 8th grade level. A 1976 survey by the Department had indicated that the reading level required for most modules was between eighth and ninth grade. Following the development of an in-house ability to develop instructional materials, a major effort was made to rewrite existing materials, gearing materials to a lower reading level and making profuse use of illustrations. Thus, it would appear that the Department has made substantial progress during the intervening years in emphasizing hands-on training, and decreasing the need to rely on prior abilities in reading.

Vocational programs were monitored to determine if students were being directed into a sequence of modules which would result in attainment of particular cluster of skills needed for employment. Results showed that there was direction being given by instructors to point students toward a specific sequence of skills which related to an employment opportunity.

VI. SUMMARY

Overall, the New York State Department of Correctional Services has made great progress towards updating and improving its vocational training programs. The majority of vocational shops approximate outside occupational trade programs in equipment

available. Further, instructor teaching methods and materials have in large part, been made more applicable to the realities of education in a correctional environment. Probably a prime indication of the increasing quality of the Department's vocational programs is shown by the growth of requests by public and private trade school instructors for access to the Department's curricula and instructional materials. The development of a dialogue with outside educators can only have a positive impact on the Department's vocational education staff, particularly in terms of their own perceived professionalism and morale.

In addition, the Department has more State certified instructors than ever before, and more instructors are presently involved in continuing their education at colleges and universities than at any other time in the past. As a result, a number of the State's teacher training institutions are becoming increasingly interested in providing courses for instructors that would be more appropriate and more applicable to vocational education in corrections. In a number of locations, the Department's vocational instructors make up the total enrollment, or vast majority of enrollees, in continuing education classes for vocational teachers.

Increasing contacts are also being made with outside industry and private employers. Response to the Department's thrust in vocational programming has been positive and encouraging. A letter from a Ford Motor Company representative who saw the auto mechanics program being used in the facilities stated:

"The approach that both yourself and staff have taken to improve the quality of vocational training at the correctional facilities in New York is gratifying. The task analysis and employability profile that you have developed for training the inmates in automotive technology is excellent and should result in producing productive mechanics with employable skills. In addition, from my observations, the equipment in the shop is adequate for training and you should continue your program to keep it updated."

Greater emphasis is now being placed on keeping vocational shop equipment on a par with that used in outside industry. Budget requests are closely monitored at a Central Office level to insure that instructor needs are responded to. Maintaining the timeliness of present programming will require constant revision of the curricula and the availability of up-to-date tools and equipment. Certainly, to avoid past mistakes and insure useful and usable training is a continuous process of revision and updating so that training specialties remain on a par with any training provided in the outside community.

VII. PRESENT DIRECTIONS IN OCCUPATIONAL TRAINING

With the implementation of the Occupational Training Grant, the Department is seeking to develop a cooperative relationship between the Division of Industries and Vocational Education. Comprehensive surveys of industrial training opportunities are being developed and related back to vocational training. Job classifications, based on skills required for each industry position, are being undertaken to identify the sequence of skills in which formalized training can be provided. In addition,

a State Advisory Board for the complete spectrum of occupational training programs is being established.

The Department is also striving to address the problems of providing occupational training to special segments of the incarcerated population. Programs are being explored for long termers, females, and emotionally disturbed inmates, and inmates with learning problems. A long termer grant has been funded which includes a component aimed at identifying those occupational programs which would be most appropriate for inmates facing a long period of incarceration.

With regard to increasing opportunities within occupational training programs for women inmates, a pilot building maintenance program is currently being established at Bedford Hills, the Department's major female facility. This program will provide formal skill training and live-work opportunities to women inmates at that facility. In addition, funds have been received to establish a commercial arts program and a drafting program at that facility to replace inappropriate trade training programs.

A solar energy project was funded at Otisville Correctional Facility through the energetic activities of facility staff; particularly the vocational plumbing instructor. As a live-work project within that shop, solar hot water heating systems are being constructed and placed on housing units, and a larger capacity hyperbolic collector is being built. Following a visit to the facility to survey present operations, the Department of Energy has indicated a willingness to assist in the further development of solar power at Otisville. Negotiations for funding are currently on-going with that agency.

In sum, the Vocational Education Grant has provided the foundation for the current and anticipated directions within occupational training programs in the Department. Although the grant itself has come to an end, the processes and efforts instituted to improve instruction are continuing, and systems for management and accountability continually refined. Efforts to provide formal industrial training components are not only a logical outgrowth of efforts in vocational education to which instructional materials previously developed can be directly applied, but hopefully pitfalls encountered under the Vocational Education Grant can be avoided during the present period.

VOCATIONAL PROGRAMS

1973

TABLE 1

	ELMIRA	WALKILL	CLINTON	AUBURN	GREEN HAVEN	COXSACKIE	GREAT NEARD	EASTERN	BEDFORD HIL	ATTICA
Automechanics	X	X	X	X	X	X	X			X
Carpentry	X	X			X		X			
Plumbing	X		X			X	X	X		
Electronics										
Electricity	X		X	X		X	X			
Drafting/BPR	X	X		X	X		X			X
Welding	X	X		X	X	X	X			
Machine Shop Adv.	X	X		X		X	X			
Machine Shop/Elem.	X									
Masonry	X	X				X	X	X		
Printing					X	X	X			
Sheet Metal	X			X		X	X			
Shoe Repair	X					X				
Tailor Class	X	X				X	X	X		
Woodworking	X			X		X		X		
Sewing Machine Rep.					X					
Barbering	X	X	X	X		X	X	X		X
Mechanical Optics		X								
Radio/TV	X	X	X	X			X			
Auto Body				X			X			
Ind. Arts (Drafting)			X							X
Appliance Repair										
Office Machine Repair			X							
Commercial Art				X						
Business Ed.										
Dental Lab Tech.				X						
Bldg. Maint.					X					X
Sewing									X	
Upholstery						X		X		
Air Conditioning										
Intro. to Occ.Ed. (Gen.Shop)				X						X
Hyd. & Heavy Equip.										
Photography										
Food Trades								X	X	
Baking								X		
Beauty Culture							X			
Laundry					X	X	X			
Data Processing										
Agriculture	X									
Wood Patternmaking	X									
Painting	X					X				

Table 2.

VOCATIONAL PROGRAMS

AS OF AUGUST 1, 1979

Vocational Programs Offered	ARTHUR KILL	ATTICA	AUBURN	BEDFORD HILLS	CLINTON	COXSACKIE	EASTERN	ELMIRA	FISHKILL
Air Conditioning & Refrigeration		X			0				X
Appliance Repair					X				
Auto Body		X	V					X	
Auto Mechanics	X	X			X	X	X	X	
Automatic Transmission									
Barbering & Beauty Culture			V			X	X	X	X
Building Maintenance	X	X	X	0	XX*			X	X
Carpentry and/or Woodworking	X	X	V		X	X	X	XX	X
Closed Circuit T.V. Production									
Commercial Arts			X	0				X	
Cosmetology				X					
Data Processing				X					
Dental Technology			X						
Diesel Mechanics/Hydraulics		X							
Drafting	X	X	X	0	0	X		X	0
Electrical Trades		X	X		X	X		X	X
Floor Covering					X				
Food Service I		V		X	X		X		
Food Service II								X	
General Shop		0	X		V	X		0	X
Horticulture/Agriculture	X							X	
Janitorial Services									
Laundry									
Machine Shop	X	X	X			X		XX	
Masonry						XX	V	X	
Office Machine Repair					X				
Optical Technology									
Painting						X		X	
Photography		X							
Plumbing & Heating	0	X			X	X	X	X	V
Power Sewing Machine Repair									
Printing		X			0	XX		X	
Radio & Television (Electronics)	X	X	X	X	X	X	X	X	X
Sheet Metal Fabrication		0	X		0	X		V	
Shoe Repair								X	
Small Engine Repair		X			0				X
Tailoring & Sewing	X						V	X	
Upholstery		X				X			
Welding		X	X		0	X	X	X	X

X -- Shop In Operation

0 -- Shop Planned

V -- Vacancy

*Annex

8/1/79

Table 2 cont.

VOCATIONAL PROGRAMS

AS OF AUGUST 1, 1979

Vocational Programs Offered	GREAT MEADOW	GREEN HAVEN	MID ORANGE	OTTSTILLE	QUEENSBORO	TACONIC	TRAINING ACADEMY	WALKKILL	WOODBOURNE
Air Conditioning & Refrigeration			X			X			
Appliance Repair		X							
Auto Body	X			0				X	
Auto Mechanics	X	X		X	X			X	X
Automatic Transmission		X							
Barbering & Beauty Culture	X							X	X
Building Maintenance		X	X			X			
Carpentry and/or Woodworking	X	X		X	X			X	X
Closed Circuit T.V. Production							X		
Commercial Arts									X
Cosmetology									
Data Processing									
Dental Technology									
Diesel Mechanics/Hydraulics									
Drafting	X	X	X			X		X	
Electrical Trades	X		X					X	X
Floor Covering									
Food Service I									X
Food Service II									X
General Shop									
Horticulture/Agriculture				X				X	
Janitorial Services				X		0			
Laundry	X								
Machine Shop	V	X			X			X	
Masonry	X			X				V	
Office Machine Repair									
Optical Technology								X	
Painting									X
Photography									X
Plumbing & Heating	X			X				X	X
Power Sewing Machine Repair		X							
Printing	X	X		X	X				X
Radio & Television (Electronics)	X	X	X			X		X	X
Sheet Metal Fabrication	X								
Shoe Repair									
Small Engine Repair		V							0
Tailoring & Sewing	X							X	
Upholstery									X
Welding	V	V			X				X

X -- Shop In Operation

0 -- Shop Planned

V -- Vacant

8/1/79

END