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AN EDUCATIONAL TRANSITION: POST-SECONDARY CORRECTIONAL  
EDUCATION—A QUALITATIVE CASE STUDY

by

Greg Bartholomew

A dissertation submitted in partial fulfillment  
of the requirements for the degree

of

DOCTOR OF PHILOSOPHY

in

Education

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2013

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**ABSTRACT**

An Educational Transition: Post-Secondary Correctional Education—

A Qualitative Case Study

by

Greg Bartholomew, Doctor of Philosophy

Utah State University, 2013

Major Professor: Martha Whitaker, Ph.D.  
Department: Teacher Education and Leadership

This study examines the transition of a post-secondary correctional education (PSCE) system formerly facilitated by higher education to the current system administered by the State Department of Corrections (SDC). This study used qualitative case study methodology utilizing multiple perspectives from five different stake-holding groups or five social units: state legislators, county law enforcement personnel, state higher education administrators, SDC personnel, and technical college personnel. A thick, rich description of the transition was obtained by relying on multiple perspectives recorded in interviews of stakeholders in PSCE.

The stakeholders' perception of this educational transition that changed PSCE in one state was shaped by personal perspectives on issues surrounding the education of the incarcerated. The rhetoric, political machinations, and reality of this transition define

stakeholders' perspectives of the driving forces that initiated the facilitation of PSCE  
from a Higher Education run system to one run by the SDC.

(194 pages)

**PUBLIC ABSTRACT**

An Educational Transition: Post-Secondary Correctional Education—

A Qualitative Case Study

by

Greg Bartholomew, Doctor of Philosophy

Utah State University, 2013

Administration of post-secondary correctional education (PSCE) programs within state was vastly changed through legislation enacted in 2009. This study examined the transition of a PSCE system formerly facilitated by higher education to the current system administered by the State Department of Corrections (SDC). This qualitative case study involved multiple perspectives from five different stake-holding groups or five social units: state legislators, county law enforcement personnel, university personnel, state higher education administrators, SDC personnel, and technical college personnel. A thick, rich description of the transition was obtained by relying on multiple perspectives offered by informants.

The stakeholders' "display of multiple, refracted realities simultaneously" is both personal and shaped by their allegiance to their institutions as espoused by their chosen careers. Document analysis including enrolled copies of key legislation beginning with HB 235 in 2005, HB 86 in 2008, and legislation that is the focus of this research HB 100 in 2009 is presented. Additionally, SDC jail reports, describing state inmate populations, county warehousing costs of state inmates and projections for future availability in warehousing state inmates are utilized.

## ACKNOWLEDGMENTS

I have sincere gratitude to Dr. Barry Franklin and his guidance in developing the path my research would take. Dr. Martha Whitaker is my mentor and motivator. A hero to humanity and someone for whom I have the greatest amount of respect—she is a perfect example of Longfellow’s verse:

The heights by great men reached and kept  
Were not attained by sudden flight,  
But they, while their companions slept,  
Were toiling upward in the night.

She has toiled well into the early morning hours in my behalf and I will never be able to adequately express my gratitude to her. Most of all, I could never have accomplished my goal without the love of my life, Sylvia, cheering and helping me every step of the way.

Greg Bartholomew

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## DEFINITION OF TERMS

*ABE learners:* Adult Basic Education learners

*AHSC:* Adult High School Completion

*AHSC:* Adult High School Completion

*ALEC:* American Legislative Exchange Council

*ASE:* Adult High School Completion

*BJS:* Bureau of Justice Statistics

*BOP:* Bureau of Prisons

*CLE:* County Law Enforcement (term used to describe one of five stakeholder groups)

*COE:* Council on Occupational Education

*CTE:* Career and Technical Education

*DOC:* Department of Corrections

*DOJ:* Department of Justice

*DOP:* Division of Programming

*DWS:* Department of Workforce Services

*Educational attainment:* Last completed year of school

*EPEA:* European Prison Education Association

*ESOL:* English Speakers of Other Languages

*FDC:* Florida Department of Corrections

*GED:* General Educational Development or General Equivalency Diploma

*HED:* Higher Education (term used to describe one of five stakeholder groups)

*ICPSR:* Inter-University Consortium for Political and Social Research

*ITS*: Inmate Telephone Surcharge

*LEG*: Legislator (term used to describe one of five stakeholder groups)

*Level 5 Prisoner*: Prisoners incarcerated at the Purgatory Correctional Facility who are considered low security risk and are serving the final phase of their sentence, usually no more than 2 years.

*NACJD*: National Archive of Criminal Justice Data

*NCCCS*: North Carolina Community College System

*NCDOC*: North Carolina Department of Corrections

*NELP*: National Employment Law Project

*NIJ*: National Institute of Justice Research

*Post-secondary Correctional Educational Program (PSCE)*: Any education, vocational or academic, taken for college credit, that occurs after an inmate has received a GED or high school diploma. Some states include noncredit courses and certification in their definition of PSCE, because these continuing education services, which cover a wide range of occupations, also give inmates the opportunity to increase their job marketability. Such education, whether credit or noncredit, can represent the difference between returning to criminal activities and possessing the skills and credentials necessary to find suitable employment upon release (Case & Fasenfest, 2004).

*OJP*: Office of Justice Programs

*PIECP*: Prison Industries Enhancement Certification Program

*Recidivism*: Rearrest or parole violation within 3 years of release.

*RFP*: Request for Proposal

*SBCTS*: Washington State Board for Community and Technical Colleges

*SDA*: Survey Documentation Analysis

*SDC*: State Department of Corrections (term used to describe one of five stakeholder groups)

*SISCF*: Survey of Inmates in State Correctional Facilities

*SOE*: State Office of Education

*TDD*: Telecommunication Devices for the Deaf

*TEC*: Technical College (Term used to describe one of five stakeholder groups)

*TIS*: Truth in Sentencing

# **CHAPTER I**

## **INTRODUCTION**

“Despite the enormous policy implications, little is known about the relationship between schooling and criminal behavior” (Lochner & Moretti, 2004, p. 2). Prison education offers many research opportunities. This study gathered information from the key stakeholders in educating the incarcerated and examined their role in setting policy that guides the schooling of inmates. Such an approach offered adequate thick, rich data for this qualitative study.

### **Changing of Post-Secondary Correctional Education**

Legislation changing education funding in the state that is the location for this research has affected the administration of prison education programs. As a result of this legislation, administration of prison education was shifted from higher education institutions in the state to the State Department of Corrections (SDC) resulting in an overhaul of the education system in correctional facilities.

### **Need for Investigation**

The recent shift in responsibility for education programs in state warranted research in this area. This study investigated specific aspects of the current transition, including accessing the perspectives of key stakeholders involved with this process. Szejner (2009) concluded, “Although research has demonstrated education programs are an effective way of reducing recidivism, little has been done to investigate the role of prison administrators in supporting such programs” (p. 1).

The state economic downturn in 2008 led higher education and state prison officials to cut funding for post-secondary correctional education (PSCEs). Current funding of PSCE programming has declined sharply within the state when compared to today's exploding inmate population that must be served. This state in 2012, housed over 7,500 inmates (SDC). The percent of these inmates enrolled in PSCE programming was 3%, a significant contrast to 28% of all inmates enrolled in PSCE in 1981 (Sorenson, 1985).

### **Understanding the Implications of PSCE**

Such dramatic changes within one state's prison education system have implications for society and for the prisoners themselves. To understand the transition more fully, a closer examination of the facts surrounding the transition from the perspectives of representatives of groups who had a stake in the decisions and their outcomes is needed.

### **Finding Funding for PSCE**

Prior to this transition, under the direction of Institutions of Higher Education, inmate education programs facilitated within the State Prison system and through county jails offered degree (credited) programs from 1974 until 2009. Associate's degrees were offered and awarded through community colleges near state prison locations. Bachelor's and master's degrees were attainable through university systems, particularly one state university. Much needed funding for these programs resulted from legislation in 2005, which provided funding for prison education through an inmate telephone surcharge

(ITS). The ITS was a key factor in constructing what one legislator referred to as a “world class” educational facility within the walls of the state prison. The local community college facilitated programs at the new facility.

Legislation in 2008 contained a specific provision that requires inmates to pay tuition to help offset state costs. Additional legislation in 2009 facilitated the change in the administration of prison education programs. The social, political, and economic context surrounding prison education were all factors that led to this transition from the old higher education based system to a system run by the SDC.

#### **Awarding of Contracts to New Facilitators of PSCE**

Under the new system, contracts to educate inmates within the state prison have been created and awarded to one state junior college and two state technology colleges. These contracts provide noncredited vocational training programs to inmates. One technical college facilitates all inmate education programs at the main location of the state prison. The prison site offers over 90% of all PSCE programming available throughout the state (SDC, 2013). Pursuit of associate, bachelor, and master’s degrees is no longer an option for the incarcerated. Inmates who previously paid \$88 per semester to earn a degree are required to take out student loans for their education and sign promissory notes to pay back half of an estimated \$3,000 tuition (Associated Press, 2009).

#### **A Growing Challenge**

Over 700,000 inmates are released from state and federal prisons in the U.S. each



year and many more from local and county jails. Approximately 3,500 inmates in the state that is the location for this study are released each year (SDC, 2012). A growing number of states are working hard to identify effective methods for helping inmates meet the challenges of reentry and successful reintegration into society. While more than half of the general U.S. population has some college education, less than one fourth of all state and federal inmates have any post-secondary education (Glaze, 2010).

### **Financial Overview of PSCE Benefits**

The label of “felon” for individuals re-entering society is often times insurmountable. Over 65 million or one in four adults has a criminal record. Many have felonies. Some employers explicitly exclude such applicants according to the National Employment Law Project (NELP, 2008). An October 2012 study conducted by the Department of Economics and Graduate Program in Statistics (Fowles, 2012) within state identified the economic benefits of PSCE in improving the employability of former inmates.

In 2010, taxpayers within state spent over \$1.3 billion relating to criminal justice areas that involved police, courts, and corrections. This expense translates into a \$470 per capita for the state’s citizens where this research was conducted (Fowles, 2012).

Based on a benefit cost model for this state provided by higher education and the SDC, the base recidivism rate is 50% for a 36-month return to prison. An educational program cost of \$512 per offender can directly reduce recidivism costs (corrections, police, courts) by \$1,484 per offender (Fowles, 2012).

Inmates, where this research was conducted cost state taxpayers approximately

\$30,000 per year to house. An individual who has benefited from PSCE and is released into society and does not return is much less costly to state citizens at less than \$3,000 for tracking by probation and parole officers (Fowles, 2012). Educating the public on the actual costs of incarceration is necessary.

### **PSCE and Adult Basic Education Defined**

It is important to note that the focus of this research deals specifically with PSCE and not adult basic education (ABE)/high school inmate education programs. Funding for PSCE programming is approximately one fifth of inmate high school programming. Funding in 2012 for PSCE programs was \$1.4 million. Four hundred thousand dollars of this total is appropriated as “ongoing funding” by the state legislature while \$800, 000 of the PSCE monies is created through an inmate telephone surcharge (see Appendix B).

In a report entitled, “A Performance Audit of Inmate High School Education,” Schaff (2012) suggested funding differences for ABE programs across states. States spent \$5.4 million on high school inmate programs in 2011. State prison high school education programs (facilitated through the State Board of Education [SOE]) received more funding than county jail inmate high school education programs (facilitated through the SOE) between 2008 and 2011.

The SOE is responsible for educating inmates in custody (State Code 53A-1-403.5) and contracts with various local school boards provide services to inmates located within their boundaries. The SOE retained oversight in administering secondary programs that are comprised of Adult High School Completion/Adult Secondary Education (AHSC/ASE), ABE, and English for speakers of other languages (ESOL).

These high school inmate programs are provided and facilitated through local school districts through the 2012 Audit of Inmate High School Education (Office of the Legislative Auditor General, 2012).

Legislation in 2008 that changed the administration of PSCE from higher education to the SDC did not change facilitation of funding for inmate high school programs. The administration of state high school inmate programming remains with the SOE.

### **Utilizing Case Study as Methodology**

Review of documents, attending associated meetings associated with PSCE in this state, and capturing the stakeholders' points of view through detailed interviewing has been vital in determining the perspectives (Denzin & Lincoln, 2005) related to this transition of prison education as to the why and how it occurred and the current climate of an SDC run prison education system. This research reflects the "case-based position" that directs attention to the specifics of this transition (Denzin & Lincoln, 2005). Stake (1995) asked the question "What can be learned about the single case?" The purpose of this study was to provide an understanding of why and how this change occurred in one state's education of the incarcerated.

This case study revealed "what is common and what is particular" about the case (Stake, 1995). Why this transition was made is better understood by digging into meanings, working to relate them to contexts and experience (Stake, 2005). The storytelling of this political transition aims to order past events and situate this specific

case within the larger context of PSCE and within the sociopolitical context that determines policies and practices of PSCE. As an analytic lens, “narrative is retrospective meaning making—the shaping or ordering of past experience” (Chase, 2001, p. 64).

To fully examine the current PSCE practices in the location for this case study, past processes were investigated. “Large discontinuous changes are relatively rare; and they stem from shocks that are exogenous to the policy making process, not from the relatively marginal influence of analyses conducted within the process” (Dunn, 2004, p. 53). Acknowledging this dynamic in this particular location led to a deeper understanding of both the social context surrounding the transition and the internal ramifications of the external “shocks.” This legislation not only changed who would administrate education programs for the incarcerated, but also revealed that inmates would be responsible for paying for their education. This research focuses on what events transpired that led to this change in the administration of prison education programs the dynamics of the change itself, and the outcome of the decisions that caused the transition.

### **Object of the Study and Why and How It Occurred**

The case or “bounded system” or the “object” (Stake, 1995) of this study is the transition of prison education from the old higher education based system to the new SDC run system. The issues illustrated by this case (Stake, 1995) include the education of the incarcerated as understood through the perspectives of stakeholders and the key policy documents that facilitated this transition.

Why the transition occurred, how it took place and what has happened thus far is

the focus of this study. This qualitative case study provides an in-depth review of this “bounded system,” based on a diverse array of data with this transition situated within its larger “context” or setting of public education (Creswell, 1998). An examination of the details surrounding the change in public policy that precipitated the transition from the old higher education based system to the new SDC-run system of prison education is the focus of the research questions. Case study methodology was used to identify key stakeholders and key policy documents that framed the educational system for the incarcerated, were accessed to gain understanding of why this transition occurred, how it took place, and what has happened thus far.

### **Benefits of this Research**

The public and its perception of PSCE can greatly be ameliorated by research that provides important and little known information about structural changes in the system. Legislators and their constituencies can benefit by research that identifies the way expenditures for the education of the incarcerated occurs. Troubling information such as the loss of funding for one of the nation’s finest inmate educational facilities during the economic downturn in 2008 can be understood more completely through careful research.

State currently utilizes only 1 of the 15 classrooms, at the state prison site, built before this transition occurred. Today’s PSCE opportunities in state are limited. An additional factor in the small percentage of inmates enrolling in PSCE programs is tuition. Tuition repayment requirements, as a result of this transition, deter inmates from enrolling in PSCE (CLE, 1a). Inmates, already burdened with financial obligations, are

reticent to further financially encumber themselves (SDC, HED, CLE, LEG). Public-perception-driven legislation enforcing opinion that “inmates should pay like everyone else,” is misguided.

Several studies have been conducted that support the conclusion that PSCE is key to reducing recidivism. PSCE programs are the most successful and cost-effective means of preventing crime. Government officials agreed overwhelmingly that education reduces recidivism (Karpowitz & Kenner, 1995). The Federal Bureau of Prisons sponsored other studies that found recidivism rates to be related to prison education programs (Karpowitz & Kenner, 1995).

Stevens and Ward (1997), in their report on alternatives to present punishment systems, agree that post-secondary or college education has a direct effect on reducing recidivism. Taken together, the dramatic changes and reductions in participation in PSCE in this state and the research that documents the importance of PSCE make a clear case for the benefits of this research.

### **Purpose of the Study**

Understanding *why* the transition from the old university based system to the new system managed by the SDC occurred is the purpose of this study. This study also explored *how* the transition took place and *what* has happened thus far. When a single issue needs to be studied or when that issue can illuminate a specific issue, Creswell (1998) recommended that a researcher reduce his or her entire study to a single, overarching question and several sub questions. In this case study the overarching

question is “What can be learned about the transition from university administered prison education to a SDC administered prison education?”

### **Objectives**

1. To tell the story of the transition from the old university based prison education system to the current system run by the SDC.
2. To understand why this transition was made.

### **Research Questions**

1. What are the stakeholders and participants’ perspectives on the events that occurred during the transition of prison education from the old higher education based system to one run by the State Department of Corrections and how were they addressed?
2. Why did key prison education stakeholders make the transition from the old higher education based system to one run by the State Department of Corrections?

Key stakeholders who were interviewed for this study were state legislators (LEG), county law enforcement personnel (CLE), state higher education administrators (HED), State Department of Corrections personnel (SDC), and technical college personnel (TEC).

## **CHAPTER II**

### **REVIEW OF THE LITERATURE**

#### **Introduction**

This chapter reviews the existing literature on prison education in six sections. First, escalating levels of incarceration and associated social concerns are examined. Second, the use of post-secondary prison education programs as a successful and cost-effective method of reducing recidivism is discussed. The third section provides studies that highlight the insufficiency of existing data to assess the efficacy of prison education. The fourth section introduces literature that discusses policy and other factors that influence prison education such as funding and public perception. The fifth section addresses the financial implications of incarceration on society. The final section provides examples of other studies that have used case study methodology to examine issues related to prison education. Together, the sections of the literature review make the case for further research on inmate education.

#### **Escalating Levels of Incarceration and Associated Social Concerns**

The dramatic expansion of criminalization and mass incarceration can be traced to the war on drugs and the increasing rise of minimum drug and other felony related sentences. During the past 35 years, there is no argument as to the dramatic escalation of prison populations in the U.S. A large percentage of the prison warehousing is due to the mandatory rise in the minimum sentences for drug crimes. More than 47 million



Americans have state or federal criminal records. This is 25% of the adult population (Brewer & Heitzeg, 2008). For every 100,000 Americans, there are 699 in prison—this is the highest incarceration rate in the world (Harrison & Beck, 2004).

Wacquant (2010a) utilized “a simple statistic” to demonstrate the increasingly high rate of incarceration in the U.S. Twenty-one individuals for every 1,000 “index” crimes (the eight crimes the Federal Bureau of Investigation uses in producing its annual crime report). These crimes included willful homicide, forcible rape, robbery, burglary, aggravated assault, larceny over \$50, motor vehicle theft, and arson. The U.S. held 21 prisoners for every 1,000 index crimes committed in 1975 compared to 113 convicts per 1,000 crimes in 2000, for an increase of 438%; for “violent crimes,” the jump is from 231 to 922 convicts per 1,000 offenses, an increase of 299%. “This means that the country became four to five times more punitive in a quarter-century” (Wacquant, 2010a, p. 199). Intensifying attention to drug offenders accompanied this rapid escalation of incarceration.

**Influence of drug laws on incarceration rates.** According to the U.S. Bureau of Justice Statistics (Sabol & Couture, 2008), there were 19,000 drug offenders (6.5% of total prison population) incarcerated in state prisons throughout the U.S. in 1980. This number had grown to more than 250,000 by 2005 and accounted for approximately 20% of the entire prison population. Consequently, evidence indicates drug laws and the sanction imposed as a result of these drug laws have a direct impact on the overall incarceration rate. States with more stringent sentencing for drug offenses tend to have higher incarceration rates.

**Reduction in public assistance closely tied to escalation of incarceration.**

Wacquant (2010a) connected the dramatic increase in prison populations during these decades with the similarly dramatic reduction in public assistance that was occurring. In the 1980s, California passed legislation that reduced public assistance. This legislation was part of nearly 1,000 laws expanding the use of prison sentences. On the federal level, the Aid to Families with Dependent Children (AFDC) act created by the New Deal was eliminated. Wacquant described this 1996 legislation that abolished AFDC as the legislation that “ended welfare as we know it” (p. 202).

Snacken (2010) asserted that levels of punitiveness in western countries over the last 20 or 30 years vary greatly and are “correlated with welfare investments and political economy” (p. i). Penal policies are the result of political choices. Wacquant (2010a) described the “gradual erosion of public aid and its revamping into workfare in 1996” (p. 203). The changes have created limiting criteria, including restricting entry into the system, shortening “stays” on the rolls, and speeding up exit, resulting in recipients on the welfare rolls declining from 5 million households in 1992 to under 2 million households in 2002 (Wacquant, 2010a). This decrease in public aid when combined with incarceration is viewed by Wacquant as one of the “tools for managing the unruly poor” (p. 202). He referenced Hasenfeld (1972) to explain that such social dynamics can also be understood by paying attention to the structural, functional, and cultural similarities between workfare and prisonfare as “people-processing institutions” targeted on kindred problem populations.

Additional federal legislation that occurred during mid-90s included the sweeping

Violent Crime Control and Law Enforcement Act of 1993 and the No Frills Prison Act of 1995. The Violent Crime Control and Law Enforcement Act of 1993 was an act of Congress dealing with crime and law enforcement that became law in 1994. It is the largest crime Bill in the history of the U.S. at 356 pages. This Bill contained legislation that provided for 100,000 new police officers, \$9.7 Billion in funding for prisons, and \$6.1 Billion in funding for prevention programs (Public Law 103-322). Kadish (1994) conveyed the impracticality of this act due to state laws that already cover the same offenses, "...we might have a federal criminal law almost entirely duplicative of state criminal codes, and one that would preempt the state law wherever Congress chose" (p. 1249).

The No Frills Prison Act of 1995 severely limited the judiciary's discretion in sentencing. The belief that mandatory time limits are a deterrent to crime is fallacious. In a report entitled *The Effects of Prison Sentences on Recidivism*, Gendreau, Cullin, and Goggin (1999) contend that the effect of prison on offenders, for the most part, is minimal. Prisoners enter prison with antisocial beliefs and these beliefs remained unchanged during their incarceration. This summary also concluded that lower risk offenders were more adversely affected by their peers that were serving time for harsher offenses (Gendreau et al., 1999).

**The reintroduction of inmate labor programs.** In the early 19<sup>th</sup> century, New York City was one of the first states to form partnerships with private companies in running various aspects of its correctional system in order to control costs (McKelvey, 1977). In 1976, RCA Services, a private company, assumed control of a facility designed

to handle juvenile delinquents. This corrections facility became the first modern institution for serious offenders that utilized inmate labor programs (Krueger & King, 1997).

Truth in sentencing (TIS) legislation enacted in the early 1970s required violent offenders to serve at least 85% of their prison sentences. The American Legislative Exchange Council (ALEC) pioneered some of the “toughest sentencing laws on the books today” (Elk & Sloan, 2011, p. 1). These TIS laws required mandatory minimum sentences for nonviolent drug offender crimes. ALEC’s efforts in creating state laws that focus on private-for-profit prisons utilize the huge captive workforce and provide the foundation for legislation that produced the Prison Industry Enhancement Certification Program (PIECP).

PIECP was originally authorized under the Justice System Improvement Act of 1979 (Public Law 96-157, Sec. 827). The Crime Control Act of 1990 (Public Law 101-647) authorized continuation of the PIECP program indefinitely. Hopper (2009) connected the reduction in recidivism as a result of the PIECP, with the enabling of private companies to employ inmates. In 2005, 37 state and 4 county-based certified correctional industry programs operated in the U.S. These programs managed at least 175 business partnerships with private industry. As of September 30, 2005, PIECP generated more than \$33 million for victims’ programs, \$21 million for inmate family support, \$97.5 million for correctional institution room-and-board costs, and \$46.6 million in state and federal taxes (Bureau of Justice Assistance [BJA], 2005). The foundation for the hypothesis in this study included crime models in human capital theories that suggested

that legal activities should raise the opportunity costs of illegal activities. The PIECP program as a factor in reducing recidivism is explored using DOC data (Hopper, 2009).

**Theories and rhetoric surrounding escalation of rates of incarceration.** The impressive trend of the rapid escalation in rates of incarceration has been accompanied by a particular kind of attention to prisoners and recidivism. *Theories of Individual Change* focus directly on the individual and indirectly on society as a whole (Ubah & Robinson, 2003). Rhetoric surrounding what it is that really reduces recidivism centers on the *Moral Development Theory* of individual change and the potential of PSCE programs (Ubah & Robinson, 2003). Keeping the focus on individual responsibility can give credence to skepticism about the value of PSCE. Theories of individualism and moral development can provide a rationale for the reduction of funding for prison education. Despite the weight of evidence that increased prison education opportunities correlate with reduced recidivism, the question of whether PSCE empowers inmates with a coping mechanism that enables them to function with an identifiable credential in the labor market remains. This raises questions about why such trends persist.

An analysis based on the sources from the literature of penology and interviews gathered by Jones (2006) examined prison education programs currently offered in Massachusetts. The author concludes that prison education is the product of an often haphazard and contradictory evolutionary process rather than a well-implemented plan based on meeting educational needs.

**Incarceration as a tool for social control.** Social theorists have explored the possible causes of such rapid changes in incarceration and have examined the place of

prison education within this evolution. Davidson (2000) examined the explicit use of adult education as a control mechanism for incarcerated populations. He asserts that mandatory corrections education classes that utilize this approach are used to control idleness, manage risk, and “maintain order by keeping prisoners occupied at seemingly meaningful work. Missing in this new penology is the goal of actually educating prisoners. Prison education is described as a “powerful, coercive, and self-serving complex of organizational relations and interests” that comprises the contemporary penal system, highlighting the place of institutional territorialism.

**Summary.** In the face of these related trends in western societies, the escalation of incarceration is described by Wacquant (2010b) as a “murky metaphor” with a dual purpose in misleading society to believe that inmates are corrected. Wacquant’s analysis concludes that the reality facing released inmates is not reentry, but the circulation between their “dispossessed neighborhoods and the prison” Wacquant (2010b, p. 1). The institutions charged with supervising the inmates upon release are the “bureaucratic field,” and Wacquant summarized as “...a splintered space of forces vying over the definition and distribution of public goods...” (p. 200).

The literature accessed regarding the *Escalating Levels of Incarceration and Associated Social Concerns* characterizes the processes surrounding these changes in the penal system as similar to Denzin and Lincoln’s (2005) description of contemporary social dynamics: a discordant “concatenation of forces led by the ‘conservative cultural logics of neo-liberalism’” (p. 23). Taken together, the authors cited in this section suggested that bureaucratic influences can become a chaos that is entirely out of tune

with each bureaucracy working against each bureaucracy. Such views include the social concern that the recycling of human kind through prison systems does not necessarily constitute a “corrected” individual as the by-product of the recycling process.

### **Post-Secondary Prison Education Benefits for Prisoners and Society**

Claims that PSCE is a successful and cost-effective method of preventing crime abound. In “The Case for Reinstating Pell Grant Eligibility for the Incarcerated,” government officials cited extensive research and agree overwhelmingly that education reduces recidivism (Karpowitz & Kenner, 1995). In addition to this three-state study, The U.S. Department of Education released a summary of programs entitled “Review of Various Outcome Studies Relating Prison Education to Reduced Recidivism” (Karpowitz & Kenner, 1995).

The Federal Bureau of Prisons sponsored other studies that found recidivism rates to be related to PSCE (Karpowitz & Kenner, 1995). Stevens and Ward (1997), in their report on alternatives to present punishment systems, agreed that post-secondary or college education had a direct effect on recidivism. Their study included 60 student inmates who had earned their associate and/or baccalaureate degrees while incarcerated and were tracked after their release from the North Carolina Department of Corrections (NCDOC). Results showed that inmates who earned associate and baccalaureate degrees while incarcerated tended to become law-abiding individuals significantly more often after their release from prison than inmates who had not advanced their education while incarcerated. One conclusion drawn from these findings is that it is less expensive to

educate inmates than to reincarcerate them. The researchers recommend that lowering of recidivism become one of the missions of the correctional community and that college degree programs become an intrinsic part of that mission (Stevens & Ward, 1997).

Ismailova (2007) tested the hypothesis that inmates' active participation in educational programs was a factor in reducing recidivism. Pre-existing data from reputable sources found several variables that had a relationship with recidivism. Recommendations from this study include an increase in quality and number of educational prison programs.

Stevens and Ward (1997) also suggested that research needed to be conducted on the relationship between advanced education and the experiences of department of correction inmates (Stevens & Ward, 1997). Harer (1995) examined the theory that correctional education programs have a "normalizing" effect on offenders that increases prison safety, reduces recidivism, nurtures prosocial norms, and negates the effects of "prisonization." Results also showed that inmates who actively participate in education programs have significantly lower likelihoods of recidivating.

In a study that used case study methodology, Contardo and Tolbert (2008) focused on the partnership between the NCDOC and the North Carolina Community College System (NCCCS). The discussion centered on why North Carolina expanded access to PSCE at a time when other states restricted access. Using data acquired from interviews, documents, and direct observation, The NCDOC and the NCCCS examined the benefits of vocational versus academic PSCE programs. Conclusions of this study revealed that an inmate's successful societal reintegration can include prison education programs, ABE, academic and vocational post-secondary education.



The LifeTech Institute in Alabama was designed to provide life skills and technical work force skills to male parolees. Through partnerships with other state agencies, prison overcrowding was alleviated, recidivism rates were reduced, and the state's construction work force industry was supplemented. The results of this partnership are reported as "astounding" (Johnson, 2009). The LifeTech Institute offered instruction in life skills and technical skills that included carpentry, residential electricity, plumbing, drywall and painting, masonry, technical reading and writing, vocational math, computer skills, workplace skill development, and adult education courses (Johnson, 2009).

Ward (2009) examined the effects of career and technical education (CTE) in U.S. prisons and looks at research that has conflicting results and inferences, including research that represents views that oppose the implementation of CTE in U.S. prisons. His conclusion, however, is that CTE has been and is defensible. Historical studies present a timeline and demonstrate CTE's reliability and validity as a successful method of prison rehabilitation. Ward also raises the concern that the steady increase in spending on incarceration due to the persistent increase in prison population related a return to inmate labor programs which have been historically lucrative for prisons and some segments of society.

Lahm (2009) discussed the focus of most prison education literature on participation and recidivism while ignoring educational program participation and inmate misconduct. The effect of several prison programs upon inmate misconduct while controlling for other inmate characteristics were explored. Data from over 1,000 inmates were gathered. Results indicated that inmates who participated in college programs had

fewer rule violations than inmates in other types of educational programs. Policy implications and suggestions for future research were discussed.

Kaiser (2010) described education as the “eraser on society’s pencil.”

Incarcerated individuals consist mostly of the uneducated. A strong link exists between the lack of education, crime and incarceration. The education band aid that helps society heal is found in PSCE.

These studies confirm that PSCE programs empower incarcerated individuals in many ways. Acceptance as an equal member in societal circles in terms of employability and education are promising reasons for advocating prison education. While research confirming the effectiveness of PSCE is well established, other studies contend that data for such conclusions are insufficient.

### **Studies That Suggest Insufficient Data to Assess Efficacy of Prison Education**

“There is minimal state data on prisoner education regarding enrollments, completions; degrees received, test scores, etc.” (Mercer, 2009, p. 153).

The Michigan Department of Correction’s (MDOC) department education program offered incarcerated individuals an opportunity to gain academic, social, and work skills to become productive citizens when released to the community. The methodology and purpose of a report by Dirkx, Kielbaso, and Corley (1999) called into question the efficacy of these prison education programs. At the time of this report, over 40 thousand individuals were incarcerated in more than 50 facilities in the state of Michigan. Twenty percent of these inmates were enrolled in the MDOC department of

education's programs. The researchers described the need to attend to particular attributes in order to realize successful program outcomes. It is their belief that program efficacy is associated with specific characteristics that can be addressed through careful policy-making, curriculum development, and instructional delivery (U.S. Department of Justice, 2012).

The assertions of existing studies of PSCE have been criticized by researchers. Wade (2007) provided a critical review of recent studies of ABE, general education development (GED), college and vocational education programs in prisons. Thirteen studies were reviewed and researchers' program evaluations and statistical analyses were collected. Findings included recidivism rates provided by program evaluators to be inconsistent and inaccurate. Klein, Tolbert, Bugarin, Cataldi, and Tauschek (2004) noted that individual states collect information in very different ways. States use differing terminology when reporting on correctional education, fail to collect information from privately run prisons, and cannot accurately report recidivism rates. The need to provide Standardized data for accurate research could potentially support the argument for the allocation of more federal monies to PSCE.

A 2007 European Prison Education Association (EPEA) report critiqued the quality of existing prison education and suggested "the education of prisoners must, in its philosophy, methods and content, be brought as close as possible to the best adult education in the society outside" as demonstrated by the Irish Government's introduction of legislation to allowing prisoners to vote (Behan, 2007).

*A Journal of Correctional Education* article attempted to answer the question

“Why are mainstream adult learning methods perceived as radical in prison?” This question looks at barriers to social learning from the teachers and the ABE learner’s perspective. The second part of this study addresses the engagement of ABE students in socially constructing meaning (Muth, 2008). Ethnographic methods are used to show how a prisoner’s education choices are severely limited by his incarceration (Page, 2009).

Qualitative research based on in-depth interviews of four teachers examines the challenges facing both teachers and students in a prison classroom. It was found that teachers and students are interdependent. Recognition of learning difficulties is voiced against a culture of unquestioning obedience outside the prison education classroom (Bhatti, 2010).

A journal article by Grummel (2007) used critical education theory to explore a “second chance” myth that surrounds societal adult education. This myth is that society offers equal access for all citizens to educational opportunities that improve life chances.

Ellis, McFadden, and Colaric (2008) reported approximately 2 million men and women being currently incarcerated in the U.S. The majority entered prison without basic literacy skills or job training. The main focus of the study was the prisoners’ perception of adult education (Hall & Killacky, 2008). In the summary, the results of this study that investigated factors influencing organizational design, establishment, administration, and governance of prison education for females are detailed. The findings reported on six categories that included prison education history and expectations, outcomes assessment, and the future of prison education for females. The article revealed the lack of financial resources for prison education joined with the stigma of being an exconvict as a

contributing factor to recidivism.

Qualitative data from 618 probationers and parolees were used to explain why those who have experienced imprisonment are less willing to serve community sanctions and more willing to serve prison. This study suggested that future research should examine correctional policy issues (Williams, May, & Wood, 2008), which may be influencing prisoner's views.

The preceding studies reveal that documentation of data that reflects the state and efficacy of prison education is lacking. Changes in federal and state funding of PSCE make it imperative that the effects be documented in a more comprehensive and conclusive manner (Chappell, 2004).

### **Policy and Other Factors that Influence Prison Education**

Internationally, documentation of prison policies and practices exists. Policies and practices involving vocational prison programs in the U.K. were examined by Uden (2003). Forty-seven specific recommendations related to prison education policy were presented. These included the development of a strategy for vocational training within the prison. The U.S. Bureau of Justice Statistics (Guerino, Harrison, & Sabol, 2010) special report provided information relating to prison education programs and correctional populations. This report has a history of being updated and published every 3 to 7 years. The last full publication year was 2010 (Glaze, 2010).

The report from the European Prison Education Association (EPEA) in 2005 discussed correctional educational systems in Europe focusing on two correctional

education policies. These two policies provided a framework for correctional education in the 46 member states of the Council of Europe. These policies are known as the European Prison Rules and Education in Prisons (Behan, 2005). Additionally, the report from the EPEA outlines details about the history and policies of the organization.

Specific policies, such as the implementation and subsequent retraction of the use of Pell Grants for prison education in the U.S. have been examined. McCarty (2006) reported that “roughly two thirds of all prisoners enrolled in college programs used Pell Grants to pay for college, and prison administrators welcomed the funds because they allowed prisons to operate a rehabilitative program at little cost” (p. 88). The implementation of the Violent Crime Control and Law Enforcement Act in 1994, however, prohibited inmates from receiving Pell Grant Funds. The passage of this Act was pivotal in changing the ability of inmates to access higher education opportunities. It resulted in states and prison systems taking over, essentially all responsibility for funding the majority of higher education costs in correctional education.

Elimination of the Pell Grant opportunity in the U.S. increased the importance of state legislative action. Current responsibility rests upon states and their prison systems to find ways of financially supporting PSCE programs, whether through state funds or private funding. Baust, McWilliams, Murray, and Schmidt (2006) have argued that “state appropriations offer the largest opportunity for public funding for PSCE” (p. 13). Messemer (2003) found that some states have used the lack of federal support as an excuse for cutting PSCE programs. Messemer also noted that states that did not offer PSCE programs cited insufficient tax revenue as a primary reason.

Some states have shifted the responsibility for funding education to prisoners. For example, in Texas, Windham School District (Mercer, 2009) prisons pay for vocational education that yields a certificate; however, inmates are required to pay the tuition back to the prison once they are released. The ineffectiveness of such policies is revealed through data that suggests inmates in 13 states accounted for 86% enrollees in PSCE. States with the highest enrollment included California, Texas, North Carolina, and New York; all of which were likelier to finance PSCE, while other states required inmates to pay for some or all of their PSCE (Gorgol & Sponsler, 2011).

Washington State espouses a law similar to the Texas correctional education model. If an inmate desires to pursue a post-secondary degree at the associate's level or higher, 100% of the expense must be covered by the offender. However, vocational training is offered free of charge to inmates. Participation in Washington State's vocational programs is high; 4,256 inmates were enrolled in vocational programs in 2007-2008. In 2008, only five associate's degrees were awarded to inmates compared to 1,033 vocational certificates (Zeidenberg, Cho, & Jenkins, 2010). The findings indicate that inmates required to fund their own education chose to receive free offerings.

In a study in the state of Mississippi of policy changes reflecting court decisions concerning inmates and how their time during incarceration should be spent, Jenkins (2004) also addressed correctional education as it pertains to the adult penal institutions. This study concluded that a number of "significant qualitative factors" implicit to PSCE have not been considered by most researchers and have resulted in "highly questionable findings" that surround current prison education policy (Jenkins, 2004).

In a policy information report by Coley and Barton (2006), data and information from a variety of sources provide an educational perspective on the nation's prison population. The report is divided into three sections. In the first section, the growing prison population is described, followed by a description of the juvenile detention system in the second section. The third section discusses the limited information that is available on the size and characteristics of correctional education programs in the U.S. One of the main issues addressed is the neglected prison educational policy debate. "We should be alarmed that we are losing ground in the prison education enterprise; investment in correctional education programs is not keeping pace with the exploding population of prisoners" (Coley & Barton, 2006, p. 2).

An EPEA report focusing on shared experiences of correctional educators reiterates the importance of policy papers and publications that provide prison education with further ideas to enhance their practices (Behan, 2006). A study by Ellis and colleagues (2008) investigated factors influencing the design, establishment, administration and governments of correctional education for females. A descriptive case study approach was used to gather and analyze data. Some key findings in the study concluded that there was no comprehensive written history on correctional education or specifically on female prisoners. The findings also revealed the importance of interagency collaboration and the problem of inconsistent administration of correctional education policies and procedures.

An examination of the documentation of PSCE policy reveals that policy decisions about the funding and implementation of PSCE have important implications for



prisoners and for society. Research that sheds light on the way policy is conceived and implemented is necessary to ameliorate existing policy.

### **Financial Implications of Incarceration on Society**

In today's challenging social and economic environment, an expansion of educational opportunities for prisoners may be correction's best alternative. Mercer (2009) asserted that the most cost-effective solution to prison funding is to reduce recidivism.

Providing federal funding for inmates to attain higher education could be of immeasurable value to the economic system. A study conducted by the Florida Department of Corrections (FDC, 2013), concluded that the return on investment is U.S. \$1.66 for every dollar invested in correctional education. Inmate education's effect on recidivism could offset the cost of housing inmates. In Fiscal Year 2011-12, inmates were awarded 2,217 vocational certificates. Vocational Teacher salaries are a general revenue expense; however, the Department receives \$500,000 in Perkins grant funds annually to supplement GR funds in support of vocational training programs. These funds may only be used for purchasing supplies and equipment, grant administration and teacher in-service costs (FDC, 2013). The BJS noted that in 2001, the annual cost of housing a federal or state inmate was approximately \$22,000 and that Americans paid \$134 per capita to support the correctional systems in their states (Mercer, 2009). Such studies suggested that investing in inmate education would save taxpayers money.

Providing prison education can also result in a revenue stream for post-secondary

education institutions. In 2002, the Washington State Board for Community and Technical Colleges (WSBCTC) partnered with the state's Department of Corrections "to provide educational services to eligible offenders in the state's 15 prisons" (Floyd, 2006, p. 1). This partnership has provided the community college system with a reliable source of revenue. In 2007-2008, the Washington community colleges billed the state's Department of Corrections \$15.6 million (WSBCTC, 2008).

Given the reduction of federal support for prison education, correctional education programs will need other sources of financial maintenance if the programs are to continue. One of the greatest obstacles in obtaining funding for prison education is public support. The public wants to be assured that federal tax dollars are being used in a cost-efficient manner that yields tangible results (Pew Charitable Trusts, 2007).

West, Sabol, and Greenman (2010) used statistics from the state of Oregon to demonstrate the possible cost savings from reduced recidivism. In 2007, Oregon housed approximately 14,000 inmates and released approximately 5,000. Projecting that between one half and two thirds of inmates recidivate, as reported by the BJS. Langan and Levin (2002) reported that a conservative estimate would be that 52% of the 5,000 released prisoners (2,600) will return to the system. Reducing Oregon's recidivism rate by 1,000 inmates yearly would save the state \$3.6 million yearly and increase the overall economic health of the state.

Higher levels of educational attainment are documented in a study by the Alliance for Excellent Education (Amos, 2008), which showed that a significant economic advantage on the state level can be attained by increasing the number of male high school

graduates moving on to college. The economic argument was that higher levels of education could reduce crime, which would then lead to a reduction in costs associated with incarceration. Bazos and Hausman (2004) concluded that a 6% reduction in recidivism would fund prison education programs.

Although taxpayers have a right to conclude that society should not be financially responsible for educating the incarcerated, research demonstrates that these same taxpayers ultimately pay more for uneducated parolees. The unemployability of offenders released into society creates a greater financial burden when exoffenders recidivate.

### **Using Case Study Research as Methodology for Studying PSCE**

In conducting a case study dealing with a government entity (prisons) that is increasingly intertwined with private business, it is important to take note that “the prison-industrial complex is an interweaving of private business and government interests. Its twofold purpose is profit and social control. Its public rationale is the fight against crime” (Goldberg & Evans, 2009, p. 11). Qualitative research lends itself to examining such a complex system of relationships and political interests.

Creswell (1998) reminded the researcher that the “overall intent of the case study undoubtedly shapes the larger structure of the written narrative” (p. 43). For this reason, it is useful to examine other prison education focused case studies. A body of literature supporting case studies as methodology in researching prison education is available.

A case study by Carr (2000) focused on the teacher in the prison classroom. Her findings stressed the importance of making prison education more transparent to

legislatures, taxpayers and educators. She also revealed distasteful policies that undermined the effectiveness of correction educators.

A historical case study examines the development and significance of educational programs at Massachusetts Reformatory for Women at Framingham from 1930 to 1960. One of the study's findings was that educational attainment levels of current prisoners are closer to the national average of nonincarcerated individuals 65 years ago. The study also discussed correctional education procedures and policies for inmates (Chlup, 2004).

A descriptive case study of cultural competency within community treatment and correctional reentry programs used both qualitative and quantitative measures to examine the value of infusing cultural competency with African-American exoffenders residing in Portland, Oregon. Recidivism was purported to decline if demographic, environmental and cultural information about exoffenders was incorporated into their re-integration experience (Pittman, 2004).

Theories of organizational resiliency and distributed structure were used to analyze the development and maintenance of post-secondary correctional education PSCE in North Carolina. Bounded case study methodology was used to focus on partnerships between the North Carolina DOC and the North Carolina Community College System that provides PSCE to over one-third of all North Carolina inmates. The findings of the study are unique and examine why North Carolina expanded access to PSCE when other states restricted access. Data acquired from interviews, document review, and direct observation demonstrated a pragmatic approach that emphasized vocational versus academic PSCE programs that could not be completed within the time

frame of a prison sentence. Prison education policy concerns deal with funding structures and the balance between government agencies. This study offered suggestions for multiple directions in PSCE research and explains the implications of the work for prison education policy (Contardo, 2008).

The North Carolina study reveals similarities between some PSCE approaches used there and those that have been tried in the state where this study was conducted. In both states, PSCE partnerships have been created with technical and community colleges. In its 1987 Session, the North Carolina General Assembly enacted House Bill 50 entitled “An act to develop a program for academic and vocational education training in the Department of Correction” (Contardo, 2008). Similar legislation was passed in the state where this study was conducted.

Legislation in 2009, entitled “Department of Corrections Tracking and Reimbursement of Individual Prisoner Costs,” stated that the SDC shall “provide post-secondary education and training shall be with a community college if the correctional facility is located within the service region of a community college” (HB No. 100, 2009).

The case studies presented in the literature are important because they demonstrate the usefulness of PSCE and provide detailed narratives that allow others to examine the differences between existing policies and programs. This examination may allow others to build on existing successful ideas or to highlight possible problems to be avoided. This study will add to this body of literature.

## Summary

Current literature that examined issues related to post-secondary prison education programs has been reviewed. First, escalating levels of incarceration and associated social concerns were examined with reinstatement of inmate labor programs as a key tenant of this examination. Second, literature that explores PSCE benefits to society was discussed. These benefits include the review of PSCE programs empowering incarcerated individuals in many ways. PSCE benefits provide released offenders with the ability to be accepted as an equal member in societal circles in terms of employability and education. Third, literature for these studies that highlight the lack of existing data to assess the efficacy of PSCE was reviewed. Fourth, financial implications of incarceration on society were exposed. Fifth, reports on policies that affect the funding and implementation of prison education were reviewed. Finally, examples of the use of case study as methodology for research that focuses on prison education were provided. This review helps define the current voids in the literature and further justifies the need for this study.

Qualitative research that informs current PSCE policy can ameliorate existing policy which relies most heavily on statistical data. Understanding the way PSCE policy is established and implemented is necessary if measures that benefit both prisoners and society are to be developed.

## **CHAPTER III**

### **METHODOLOGY AND PROCEDURES**

#### **Qualitative Case Studies as Methodology**

A qualitative case study used to examine the change of the facilitation of prison education from the former higher education based system to the current system run by the SDC provides the best method in extracting the thick, rich data that exist. A qualitative case study examines “how and why” something occurred, mainly through using the interview as a methodological technique requiring the study to incorporate malleable framework. “At this moment in history, a concatenation of forces led by the ‘conservative cultural logics of neo-liberalism’ seeks to shape a definition of inquiry that precludes multiple paradigms, epistemologies, and theoretical perspectives from the policy arena” (Denzin & Lincoln, 2011, p. 23). This study agitated against these political movements that focus only on measurable dimensions of the educational process. Qualitative methods allow a more nuanced understanding of complex social changes than traditional research paradigms that seek to minimize variability and the complexities of human experience.

Coding of data gathered through interviews and documentation told the story of the transition of prison education in one location, defined by particular legislation enacted in 2009. Narrative obtained through interviews provides answers to the research questions (Clandinin & Connelly, 2000). The central qualitative technique employed in this study is interviewing (Creswell, 2009). In a qualitative study, the data are usually

gathered through the ethnographic tools of participant observation and in-depth interviewing (Glesne, 2006). Putting experience into language is a meaning-making process (Vygotsky, 1987). Because the inquiry is being done to learn about those complexities of the study of which not even the researchers are aware, the design and focus of the study have to be seen as “emergent” (Lincoln & Guba, 1985).

In researching or investigating an educational process, organization, or institution, the best way, according to Ferrarotti (1981), is through the experience of the individual people, those that carry out the process or make up the organization. “Social abstractions like education are best understood through the experiences of individuals whose work and lives are the stuff on which the abstractions are built” (Ferrarotti, 1981). In answering the challenge of Denzin and Lincoln (2005), today’s researcher must work toward “legal and policy changes that reflect the reconfigured relationships of qualitative research.” These reconfigured relationships are “cooperative, mutual, democratic, open-ended, communitarian” (Denzin & Lincoln, 2005).

An additional reason for using a qualitative study in examining this change of education within the prison system is that “the research questions require more in depth analysis of events and their contexts” (Contardo, 2008).

This study sought to understand why the facilitation of prison education in one state changed from the former higher education-based system to the system now run by the SDC. The story of this transition can best be conveyed through a qualitative study. Gathering data as to “why” something occurred, the researcher’s best chance of getting that answer is to go into the field where the dissonance occurred. Jones’s best advice is to



simply “ask them” (referring to the policy holders) why it happened (Jones, 2006).

Gathering data from the field, and subsequently analyzing that data, tells the story of how and why this transition occurred.

### **Case Study**

Glesne (2006) described the case study in qualitative research as “used to refer to almost anything” (p. 13). “Utilizing case study as methodology in qualitative research allows data to be gathered through ethnographic tools and in-depth interviewing” (Glesne, 2006). This case study used in-depth interviewing of stake holders from multiple institutional locations that were all part of this transition to understand why and how the transition occurred (Yin, 2003). “A qualitative case study is an intensive, holistic description and analysis of a bounded phenomenon such as a program, an institution, a person, a process or a social unit” (Merriam, 1988, p. 11). This study involves all of these. PSCE included many “programs” in one state. The institution(s) are the university system, state higher education system, and the SDC. The person(s) are all stakeholders, including state legislators, county law enforcement personnel, university personnel, state higher education administrators, SDC personnel, and technical college personnel. The process is the transition from the former higher education based system for educating the incarcerated to a system that is entirely controlled and administrated by the SDC.

Most case studies dealing with education are qualitative and generate hypotheses, rather than quantitative studies that test hypotheses (Merriam, 1988). In deciding which description of case study best fit her study of PSCE in North Carolina, Contardo (2008)

tended toward Stake's (1995) conceptualization. Contardo's explanation of Stake's conceptualization in deciding which description of case study is useful for this study. Within her study, PSCE in North Carolina was the bounded case and the object of data collection and analysis. The unit of analysis for her data collection was "the individuals involved in providing system wide PSCE through the partnership between the NCCCS and the NCDOC. In this study, the transition between the higher-education-based system to the SDC administrated system of prison education is the bounded case and the object of the data collection and analysis. The units of analysis for data collection include the perspectives of stakeholders from five institutions involved in this transition and transition related documents. The stakeholders include state legislators, county law enforcement personnel, university personnel, state higher education administrators, SDC personnel, and technical college personnel. The documents analyzed include written policies, copies of legislation, institutional newsletters, meeting minutes, e-mails that document communication with stakeholders and correspondence in regards to the facilitation of currently operating prison education programs in the state where the research was conducted.

### **Researcher Positionality**

My involvement with inmate education initially began when I was approached by the Vice President of Instruction of relatively small (18-20 full-time employees) technical college. I was asked to create a PSCE building construction curriculum that would include five separate modules and be facilitated at the county jail location. The impetus

for creating this curriculum was the legislation that is the focus of this dissertation. The events that led to my involvement on a personal level with inmates and the educational process, was a by-product of the political machinations, and rhetoric that surrounded legislation that changed PSCE in my state. Legislation intent on ameliorating PSCE served a dual purpose. It provided inmates with a specific skill to gain employment upon their release while enabling the state and county governments an opportunity to utilize inmate labor.

My specific experience involved creating a building construction curriculum that encompassed the five necessary construction processes to build a new search and rescue facility for the county. The technical college at which I was employed partnered with the state and county to undertake the educational component of erecting this new county facility. I drew the plan and obtained all of the necessary permitting through various county, city, and special service districts. The curriculum I was asked to create included a construction time-line that would involve foundations (concrete), framing (carpentry), drywall, stucco, and masonry. I proposed a roofing unit to the SDC and was given the approval to add this to the PSCE curriculum. The county decided it was in their best interest to forego the educational component of the roofing phase of their new building and use inmate labor to quickly install a roof without the time required to “teach” roofing to the inmates. This decision was made based on the election of a new county official and the desire of the outgoing county official to leave a legacy of having constructed the search and rescue facility.

My day to day involvement with county law enforcement personnel and inmates

provided me with what I consider an ideal researcher/participant perspective.

Relationships and levels of trustworthiness otherwise unattainable enabled me to gain thick, rich data that I would not have gained without access to the jail. City, county, and state licenses that qualify me as a general contractor also benefited my positionality throughout the research process.

I was able to observe inmate labor as a part of PSCE and how the local technical college provided a licensed, insured general contractor (me) to oversee a politically charged project as well as create a vehicle for a partnership with the SDC.

The researcher's interest in this study was based on vocation. The researcher administrated and designed prison education programs for correctional facilities in conjunction with technical colleges. These programs were facilitated under the direction of the SDC in partnerships with technical colleges. All current programs were vocationally based. Noncredited skill certificates were awarded upon the inmates' completion of 90 to 1,240 hours of technically based programs. The programs the researcher designs and administrates are industrial related technical programs that utilize both classroom and lab based curriculum.

### **Controlling for Researcher Bias**

In considering this field of study, my experiences with the prison education system shaped my perspective and led to the research questions. My examination of the transitional period in Utah prison education was conducted from my personal perspective of the legislation that created this transition and something that "perplexes and challenges

my mind so it makes belief uncertain” (Dewey, 1938). This definition of what constituted a “problem” became the perspective from which I conducted the research was conducted. Researchers often take a phenomenological approach, utilizing narratives of life stories as expressions of lived experience (Clandinin, 2007).

Pinnegar and Daynes (2007) described an individual’s experiences as involving one’s self. In traditional research modes, assertions about biases and controlling these biases from unduly influencing data collection and analysis of the research suggest that the objects of study can be “considered static when the scientist acts as though the thing under study can be held still or that the action entailed in observation will not influence what is being studied” (Clandinin, 2007, p. 10). Furthermore, traditional research cannot account for progressing and changing circumstances that evolve during the examination of the problem during the study. The consequences of emergent context are the loss of defined research objectivity and the expectation of a changed researcher perspective (Clandinin, 2007).

A theoretical framework is the basis for my organization and analysis of data collection. The Deweyan Theory of Experience informs each stage of this research. “Honest empirical method will state when and where and why the act of the selection took place, and thus enable others to repeat it and test its worth...” (Dewey, 1938, p. 271).

As the researcher in this study I have a deep commitment to the importance of educational opportunities for the incarcerated. My involvement with stakeholders in PSCE at many levels within state has provided and enabled me with opportunities to

extract thick, rich data. “The generation of rich material replete with issues for analysis cannot happen, unless the researcher is prepared to engage strongly and deeply with what is going on for them as they are immersed in the data gathering and analysis process (Tenni, Smyth, & Boucher, 2003, p. 1). This honest empiricism that Dewey advocates guides my research approach so that readers understand the “when, where, and why” of the implementation and selection of the research processes.

### **Deweyan Theory of Experience**

I am a part of all that I have met;  
 Yet all experience is an arch where through  
 Gleams that untraveled world, whose margin fades  
 Forever and forever when I move.... (Tennyson, 1842, p. 1)

As a theoretical lens, the Deweyan theory of experience guides this research.

“Experience is the fundamental ontological category from which all inquiry-narrative or otherwise-proceeds” (Clandinin, 2007, p. 38). In examining the transition of prison education in one location, the research is guided by Dewey’s belief that “every experience is constituted by interaction between “subject” and “object” between a self and its world.... (Dewey, 1938, p. 271). For this study, the stakeholders included all individuals involved in the transition from the former higher education based prison education system to the current system run by the SDC and constitute the “subject” of the research. The “object” was the prison education system. “In an experience, things and events belonging to the world, physical and social, are transformed through the human context they enter, while the live creature is changed and developed through its intercourse with things previously external to it” (Dewey, 1938, p. 271). Clandinin

pointed out that “representations arise from experience and must return to that experience for their validation” (p. 40). In telling the story of the transition of prison education in this state, the exploration of these “experiences” is examined.

Ulysses’ (Odysseus in Greek) life is shaped by all that he meets. Ulysses’ “margin fades” as his experience increases. Using the Deweyan Theory of Experience creates the possibility to lay bare the margins of the transition of prison education through the examination of the experiences of the stakeholders involved. A nuanced understanding of these experiences is achieved through the data collection and an analysis process.

Clandinin (2007) described how inquiry can be presented as a series of choices, “inspired by purposes that are shaped by past experience, undertaken through time, and will trace the consequences of these choices in the whole of an individual or community’s lived experience” (p. 40). This study asked, “What are the stakeholders and participants’ perspectives on the events that occurred during the transition of prison education from the old higher education based system to one run by the Department of Corrections and how were they addressed?” A deeper understanding of the “consequences of these choices” is examined through this “lived experience.”

### **Data Sources and Collection Strategy**

In choosing a study design the researcher must consider procedures of inquiry (strategies), specific methods of data collection, analysis, and interpretation. “The selection of a research design is also based on the nature of the research problem or issue

being addressed, the researcher's personal experiences, and the audiences for the study" (Creswell, 1998). Patton described "trade-offs" as necessity in research. "There are always trade-offs. Limited resources, limited time, and limits on the human ability to grasp the complex nature of social reality necessitate trade-offs" (Patton, 1990, p. 45). In considering trade-offs when forming research questions, the researcher must decide which is most desirable. To study one or two questions deeply, or study many questions in less depth (Patton, 1990). This study's objectives and research questions were identified in Chapter I, and the aim of the study was to develop an in-depth understanding of the case being examined.

In identifying research questions, it is important to consider which information is sought, whether to use direct observation, documents, and interviews to determine if the information is present and to find which interview questions would address the information in the interviews. This process allows the possibility of gathering additional necessary information and documentation. Data triangulation or the collection of enough thick, rich data and the analysis of multiple resources strengthens the credibility of the research when drawing conclusions about this story. Gathering the perspectives for stakeholders from multiple institutional locations and examining and analyzing documents related to the research provide triangulation of the data for the study. "Triangulation is the display of multiple, refracted realities simultaneously" (Denzin & Lincoln, 2003).

Research questions are the focus of coded and categorized themes and data which are extracted from transcribed interviews. According to Shank (2002), a good code has



five elements: (a) a label, (b) a definition of the theme, (c) a description of how to know when the theme occurs, (d) a description of any qualifications or exclusions to the identification of the theme, and (e) examples. Yin (2003) commented that participants' opinions are equally important as factual information in case study interviews.

All stakeholders were grouped into five social units: LEG, CLE, HED, SDC, and TEC.

### **Purposive and Snowball Sampling**

Purposive sampling was used to group participants according to the relevance of their "stake" in prison education. The study's objectives, research questions, and the content of interview questions were taken into account when selecting participants. "Purposive sampling is most successful when data review and analysis are done in conjunction with the data collection" (Mack, Woodsong, MacQueen, Guest, & Namey, 2005, p. 2).

Snowballing or chain referral sampling, a type of purposive sampling was used to find "hidden populations," or in this case study, stakeholders in prison education that would otherwise not have been known to the researcher (Mack et al., 2005).

### **Semistructured Interviews**

According to Stake (1995), qualitative researchers use the interview as a "road to multiple realities" (p. 64). The interview was utilized as the key component of data collection in this study. An interview guide was employed with a list of interview questions that fit into a research design table. Each interviewee was asked to participate

in an approximately one hour interview. All stakeholders were grouped into five social units: state legislators, county law enforcement personnel, university personnel, state higher education administrators, SDC personnel, and technical college personnel. A thick description of the transition was obtained by relying on multiple perspectives offered by informants (Creswell, 1998).

Four individuals from the SDC were interviewed. These individuals were selected based on their knowledge of the current and former system of educating inmates. Three county law enforcement personnel were interviewed. Each of these currently has involvement with SDC administered prison education courses and has been involved in past inmate education opportunities before this transition from higher education occurred. Six legislators who have a stake in funding or have been involved in legislation for prison education were interviewed. Two technical college personnel who had formed partnerships with the SDC and five state higher education administration officials who participated in decision making processes with the SDC were interviewed as part of this study. These individuals include current facilitators of inmate education in the state where this study was conducted.

All participants were interviewed one time. As data were collected and questions arose, additional interviews were conducted with stakeholders that provided a more accurate assessment of this transition. There were 19 interviews and they averaged approximately 45 minutes in length.

Information was gathered from each stakeholder in regard to their perceptions of the way the changes in the administration of prison education have occurred. Due to the

researcher's proximity to the situation, a confidence existed that resulted in the participants consenting to being interviewed. A formal informed consent document was given to and signed by each participant in this study.

### **Document Review**

According to Yin (2003), every case study should contain relevant documentary information. The document collection for this study includes documents necessary to augment the researcher's own understanding of PSCE in state. Access to written policies, copies of legislation, institutional newsletters, meeting minutes, e-mails that document communication with stakeholders and correspondence in regards to the facilitation of currently operating prison education programs was initiated as needed to clarify the researcher's developing understanding of PSCE in the state where the research was conducted.

### **Data Transcription**

Every interview was digitally recorded. To insure timely progress in transcribing interviews, a professional transcriptionist was engaged in assisting with interview transcription. Contardo (2008) suggested engaging the material immediately upon conducting an interview. This accomplishes many purposes including maintaining an accuracy of the transcript as well as giving the researcher time to reflect on what was learned and how to conduct future interview questions to better answer research questions. A pattern of ongoing review of the interview data was followed for this study.

### **Human Subjects' Protection**

Researchers need to respect the participants and research sites as they anticipate collecting data. Creswell (2009) indicated that many ethical issues can arise during this stage of the research. An informed consent form was prepared for each participant to sign before research was engaged. The appropriate Institutional Review Board has fully reviewed the researcher's plans. The consent form identifies how the participants were selected and guarantees confidentiality to the participants. All transcripts from observations and interviews are electronically stored as password protected documents.

Risk for participants has been minimized in regard to confidentiality and participant requests that the researcher withhold certain aspects of shared data have been honored. The need for sensitivity, while a challenging complication in the process, is also an indication that the story is important and must be told.

### **Political Considerations**

There are many political considerations when conducting research with public institutions. Prison systems exist throughout the world. The involvement of legislators, prison officials, and education personnel is a sensitive process, not only singularly, but holistically. Public opinion is much divided when discussing prison education. Many are for it, in the belief that it reduces recidivism while others feel it is a waste of taxpayer money. Possible benefits may become clearer as a result of this research. Alternatively, this research may expose sensitive areas in any one of the organizations involved. Planning to minimize this risk and moving forward is warranted, however, because this

research provides important information to the many post-secondary educators who plan and implement education for prison settings, yet are isolated in their policy making processes (Erisman & Contardo, 2005).

### **Summary**

The theoretical framework for this research is the Deweyan Theory of Experience (Dewey, 1938). This theoretical framework is the basis for organization and analysis of data collection. The Deweyan Theory of Experience frames each stage of this study using “honest empirical method.” This framework connects the researcher to existing knowledge and provides the basis of this prison education transition. Qualitative case study methodology allows “data to be gathered through ethnographic tools and in-depth interviewing” (Glesne, 2006). This case study provided a “holistic description and analysis of a bounded phenomenon such as a program, an institution, a person, a process or a social unit” (Merriam, 1988, p. 11). The institution(s) are the university system, state higher education system, and the SDC. The person(s) are: all stakeholders, including state legislators, county law enforcement personnel, university personnel, state higher education administrators, SDC personnel, and technical college personnel. The process is the transition from the former higher education based system for educating the incarcerated to a system that is entirely controlled and administrated by the SDC.

The researcher’s intention is to tell the story of this transition that answers the research questions.

1. What are the stakeholders and participants’ perspectives on the events that

occurred during the transition of prison education from the old higher education based system to one run by the State Department of Corrections and how were they addressed?

2. Why did key prison education stakeholders make the transition from the old higher education based system to one run by the State Department of Corrections?

## CHAPTER IV

### FINDINGS

#### Introduction

The purpose of this study was to examine *why* state made the transition from the former PSCE higher education administrated system to the new system managed by the SDC. This study also explored *how* the transition took place and *what* has happened thus far. This study explored emergent data that addressed the following research questions.

1. What are the stakeholders and participants' perspectives on the events that occurred during the transition of prison education from the old higher education based system to one run by the State Department of Corrections?

2. Why did key stakeholders in Utah prison education make the transition from the former higher education based system to one run by the State Department of Corrections and how were they addressed?

The first section, *Stakeholder Group Participants*, will provide a brief description of the participants within each of five social units. These participants include SDC, TEC, CLE, HED, and LEG. The second section, *The Ups and Downs of Prison Education in One State*, will establish a chronological narrative of events surrounding this transition. The third section, *Themes*, will document quotations from the participants and discussion of data relating to those emergent themes. This chapter will conclude with a summary of the findings.

### Stakeholder Group Participants

The following section identifies each stakeholder and their involvement within this transition. Each stakeholder provided their story of how and why this educational transition in prison education occurred. All stakeholders were grouped into five social units: SDC, CLE, LEG, HED, and TEC. Each acronym (SDC, CLE, LEG, HED, and TEC) represented the stakeholder group and each participant within each group was assigned a number. Four of the stakeholders had dual roles between stakeholder groups at one time or currently during their careers. Table 1 lists the stakeholder by group and places that stakeholder within the chronology of the transition.

All four SDC stakeholders were involved in PSCE throughout the transition. One of the CLE stakeholders was involved in PSCE throughout the transition and one only during the posttransition. Of the six LEG stakeholders, two LEG stakeholders were involved in PSCE only before the transition began. Four were involved in PSCE throughout the transition. All three HED stakeholders were involved in PSCE throughout

Table 1

*Stakeholders Involvement in PSCE During Transition from HEC to SDC Education System*

Pretransition	Transition	Posttransition	Not involved
SDC Kyle, Lori, Bart, Leon, Rene,	SDC, Kyle, Lori, Bart, Leon, Rene Stan, Kurt, Bill, Jake, Jack, Gil	SDC, Leon, Stan, Kurt, Bill, Jake, Gil, Jason	Konnie



the transition. The two TEC stakeholders were not involved in PSCE during the transition.

Table 2 highlights individual stakeholder views of the effectiveness of pretransition HED-administered PSCE programs. Table 2 also offers up for consideration the way various stakeholder groups' perspectives highlighted the way their institutional location shaped their views. SDC and the TEC stakeholders claimed that the pretransition HED administered PSCE programs were not effective. CLE and HED stakeholders all viewed the pretransition HED programs as effective. LEG stakeholders were split 50/50 in their view of HED-administered PSCE programs. The proximity of the "stake" of SDC and CLE stakeholders to PSCE would support these data. The two social unit stakeholders' position within the systems that were most affected by the importance of this transition is indicated. The 50/50 split is a fine representation of the fact that the central events of the transition, in particular the 2009 legislation, were part of a "tremendous battle."

Table 2

*Stakeholder Groups' View of Effectiveness of HED-Administered Programs*

Stakeholder group	Yes	No
SDC	0	4
TEC	0	2
CLE	3	0
HED	3	0
LEG	3	3

## **State Department of Corrections**

Because of the small sample of SDC stakeholders and their prominence within the state, SDC stakeholders were not assigned a pseudonym. The autonomy within which they operate is essential for telling their specific story within the story as it relates to this transition. The stakeholders from this group maintained similar perspectives on PSCE. All SDC stakeholders support 2009 legislation that created the transition from an HED to an SDC run system of PSCE. SDC officials have a varied background in offender rehabilitation. The Division of Programming (DOP), within the SDC, oversees all offender programming, both inside the facilities and within the community. Education, according to SDC officials, is homogenously grouped. Many areas of education are mandated by SDC or judicial officials. Whether it is sex offender treatment, substance abuse treatment, or cognitive behavior treatment, the SDC coordinates those activities. Their role involves both ABE programming as well as Post-Secondary Correctional Education programs, although the SDC does not control the administration of funding for ABE. ABE funding is controlled through the State Office of Education (SOE).

The SDC works with allied and private partners assisting released inmates in their transition back into the community. Whether they are on probation or coming out of the institution and going on parole, the mission of the SDC is coordinating interdepartmental efforts with allied partners within the community. The expressed intent of the SDC, supported by its research, was to offer PSCE programs to inmates that would assist in the re-entry process of the inmate.

Although prison officials readily admit that their expertise is not in education.

SDC officials researched the process that led to the transition from the former system to one run by the SDC. Many SDC officials had never worked in education before this transition. Meetings were planned and facilitated with technical education experts. All technical schools within the state were invited to participate in meetings with the SDC in discussing this transition.

Table 3 lists the names within each stakeholder group of the participants and identifies those stakeholders with dual roles. Individual stakeholders within the SDC are not identified by name.

### **Technical College Administration**

Technical education stakeholders support the current PSCE programming model for which they are the chief facilitator. They work directly with the SDC in facilitating PSCE programs in state. TEC is the stakeholder group serving as educational contractor in today's PSCE programs. Konnie was involved with technical education as a Custom Fit Director before the transition and subsequently as an administrator who facilitated

Table 3

#### *Stakeholder Groups*

Legislators (LEG)	Administration (TEC)	Enforcement (CLE)	Administration (HED)	State Department of Corrections (SDC)
Leon	Konnie	Curt	Jake <sup>a</sup>	Jake <sup>a</sup> (former warden SDC)
Jake	Anne	Stan	Bill	
Rene <sup>a</sup>		Jason	Gil	
Bart <sup>a</sup>		Kyle <sup>a</sup>	Rene <sup>a</sup>	
Lori <sup>a</sup>			Bart <sup>a</sup>	
Kyle <sup>a</sup>				

<sup>a</sup> Denotes stakeholders who served dual roles. Three members of the SDC stake holding group are noted only as SDC while Jake is mentioned because of his dual role in higher education and as a former warden for the SDC.

programs that were created as a result of the transition. Konnie worked with CLE and SDC administration to facilitate inmate education programs since 2009.

Anne facilitated all PSCE programs at the main prison site where this research was conducted. As the current chief facilitator of inmate education at the state prison, Anne developed curriculum and ran programs from within the state prison walls, utilizing a modern technical education prison campus. In charge of facilitating prison education programs with the SDC, the technical college offered auto, welding, plumbing, machinist technician, and maintenance technician programs.

### **County Law Enforcement**

CLE stakeholders can be described as a unique stakeholder group due to their proximity to the inmate population. CLE officials as a stakeholder group were not involved with the decision. The majority of CLE when asked if they were aware of the transition replied, “Only that it happened.” PSCE opportunities offered by SDC at the time this research was conducted were not available. As a result, CLE stakeholders were planning PSCE that did not involve the SDC.

As a stakeholder in educating inmates, one county sheriff described his involvement in prison education as extremely important although he has not been involved with SDC run PSCE programs. County jails that do not have willing partners in the vocational arena to facilitate certificate based PSCE programming were left to themselves to create educational opportunities.

At the time this research was conducted, Curt was working on obtaining funding for a “no kill” animal shelter as part of a PSCE program. All programming at one county

jail is currently facilitated by volunteers from the community. The correctional facility where CLE stakeholder participants worked housed both county and state contracted inmates (those for whom the county receives remuneration from the state). At the time this research was conducted, no PSCE program was available to state and county inmates within the county where CLE stakeholder participants worked.

Stan was the only CLE official who was directly involved with inmate SDC PSCE programming after the transition. Stan attended pretransition meetings where vocational-based PSCE programs were discussed. Stan found the financial burden for PSCE tuition that is now placed on inmates as a result of this transition “troubling.”

### **Higher Education Administration**

All of the stakeholders from this group described this transition as something with which they were not actively involved. As facilitators of PSCE programming prior to the transition in 2009, all HED stakeholder participants agreed that the transition occurred without their input and all HED stakeholders could be described as not in favor of this transition.

Bill was involved at the local community college that facilitated PSCE-credited inmate education programs before and during the transition. This individual’s foremost connection with inmate education was administrating staffing for required inmate education business course curricular components.

Jack had a dual role as a stakeholder in prison education. The dual roles were identified as HED and SDC. Involved as an administrator for the SDC in 1977, Jack published a catalog of vocational inmate education courses offered through the local

technical college. Inmate education programs included drafting, landscaping, industrial electricity, dry cleaning, welding, appliance repair, air conditioning, auto body fender repair, auto mechanics, building construction, diesel mechanics, and recreational vehicle maintenance. Under Jack, a university program was initiated with a state university that ran for a decade.

As a representative of higher education, Gil served as a liaison with the other government and state educational agencies.

### **Legislators**

LEG stakeholder participants were the largest social group involved in this study. Fifty percent of LEG favored the transition and 50% of LEG opposed the transition.

Bart was vehemently opposed to this transition. Bart had a dual role as a stakeholder in prison education. These roles included both higher education and representing the state in the legislature. Bart provided an in-depth description of legislative workings. This individual's involvement with the legislature in providing funding for prison education was still key today. In 2005, HB 234 (see Appendix B) introduced legislation that funded education and training programs in prison. Bart was an individual who was anxious to share the history of PSCE and this transition. Bart is a long-time legislator and former higher education official.

Leon was a legislator who had very strong opinions on inmate education. This legislator believed that educating a person in prison with a college degree did not make a lot of sense. Leon stressed the futility in educating an individual with a felony conviction. Leon was in favor of the transition. Leon was a long-time legislator.

Lori was unaware the transition occurred, but upon learning of the transition, was opposed to it. Lori also played dual roles as an adjunct instructor at the local higher education institution and as a legislator. This individual first became involved with inmate education when some students presented a portfolio that they had done on recidivism. Attending an inmate graduation at the state prison in 1998 prompted a long involvement with prison education. The local university where Lori resided provided research that was presented to the legislature resulting in funding for PSCE.

Kyle created the legislation that is responsible for this transition. Kyle had a dual role as a stakeholder in prison education. These roles included both law enforcement and representing the state in the legislature.

Rene was in favor of this transition. Rene had a dual role as a stakeholder in prison education. These roles included both higher education and representing their state in the legislature. As an administrator of a higher education distance program, this individual facilitated education programs involving two or three academic areas of discipline within the higher education system. These programs were instigated with the state prison via video conferences. Inmates were integrated with regular campus students of higher education at the main campus into the delivery of regular distance education courses. Tracking inmates to determine if their completed credited degrees were useful in providing the means of obtaining employment was made feasible through small graduate populations.

Jake was a legislator during the time frame that defined this transition. Jake was involved with precursory legislation created in 2008 (HB No. 86) to require inmates to

pay for their education. Jake leaned toward opposing HB No. 100, subsequent legislation in 2009 that created the legislation that was responsible for this educational transition.

### **Summary**

Seventeen of 19 research participants who provided data for this study can be described as very involved within the transition itself or PSCE in general. Research participants' involvement in PSCE spans the years of the late 1960s to the time when this research was conducted. Various stakeholder groups' perspectives highlight the way their institutional location shaped their views. SDC and the TEC stakeholders claimed that the pretransition HED administered PSCE programs were not effective. CLE and HED stakeholders all viewed the pretransition HED programs as effective. LEG stakeholders were split 50/50 in their view of HED administered PSCE programs. The proximity of the "stake" of SDC and CLE stakeholders to PSCE would support this data. An overall approximate split of 50/50 is a fine representation of the fact that the central events of the transition, in particular the 2009 legislation, were part of a "tremendous battle." The next section, *The Ups and Downs of Prison Education in One State*, will define the events of this transition.

## **Ups and Downs of Prison Education in One State**

### **Prison Education and Funding Changes Evolve**

The prison education timeline addressed in this case study begins with research describing prison education in the state where this study took place. A brief overview of PSCE in state, from 1964 to the present, with a juxtaposition of national trends will be



provided. Reducing recidivism through educating the incarcerated is the stated goal of corrections. When considering the events that surrounded this transition, it is instructive to remember the literature that contends, “Post-secondary correctional education could potentially increase the ex-inmates’ economic and social position, thereby decreasing the likelihood of recidivism” (Palmer, 2012, p. 163).

### **Growing Commitment to Prison Education**

**1964: First vocational program started through technical college/prison partnership.** In June of 1964, the first class offered through this state’s technical college enrolled twelve inmates in a basic electrical course. A total of \$500 in supplies and books was transferred from the technical college to the state prison; an additional \$2,823 was budgeted for salaries and other expenses (Sorenson, 1985).

**1972: Pell Grant program increases educational funding for prisoners.** In 1972, the introduction of the federal Pell Grant program dramatically increased course offerings and inmate enrollment in post-secondary prison education by reducing financial barriers such as tuition and textbooks (Wright, 2001).

**1974: First degree program started/educational innovation in PSCE.** The first PSCE credited degree program was facilitated at a state university in 1974 (J. Galli, personal communication, January 2013).

**1981: Data show increase in inmates enrolled—PSCE grows.** The state was significantly ahead of the national trend for inmates receiving education as part of a PSCE program in the early 1980s. By 1983, 42 states offered some form of post-secondary education, enrolling 8% of the inmate population (Erisman & Contardo, 2005).

In 1981, 274 of the 1,051 inmates housed in state (28%), enrolled in PSCE vocational programs through a state technical college (Sorensen, 1985).

**1987: PSCE funding administered through higher education.** Beginning in 1987, PSCE funding in the state went directly to HED from the state legislature to facilitate PSCE programs. One of the higher education stakeholder group participants in this research enthusiastically referred to this as “The first time this has happened since statehood” (Jack). This shift in the funding process marked the beginning of an era of PSCE expansion in the state. Immediately following the funding change in 1987, higher education officials contracted with the local community college because it was in the geographical area to provide prison education to inmates at the main prison site (Jack). One state university offering PSCE was replaced with the state’s only land grant institution in offering credited degree programs throughout the state at university extension sites. Programs grew within the state for the next 20 years in spite of losing Pell Grant Funding (Jack).

### **Changes in Funding and Programs**

**1994: Loss of Pell Grant for prison inmates.** Nationally, lawmakers passed legislation in 1994 that prevented inmates from receiving Pell Grant funding for education. This event forced many inmate education programs across the U.S. to close their doors (Palmer, 2012). In 1995, 350 prison post-secondary education programs across the U.S. closed for lack of funding. By 1995, the national focus for PSCE was returning to vocational education (Gerber & Fritsch, 1995). By 1997, only 21 states offered inmates formal programs in post-secondary education, enrolling only 2% of the

total prison population (Erisman & Contardo, 2005).

**1997: State PSCE offerings increase during the decline of national PSCE.** As the nation in 1997 saw a decline in efforts to educate the incarcerated (Erisman & Contardo, 2005), this state again was increasing its efforts to reduce recidivism through prison education. Within the state, most degree programs offerings after 1994 were facilitated through distance education capabilities. Additionally, credited, degree programs and vocational programs at community colleges were being offered through two state higher education institutions. By 1998, through the efforts of legislators, higher education students, and county law enforcement officials, distance education offerings were expanding and degrees were being offered at county jail locations as well as gaining momentum at the state prison.

Lori, a stakeholder in this study, championed successful programs across the state. These programs were facilitated by a state university's extension services. Many inmates received associate's, bachelor's, and master's degrees (Lori). The last meeting this individual had with key stakeholders in PSCE was in 2004. Upon making the decision to not run again, Lori, after the final 2004 legislative session, brought key PSCE stakeholders together to ensure that the success of PSCE would continue. Lori cherished the minutes from the DOC that listed the people who attended that last meeting.

We met because I wanted some assurance that somebody was going to carry this water. I put my heart and soul into it. I wanted someone to continue with it. By 2000 I was on the education committee. I had already been on law-enforcement and criminal justice committees, so I had worked with the Department of Corrections on legislation for PSCE.

**2005: New funding stream for prison education/telephone surcharge**

**initiated.** Between 1997 and 2005, the cost of housing inmates was rising and one time and ongoing monies for inmate education were becoming scarce. Having previously discovered innovative ways to fund special interest groups throughout state, Bart relied upon similar legislation used for the deaf community to provide Telecommunication Devices for the Deaf (TDD) as a model for developing funding for PSCE. This legislation added a .10 charge on every telephone landline. The .10 charge is there today. This charge produced over \$1 million yearly for the deaf community. This same idea was applied when Bart introduced legislation in 2005 that created the Inmate Telephone Surcharge (ITS).

This innovative legislation led to HB 234 (see Appendix B) in 2005. This Bill provided a telephone surcharge stipulation for inmates housed at state and county prisons and increased funding for PSCE dramatically. With new ongoing funding for inmate education, efforts were in play to construct the “finest facility” in the country to provide PSCE programs (Bart). This facility was soon to provide the ability to facilitate multiple vocational programs including 15 separate classrooms for instruction and a cutting edge automotive and industrial trades building.

**2008: Funding shifts to the prison inmates/inmates required to pay**

**“reasonable tuition.”** By 2007 inmate populations were growing and jail contracting to county facilities had increased from 117 beds in 1993 to over 1,469 beds and housed 22% of the state inmate population. The perceived need for PSCE programs to reduce recidivism increased. In 2008, with broadening demands for legislative funding to house a growing inmate population, HB 86 was passed. This Bill required inmates to pay

(reasonable tuition) for education. Additionally, it limited prison education to only “legal” U.S. residents. As well, the legislation required the appropriation of additional ongoing monies of \$150,000 to inmate education in 2008 (HB No. 86).

During this same time period, using the funds from the telephone surcharge, under the administration a community college located 9 miles from the largest prison in the state, the construction of a large and impressive PSCE facility began. In addition to the 15 rooms, there was an enormous investment in equipment; designated faculty began teaching classes there. Telephone surcharge funds were augmented by funds from the community college and grants procured for what participants believed would support visionary PSCE programming.

### **Central Transitional Legislation and Education Changes**

**2009: Inmates required to sign promissory note to participate in PSCE and degree/credited prison education programs end.** While money and effort were being invested in an expansive PSCE facility at the prison, and despite the infusion of funds for PSCE from HB 86, funds for PSCE were deemed insufficient. As well, dissatisfaction with HED administration of the state’s PSCE existed among some stakeholders in the state. Monumental legislation changing the facilitation of funding for PSCE was passed with HB100 in 2009. This legislation took monies from HED and gave those monies to the SDC to run PSCE programs. Additionally, it required inmates enrolled in PSCE to sign promissory notes and ended degree/credited PSCE programs.

These two dramatic changes in PSCE within the state were resisted mightily by

some stakeholders, and received relatively little attention by others. Advocacy for the legislation, however, was strong, particularly among SDC and TEC stakeholders. In the end, these advocates won the day.

### **Posttransition Outcomes**

**2010: Technical colleges contract with SDC and facilitate PSCE noncredited vocational programs.** The initial funding for SDC officials from HB 100 (see Appendix A), led to collaboration with technical colleges for the establishment of a changed version of PSCE programming throughout the state. These efforts saw some success. Programs developed across the state. The state publicized the successes of these newly implemented, vocationally based programs within the technical college system. Within two years, however, programs at these sites steadily declined.

**2011: Severe reduction in awarding of certificates.** Because of the significant changes in PSCE within the state, particularly HB 100 (see Appendix A), today, only two of fourteen classrooms in the “finest facility” in the country, built in 2006 after the infusion of funds from the 2005 HB 234 (see Appendix B) legislation, are used. Programs in the industrial trade building have gained some momentum since its construction in 2008 (Anne); however, from a total population of 7,000 inmates at this facility during a 2-year period (March 2010-January 2012), there were only 227 certificate completers or 3% (see Appendix E).

### **Conclusion**

This is where my case study begins in a narrative sense. The legislation

responsible for this transition in 2009 changed the face of PSCE programming in state. Noble aspirations by key prison education stakeholders in the 1960s led to this state's highest participation rate in PSCE. In the early 1980s this state enrolled 28% of all inmates at its main prison site in PSCE. The state also experienced the lowest recidivism rate in state history (Jack). A desire to understand this transition and the reasons for the expansion and subsequent decline of PSCE programming led to the research goal.

The research goal in this case study was to tell the story of how and why the transition occurred from the former higher education based prison education system to the SDC run system. Data triangulation (Denzin & Lincoln, 2003) or the collection of enough thick, rich interview data and the analysis of multiple resources strengthened the credibility of the research as conclusions were drawn. Gathering the perspectives of stakeholders from multiple institutional locations and examining and analyzing documents that locate prison education on a continuum of narrativity provide triangulation of the data for the study.

### **Themes**

The data analysis produced emergent themes that defined this educational transition. The themes examined in this section include: the rhetoric, political machinations, and the reality. The following sections will highlight these themes that, when taken together, provide a deeper understanding of the transition that is the focus of the research.

## **The Rhetoric**

The overlying rhetoric that was most prevalent throughout this study was dominated by the debates over the pros and cons of PSCE programs that are skill based certificated programs and PSCE liberal arts credit based degree programs. These debates provided the banter that clouded the real issues underlying the changes to PSCE programs within prison settings. This rhetoric was the public face of the transition and obscured critically important dimensions of control and power. These issues included control of funding, control of programming, and the establishment of inmate educational fiscal responsibility.

Additionally, references to budget limitations and comments that revealed ingrained perceptions concerning the prison population were used to fuel the conversation about which kind of PSCE should be implemented. Absent from the rhetoric was any substantive effort to gather any existing research on PSCE and its effectiveness on recidivism. In this way genuine concerns about what constitutes effective PSCE for prisoners and for society remained invisible. The section that follows provides quotes from the stakeholders that exemplify the nature of this steady rhetoric.

**PSCE offered degree credited programs vs. PSCE noncredited vocationally based certificated programs.** Participant 1 of the SDC discussed the type of PSCE that should be implemented.

Part of what we are looking at is all these educational options and what is the outcome going to be? Did he get the GED? Do they have a high school diploma? Can you get an academic degree that is a transferable and applicable to a livable wage? If they get an academic degree, how does it translate into a livable wage, or a career path? It is the same thing with vocational certificates.



Jake had a dual role as a stakeholder in prison education. Jake's roles included both law enforcement and representation of a district within the state legislature. Bart, a steady, strong advocate for defensible prison education, described Jake as a "larger-than-life" presence with choreographed, alarmist references to budgetary concerns. This rhetoric dominated Jake's advocacy for a SDC run PSCE system in state. Focusing on budgetary concerns allowed Jake to make a compelling argument for a particular kind of PSCE.

My biggest interest was that 2009 was one of the worst fiscal years for the state. We were really struggling for money. I realized we were spending a tremendous amount of money on higher education for inmates to get degrees that afford them no life skills. We were paying higher education for prisoners to go out and get a degree in whatever you could possibly imagine. It did not make sense to me, particularly in a recession. We were educating prisoners, giving them a college education, and paying for the college education. After they got out of prison, they could not use those degrees.

Multiple stakeholders have concluded that the transition occurred due to credited, degree programs being of less value to ex-inmates than vocationally based skill certificates. The rhetoric surrounding the argument that the local community college was too close to the prison and offered credited degree programs was fallacious. The local community college offered both credited degrees and noncredited vocational certificates. Arguments that focused on location of the educational provider and type of PSCE offered were merely a smoke screen for true intentions.

The fight came with should I fight the disagreement that came with the local community college providing vocational inmate education as a result of its close proximity to the state prison? (Jake)

SDC officials determined that there was a better opportunity for inmates when the SDC is in control of educational opportunities, backing up their view with information

about which type of PSCE was best. SDC led research was conducted (SDC) that determined the content of vocational courses based upon their view of which certificates would allow former inmates to find work over the next 5 to 10 years.

Some of the colleges needed to pull back on what they were able to provide to the prison. Additionally, the prison didn't really have control over the curriculum. Now we're able to go up to the offenders and tell them the jobs that are in demand. We can look at what's out there in terms of vocations that are really hiring people and try to cater the courses and the course work and the certificates towards something where they're actually going to parlay that into a position once they're released. This is the key ingredient. You do everything you can but, no offense; we people who obtain more of like a liberal arts education can go into the workforce and have a chance. How easy is it going to be for an offender who got a bachelor's degree in English to go and start teaching an English class? (SDC)

One SDC official explained the reason for this transition.

They were giving these individuals two and four year degrees that weren't resulting in jobs. And we were asking for something more vocational, on the vocational tech side whether it be certificate level training and they weren't going to provide that to us. There's research that backs the more education an offender gets the less likely they are to return to prison but that research doesn't tackle the issue that those inmates might be self-selecting.

Competency based training that has a specific employment goal is the basis for current PSCE programs today. One technical educator indicated that what matters most is that "these folks get a job" (Konnie).

We know from research that the number one predictor of someone not coming back to prison is employment. No matter how you work out the math, if they have employment, the chances of them not coming back to prison are tenfold. That's what the vocational programs are designed to do. We give them the skills they need so they can go out and get a job hopefully a living wage job. But even if it's not a living wage job, it gets their feet in the door. I think that is the ultimate goal of the program is to get the offenders jobs so we lower recidivism. (Konnie)

The decision to offer PSCE programming that is exclusively centered on technically based certificates is a decision that one legislator identifies as "important to

know.”

Traditional higher education degrees are not the most effective ways of helping people be prepared to leave prison. Technology education probably is a much better route. When the higher education based credited programming ended, the programs moved to a local vocationally based college that offered technology based associate degrees. The jail programs all moved to applied technology.  
(Jake)

Higher education that facilitated PSCE programs via distance education questioned their viability. Concern on the part of one higher education institution included the efficacy of receiving four year credited degrees that former felons could not utilize upon release.

We were looking at this right before the downturn, looking at that and saying, “Is this is a financially viable program?” The answer was clearly “No.” Then we looked at people who’d received those degrees and asked the question, “Are these people employed in their fields?” The answer was “No.” We were delivering a business degree, a psychology degree, and an interdisciplinary studies degree.  
(Rene)

Many questions by higher education generated action to discontinue PSCE programming within the institution that had distance education capabilities. Two-way video conferencing facilitation methods of programming also raised many questions and concerns.

Higher education had previously employed the use of a satellite that allowed only one-way video. This method did not allow the instructor or the students to see each other during instruction. It was a one-way video with the instructor feed going out. The move to a video conferencing system allows higher education instructors and students to view each other during instruction. Fear was a motivating factor that led one LEG to discontinue this educational format.

Concerns arose with the two-way system that included student safety. “We had

the problem of having 18-year-old students in classes with prisoners, you know, students who had just come to the university” (Rene). Technological adjustments were instigated preventing the higher education campus students from seeing inmates and inmates from viewing them.

Leon voiced the opinion of some state legislators. Incarcerated individuals who receive extensive educational training in prison will still be labeled as felons. Receiving the credited degree does not erase the label of felon.

Why should they have a bachelor’s degree in sociology or a bachelor’s degree in history or something like that? So the question really has got to be whether or not we should emphasize more vocational training programs. Every time there is a cut, prison education gets cut first.

The life stories of inmates were referenced when forming perceptions on the type of education that will best benefit the incarcerated.

Why are you giving a psychology degree to a sex offender or a business degree to someone who has embezzled? How will that person ever be able to get a job? I know personally of a young woman who had business education, went to jail and came out of jail and I was a reference for her. She didn’t go to prison but she was in jail. And she could never find a job where her job skills and training were because she’d been sent to jail for an embezzlement. (Rene)

This participant was convinced that the crime committed leads potential employers to have preconceived ideas about how a paroled felon will behave when entrusted to conform to norms of the workplace environment into which they assimilate. There was no consideration that the crimes committed by the offender may not relate to the former felon’s employment performance.

I watched her apply for job after job after job and people would be impressed with her skills and then they would learn about her incarceration and she’d never get the job. So if you think about a person in prison getting this academic degree, whatever it is, say an English degree even, and then they leave prison, well, will

they even be able to find a job in a classroom? They wouldn't because they wouldn't pass the background check. So I'm thinking if a person has to get a trade job like building houses, as an example.... (Rene)

The research conducted within this state clearly shows that more information is needed on tracking incarcerated individuals upon reentry into society. More research is needed to determine what constitutes useful and realistic PSCE preparation for the job market. The reality of claims that funding is insufficient to facilitate effective PSCE needs further investigation. Claims of the dangers in utilizing PSCE distance education delivery modes are unfounded. Settling the political debate that helped to fuel and mask the political machinations that drove this transition is not the purpose of this research; rather this research exposes the role that rhetoric played in obscuring critical issues and conflicts responsible for this transition.

**Ingrained perceptions.** Stakeholders, in viewing the type of PSCE most beneficial to inmates, were often driven by their ingrained perceptions of prisoners and prisoner education. Many of these perceptions could be described as general stereotypes associated with inmates and the environments that manage them. Preconceived ideas concerning what jobs inmates were likely to obtain with credited degrees versus noncredited certificates were related through unsupported statements.

When we had degree seeking programs, the issue with those is that they are far more expensive, and they don't always translate to jobs that offenders are going to get. You could not have an offender get Master's degree to become a substance abuse therapist, or a nurse, or something else. Based on their criminal history, there is no way that anyone is going to hire them. There is no way they're going to get the Professional Licensing. There are internal probation systems. If they're coming out and expect to start a new career, those professions are not very viable. (SDC)

These broad assertions by SDC officials are unsubstantiated. While many licensed

professional occupations prohibit felons, many do not. Perceptions of “criminals” in general are often connected with failure. Leon questioned the efficacy of educating a “felon.”

As a practical matter, educating a person in prison with a college degree doesn't make a lot of sense. For example, you can't become a lawyer because you have a felony conviction. All people in prison have felonies. There's always a question about whether or not we really want to educate them because there's not a lot they can do because they have felony convictions against them. (Leon)

The chief sponsor for legislation that created this transition possessed deeply held beliefs that inmates should not be a burden on the taxpayer and should pay for their education while incarcerated.

That was part of it and I felt the other part of it was that the prisoners should pay for their own education. I didn't think that it should be such a burden on the tax payers. There were two parts in play there. They got me involved and that's why we ran the buildup we did, it really switched how prisoner education gets paid for and what gets paid for. (Jake)

A perception by stakeholders that prisoners should carry their albatross with them beyond their time of correction within the SDC is commonly revealed by some.

So if somebody gets out of prison, someone who knows how to do printing or work well or something like that, they can get a job a lot better than somebody who walks in an office and says, “Well all I have a BS degree in psychology. I want to work here.” They then tell him, “Well you've got a felony and you have spent five years in prison. I don't think so.” That is really how it got switched from higher education to vocational based programs. (Leon)

Assumptions from SDC officials on the type of education that will best benefit an inmate most often focus on noncredited certification that involved a skill.

An inmate who's willing to go and get a master's degree probably isn't coming back to prison anyways. You're just satisfying a Master's Degree for this individual who's not going to come back. With the certificates you get a much wider audience. (SDC)

Ingrained perceptions of the type of education that an inmate receives and the value that credit-based degrees versus noncredited certificates offers were conveyed by most SDC stakeholders.

I don't think that giving them a two year or four year degree has the same effect as giving them a vocationally based noncredited certificate. (SDC)

Fear driven perceptions of the danger associated with incarcerated individuals prompted certain stakeholders to question the value of investing in dangerous individuals through providing them the means to receive a traditional credited degree.

We started asking ourselves, "Is this really financially viable, is it worth the lack of ability for people to get jobs with the degree, and was it worth meshing the prisoners with our traditional students?" There is always that worry that they'll come out of prison and find these students. (Jack)

This researcher was unable to find data that suggested instances where incarcerated individuals, as a result of taking a distance education course that included nonincarcerated students, had any negative or dangerous consequences.

Key stakeholders involved in sponsoring legislation that drove this transition maintained the belief that state was "not very happy about giving money for prisoner education, or for that kind of stuff" (Leon). This state lawmaker, who was key to the transition occurring, believed that recidivism was not reduced by education.

There hasn't really been proof to anybody that education really prevents recidivism. That's the big problem you have with people getting out of prison. Quite frankly, they can't get jobs. (Leon)

An examination of stakeholders' ingrained perceptions of prisoners, when considering PSCE, paints a prejudiced caricature of key decision makers within this transition. Stereotypes defined by these perceptions perpetuated and informed a biased

public opinion (Rodriguez & Emsellem, 2011) that could be seen as adversely affecting the benefits of a well-supported PSCE system. Misinformation and lack of research-based decisions involving this transition further complicated and led to a misinformed process. Beneath the rhetoric about types and uses of PSCE, undergirded by references to budgetary restrictions and negative perceptions about inmates, political machinations were creating tension that continued the obscuration of the actual issues of this transition.

### **Political Machinations**

Two key stakeholders in this study provided the perfect storm for a contentious battle on the Senate floor of the state legislature. Bart, the champion of PSCE within the state, not only was a staunch advocate for prisoner education, but this individual also sponsored legislation that created funding to led to this state being one of the best for PSCE in the nation. Kyle was a conservative party member and former law enforcement officer. He sponsored the bill that would create this transition. He was described as “larger than life.” His fiery rhetoric in defense of keeping society safe and making criminals pay—was a best seller among fellow legislators.

Distrust was evident among SDC officials in determining how tax payer money should be spent to educate a segment of society for whom the SDC had control. The SDC believed they were best able to provide PSCE to inmates because they were responsible for their incarceration. The SDC did not trust HED to utilize monies from the Inmate Telephone Surcharge (ITS) to do what was best for inmates. The SDC believed the ITS money generated within the SDC should not leave the SDC.

**Contention obscures actual issues.** The legislation that created this transition



was driven by several important issues relating to PSCE that included control of funding, control of programming, and the establishment of inmate educational fiscal responsibility. Additionally it removed the oversight of higher education for technical colleges within state granting these institutions the right to create their own Board of Trustees. The stage for this transition was the state legislature. The climate was anything but temperate.

A litigious atmosphere of stakeholders fighting for their constituencies and personal agendas obscured the seriousness of the actual issues surrounding the transition.

There was a tremendous battle. It was a tremendous fight. There were some bitter feelings on both sides I think it came out of, necessity in some ways. There again, there was an issue of cost, cost of tuition, cost of an academic degree versus vocational, where you either serve the offenders or you serve a much higher majority of them. There was a public perception of “Why are we doing so much for offenders”? (Kyle)

In 2009, HB 100 (see Appendix A) was the legislation that enabled this transition. The Bill aligned with the wishes of the SDC by giving them control in offering inmates PSCE opportunities. Swinging on the small hinge of this one piece of legislation, the large door of changed PSCE opened to reveal wide ranging effects. Some legislators describe this Bill as being favored by the SDC.

The Department of Corrections loved this Bill. This was one of their favorite Bills, and they were much vested in this Bill, and they thought it was a great idea. They wanted this Bill passed. (Kyle)

The obscuration of the ramifications of the decisions concerning this legislation was perceived by some to be “shenanigans” (Jack) on behalf of the SDC.

He [the chief sponsor of the Bill that created the transition] was getting coached from the prison. They told him “Let’s take that from Higher Education.” (Jack)

Issues related to the significant changes that would be the result of this transition were lost in the hype of the battle. Those legislators leading the charge in opposition to the Bill were ill equipped to defend the successful PSCE tradition that had been established. They felt the voice of educators had been left out of the process.

My feeling is this, when you need an electrician you call an electrician, you don't call a plumber. We take away the people that are specialists in it, corrections may be good at a lot of things, but they are not educators. From top to bottom, they are not educators. (Jack)

The enormity of all the tenets of the legislation (transition legislation) that created this transition were overshadowed by the "larger than life" (Bart) characters involved.

In addition to considering the content of the Bill to be problematic, One stakeholder in higher education described the transition as "coming out the blue" (Jack) and another as taking place "in the middle of the night." Terms of rhetoric throughout the interviews cloaked an already emotional issue and left much of what really occurred during the transition unexplained.

[Higher education was] very lukewarm to it, they were not close [to the decision], and they did not take a position of opposition. (Kyle)

The contentious nature of the legislative battle was further evidenced by stakeholders' caution when being interviewed. Participants' verbiage describing fellow stakeholders was often amended with a request to the researcher to not write specific comments.

The chief opponent of this transition was involved in the creation of legislation in 2005 that provided additional monies for PSCE. These additional monies enabled the state to build one of the finest technical education centers in the nation located within the

state's prison walls. Options and enrollment in PSCE were gaining momentum as a result of this legislator's efforts. The efforts by Bart in establishing a growing PSCE movement within state fueled the contentious nature of opposing stakeholders.

Of all the legislators, one was much vested, much vested in prison education, and he would be worth talking to in the sense that he hated my Bill. He was very opposed to it, and he tried to do everything he could to hijack and defeat it. He and I got into several heated discussions. Anyway, he was very opposed to it, for whatever reason. (Kyle)

The Bill that created this transition passed by "three or four votes." Winning the day with the public and contentious face of the process overshadowing the critical nature of the long-ranging effects this transition would have on PSCE. Despite a strong effort by Bart, the advocates of HB 100 (see Appendix A), won the day.

I think a lot of it, the way that he looked at it, is that prison education was kind of his. Twenty years ago it was his idea. The phone surcharge, having the prisoners educated, was his idea; these kinds of things. It was his original idea, he pioneered the whole thing, and he created legislation that came up with it. I think that he took offense at some new legislator coming in and changing it. He really took offense at it. So he really was not happy about it. He fought the thing the entire time. He talked for 15 or 20 minutes on the floor against the Bill. He was doing everything he could to kill it. But in the end, we passed it. (Kyle)

**Distrust: PSCE monies and motives.** HED stakeholders believed that the transition was a budget administration issue. The issue was debated by "few who had knowledge of it" (Jack). Communication between all stakeholders was absent. Key legislative stakeholders were aware; the pretransition administrators of PSCE monies were not.

There were legislators that passed that legislation, I don't know, it was hotly debated, but it was debated by the few that had knowledge of it and the others just went along with it. I think that corrections administrators were somewhat behind this, I don't think that the sponsor of this Bill got this idea all on his own. I think that they (SDC) really did want to control that money. They saw money and they

wanted that money in their budget. Sometime in the future, they're going to be audited on how all of this has gone down, almost positive that they will be. There is something just not quite right about this. (Jack)

The concern existed that decisions about PSCE were being made at the whims of the institutions involved in funding it; whether it be HED or the SDC.

I think there is a concern that we are kind of at the whims of whoever is providing the education services, if that makes sense. So as the recession hit and everything... higher education institutions had to start pulling back. Had to start pulling back, cutting back. (SDC)

CLE officials were not involved with the decision. The majority of CLE when asked if they were aware of the transition replied, "Only that it happened (Jason)." A significant percentage of inmates housed in county jails are state inmates; consequently, PSCE programming is important at county jails. One CLE official who was not involved in the process indicated the consequences of the transition were significant.

I don't know who was in the decision making process, but it is obvious that it happened at a much higher level given the meetings that I was involved in where this was discussed. (Kyle)

Legislative oversight concerning the distribution of financial resources as a result of the transition is a question for some legislators.

I had mixed emotions and still do. It's intuitive to say let it be under corrections, but I believe that there was some value in having the education at some [higher education] institutions and letting them administer it. The reason was and is that I think the funding was more focused. I don't know. I would like to see an audit of the funding of the money that has gone into the corrections department for prisoner education and how well it's been used where it's gone. That was a little concern and that was expressed in the debates of the floor in the House and the Senate as to what was going to happen to those funds. Are they really going to be used for inmate education or are they gradually going to bleed out into other corrections expenses? I don't know how that's gone. I had trust that Higher Education have been pretty good stewards of that money. (Jake)

The community college that facilitated all PSCE programs (pretransition) had invested

much of its own money in constructing the facility within prison walls (Bart). The chief sponsor of the legislation that instigated this transition gives an explanation.

I was not trying to hurt the community college. I wasn't. I wasn't trying to hurt the community college I wasn't trying to take money from them; I was just trying to make this more efficient. In the end [community college representatives] came and testified in the legislative committee against it, but it still passed. Period. We passed the House and the Senate committee. By the time this opponent had gotten to the Senate committee, it had become neutral through more explanation and more negotiation. They had changed their position to neutral on the Bill. (Kyle)

Requests for interviews from community college personnel were not granted. As a result, critical information was left out of this important conversation.

Particular individuals representing higher education, who previously administrated credited degree PSCE programs, were very adamant about why this transition occurred. Sentiment reflected the intent by some LEG and SDC officials and their opposition to offenders earning credited degrees.

When they sold it to the legislature, they did not want offenders to get college degrees. It wasn't as though we were giving college degrees in dentistry for crying out loud...by and large, the local community college, had building trades, automotive programs, and they were getting associate's degrees in vocational areas. All of the research around the country showed that the higher the attainment level of education of offenders, the better they do. High school diploma, it gets better, associate's degree it's a lot better, bachelor's degree, and a lot better than that. That is just the way that it is, and corrections just dumped that. (Gil)

Legislators provided insight about the involvement of higher education's limited role in working to maintain funding for the administration of PSCE programs. One legislator revealed the desire to protect a higher education run system. Bart characterized his involvement as fighting alone to keep some higher education running PSCE while higher education watched from the sidelines.

They just did not want to Stand up and fight for it. Here I was trying to fight higher education's battles for them. (Bart)

The legislator sponsoring the Bill was described as being "coached from the sideline."

This legislator was getting coached from the prison, saying, "Let's take that from higher education." The disappointing thing to me was that higher education was gutless and couldn't say, "Oh no you don't." It was just like "Oh, you're taking the programs, okay. You are taking the programs. Okay." (Bart)

Likely reasons for the passage of the Bill, including concerns about the costs involved in running PSCE programs external to the prison were described by Bill.

We were providing inmate education at the least possible cost. There may have been some thinking in regard to the prison again. I cannot speak for them, their kind of thinking "Why don't we just control it, then we can decide who we contract with as opposed to having the legislature or higher education tell us who we are bound to work with." It probably gave them a little bit better management and control over the operations. They were looking at those three things. One, where can they get training that leads to productive employment, two where can they do that for the least cost, and three, how can they maximize their management control options. (Bill)

The contentious debates and the distrust of HED by the SDC regarding the distribution of funding for PSCE were part of the political machinations that drove the legislation to create and ultimately pass HB100. This resulted in the SDC/TEC partnership-run PSCE programs.

### **The Realities**

The following section compares the pre- and posttransition PSCE and describes posttransition realities. As well, it discusses the realities of that posttransition partnership for the SDC, prisoners' choices, County Law Enforcement, funding, and the programs. Finally, it includes voices that didn't win the day politically, and an untold story about the losses experienced by one institution whose significant pretransition involvement in

PSCE came to an abrupt end as a result of the shift to an SCD-run PSCE.

Approximately 50% of stakeholder research participants in this educational transition contend that the programs being conducted under higher education before the transition were not effective. They were not meeting the needs of inmates. It is important to note that the SDC and TEC stakeholders were unanimous in this view, making it clear that perspectives across stakeholder groups were very divided going into the transition, with SDC and TEC stakeholders' views contrasting sharply with those of the CLE and HED groups. Legislators were evenly divided, leading to the close but significant passing of HB100 (see Table 2).

**SCD takes the reigns.** The focus on finding jobs for ex-felons is a difficult one for the SDC. There is one large correctional facility in the state where the majority of offenders reside. Their efforts are focused on the needs of this population base.

SDC officials conducted their own research on the process that led to the transition from the former system run by higher education to a system run by corrections. Prison officials readily admit that their expertise is not in education. Still, they found themselves faced with implementing the new PSCE. Many SDC officials had never worked in education before this transition.

I've never worked in education so I had no idea what it was that I was building. The first thing we knew is we needed to go to the experts and find out what we needed to build. (SDC)

The intent of the SDC, based on their research, was to offer PSCE programs to inmates that would assist in the re-entry process of the inmate. Meetings were planned and facilitated with technical education experts. Posttransition problems were addressed by

the SDC through specific SDC personnel.

My involvement was I was brought in for my skill set. My skill set is industrial organizational psychology. They knew that this was going to be a transition that would require a lot of strategic planning, change management, and needed someone who knew how to operate all of those because it was also a politically contentious event on both sides of the camp. (SDC)

All technical schools within the state were invited to participate in meetings with the SDC in discussing this transition.

The technical education experts say yeah, we can train for those jobs and our current programs are meeting those needs; so we can move forward. What this really allows the department to do is to evaluate one of the programs and determine if it is no longer going to meet employment needs. We can stop that program and bring in a program that will meet needs. (SDC)

Additionally, the SDC works closely with the Department of Workforce Services (DWS). Current employment opportunities and future job forecasts are shared between agencies. In this way, the planning for PSCE in the state became focused on prisoner employment.

**Funding sources and scheduling affect prisoner PSCE choices.** Inmates were paying approximately \$100 (Jack) for their tuition prior to the transition. Other costs associated with PSCE were being paid from separate funding available to Higher Education before the transition occurred. This separate federal funding set aside by former U.S. Senator Arlan Specter for Pennsylvania called Workplace Community and Transition Training for Incarcerated Individuals Program (Jack).

Part of the expressed rationale from the SDC for the push for this transition was to make inmates more responsible for their educational choices, and their educational costs. HED officials disagree with the outcome of the transition and the increased burden it



places on inmates.

It was not as though they were paying their way before, we had pegged the tuition at about \$45 a semester, and it had eventually risen to about \$100. When someone is only making \$.40 an hour, it seemed commensurate with what their resources were. Their families don't have the resources to pay for it, so we thought that was pretty good. Now it's half of what real tuition is. (Jack)

The majority of incarcerated individuals do not have the funds to pay college tuition. They want the training but don't have the money. Consequently, under the new system that began in January 2010a, the SDC advances the inmate the money, requires the inmate to sign a promissory note that dictates the inmate pay the money back to the State Office of Debt Collection after the inmate is paroled.

I just can't believe that this is going to pay off. The way that it is written, it is not like it's a normal student loan that doesn't start accruing interest until you get your degree or whatever, this starts immediately. If someone is in prison for three or four years the interest is starting while they are in prison, and then to have it turned into overdue debt collection, with whatever interest rates they have, plus with the other stuff that the offender has to pay when he gets out, the child support if they have it, which is huge, restitution, fines, treatment, whatever it might be, it is just a disaster; an absolute disaster. (Jack)

Data is unavailable that describes whether released individuals are successful in repaying their promissory notes that accrue through this relatively new system.

For inmates it was a question. Do we want to give up making a little money or do we want to sign this promissory note to learn a skill that's going to cost us money? (Jack)

One HED official reported on the current PSCE inmate payment system to Federal Corrections authorities.

The Feds were really upset when I told them what was going on here. We had a little grant that paid for tuition, so I could defer some of the cost on some of them, with that money, that money has since dried up. They said it had been tried a couple of places before and was a failure because the inmates default on these loans and then that is grounds to revoke their parole and send them back to prison.

I don't know if anyone's come back with that yet, but it can't be a good deal.  
(Jack)

At the time the transition occurred, the SDC worked with the different programs. They worked with state junior colleges and the local community college in providing PSCE. "Funding just became tighter and tighter" (Rene). Fewer classes were being offered. Scheduling and the unpredictability of incarceration created challenge to facilitate PSCE degreed programming. Many inmates were often transferred as a part of a situation or need within the prison. Inmates enrolled in PSCE credited degree programs were often unable to schedule their completion of classes in a timely and ordered fashion to complete their degrees.

When they had a four-year degree, those classes were offered once every four years. If the class was not offered at the time, the offender would be working toward a particular diploma, they had to wait around again for another class; but we were finding out that they were not able to find employment. The ones who were taking those academic programs were the long-term offenders. (Rene)

SDC stakeholder participants cited lack of participation and scheduling problems as the key factor in making changes to a noncredited certificated PSCE program.

We only had one or two people that actually finished the degree. These one or two would finish a bachelor's degree where 10 or 12 would finish and associate's degree. Those were not the numbers we wanted to see, nor did they translate into a job. When budget cuts happen as they do with all organizations; the Department of Corrections, Human Services, and with education, our classes continued to get cut without any input or voice from us saying we're not going to offer this anymore. We wanted to say wait a minute, how come we don't have the money for it anymore? We felt it very important for us to have a stake in the game, that's why we pursued getting the funds back under our jurisdiction. Are we the education experts? No. (SDC)

**PSCE in county jails.** Since the transition, county jails are left to themselves to create PSCE opportunities. Few PSCE opportunities still exist within state. For

approximately 20 years prior to the transition, many county jails offered credited degree programs through a state university's extension services. Inmates receiving Associate's degrees and Bachelor's degrees are described by one legislator as *many* (Lori). Today, approximately three PSCE building construction programs are facilitated outside the main prison site. Most county jails create and structure their own educational programming that typically does not include PSCE.

In my division I have a lieutenant who is over support services. The Lieutenant has a sergeant who is over programming so they will follow my direct line or chain of command. As Chief of Corrections, inmate programming falls under me to put together the schedules for daily operations and I give the final approval on the volunteers and the programs that we run. I then decide how much funding in general goes to our programming department. (Jason)

Because of the lack of PSCE offerings at one county jail, inmate work programs are its focus.

We pay our inmates more than other jails pay their inmates. I want inmates to come here and work hard and get out and be productive in society. I don't want inmates to come here and think they are going to get all the perks like getting their own television, and kicking their feet up in their cell all day. My inmates work. (Jason)

As a stakeholder in educating inmates, one county sheriff described his involvement in prison education as extremely important. He currently was working on obtaining funding for a "no kill" animal shelter as part of a corrections-run inmate education program. Many animal rights groups are willing to back the county law enforcement office. Animal rights groups such as Best Friends offered to provide the funding for the animal shelter contingent on the approval for the facility by county commissioners.

Groups of people that are willing to come in on a voluntary basis to work with

inmates have volunteered before the project has started. Volunteers have contacted the County Law Enforcement officials to inquire about working with inmates and the animals when the project begins. The training of service animals, specifically dogs, will be the focus of this county PSCE. “[Animal rights groups] are hitting me up all the time to get this program going. We just need the Commissioner to recognize the need for prison education and a county animal shelter.”

Such programming efforts do not align with the focus of the new SDC-run PSCE. Stakeholders in prison education from the SDC are focused on PSCE programs that provide inmates with a vocational certificate. County jails that do not have willing partners in the vocational arena to facilitate certificate based programming are left to themselves to create educational opportunities.

Stan was the only CLE official who was directly involved with inmate SDC-run PSCE programming after the transition. Stan attended pretransition meetings where vocational based PSCE programs were discussed.

I have been the Support Services Lieutenant for over five years. As such, I have been largely responsible for the educational and programming opportunities provided at the jail. It has been a difficult task to determine exactly what classes and trades should be offered to inmates in addition to the programming options that we are required to offer, such as GED or adult education. My observation leads me to believe that the majority of inmates who are repeat offenders don't have a lot of options to provide for themselves or their families outside the prison system, and therefore continue to return. While I am no longer supervising support services, I am very familiar with the education opportunities provided to inmates. (Stan)

Stan at the time this study was conducted was organizing a PSCE opportunity using local partners to help fund a masonry unit. This project involved constructing a 300' wall surrounding the Children's Justice Center. Stan was denied funding for this

project from the SDC. SDC funding was denied for this PSCE opportunity because “It is not a certificated program” (SDC). Such decisions lead CLE to understand that county law enforcement must be innovative in locating their own funding to facilitate PSCE opportunities. Current SDC administration of PSCE funding leaves most county jails at a disadvantage when running any PSCE programming.

**Posttransition PSCE funding.** Today, as in 2009, state legislation mandated \$400,000 annually for PSCE programs in education (HB No. 100). Higher education, until this transition received the \$400,000 in ongoing funding for PSCEs in addition to \$800,000 generated by the inmate telephone surcharge. According to the State Office of Education (SOE), the state spent \$5.4 million in fiscal year 2011 and approximately \$5 million in 2012 on inmate high school education (Office of the Legislative Auditor General, 2012). Current use of the Inmate Telephone Surcharge (ITS) money is described by Gil as “something for an investigative reporter.” Additionally, most stakeholders outside of the SDC seem to agree that the state where this research is conducted is capable of designing and facilitating its own prison inmate telephone system. Millions of dollars go to an ITS contractor in Texas.

TEC stakeholders see the shift of funds to the SDC as advantageous.

The \$400,000 now goes straight to the prison. So the prison could make some choices in the services that they wanted instead of going to a provider and saying, “Okay, we will give you the money you can provide whatever you think...”  
(Anne)

SDC officials readily admit that they wanted to take control of funding for PSCE from higher education. They believed that due to economic conditions that Higher Education was going to cut PSCE services at the state prison site.

They (HED) were going to take those monies and use them to fill a budget hole. Well, those monies are really inmate monies. Our executives cried foul. (SDC)

Cutting of all state budgets within state led the SDC to find a way to regain control of much need funding.

One of the things we looked at was, with the budget cuts, all of us in the state are going through budget cuts, and the Governor said in the Legislature, said or told every agency that we had to look at budget cuts. One of the things that education put as a budget cut, across the board, was to eliminate these offender education programs. This is where we said, wait a minute, timeout, this is where we need to step in and say we need control of those funds. (SDC)

**Certificated PSCE technically based accredited programs.** SDC officials stress the importance of utilizing accredited providers of PSCE vocationally offered programming. Current technical colleges are accredited by the Council on Occupational Education (COE). Whether completing a 600 hour course or a 900 hour course, they get certificates along the way when they complete a module. “It was important to us [that the education] was coming from an accredited program or that it was part of the accreditation. The accrediting institution from back East was just here walking through and looking at our programs” (SDC). Current programs are being facilitated by a technical college located approximately 41 miles from the state prison. A local community college previously offered credited associate degree vocationally based programs. The community college is located approximately 17 miles from the state prison.

Konnie expressed views that were reminiscent of the ingrained perceptions that were voiced during the pretransition rhetoric.

I think a program run by higher education will always miss the mark for prison inmates; although I think that higher education degrees should always be an

option. A program run by higher education is going to miss the mark because they don't take into consideration the wiring of an inmate. An inmate is a different creature. It's what got them there in the first place. So if you don't understand the nature of your target market then how do you know what to bring to them. (Konnie)

Technical education was characterized as providing a less rigid structure that is more suitable to the incarcerated. Higher education degree programs are, generally, in a lock-step schedule that runs on semesters. Disciplinary, social, educational and medical circumstances often require state inmates to be moved between state and county correction facilities. Technical colleges offer an open/entry open/exit curriculum that provides more flexibility to accommodate a correction's environment.

Higher education is unable to turn on a dime. They have accreditation processes. If they want to make a change now it's going to take them three years to go through all the accreditation requirements to get permission to change a program. That doesn't fit that population. (Konnie)

As well, the view was expressed that a skill certificate informs potential employers of a finite skill that an inmate might possess. "An employer doesn't care what you know, they want to know what you can do" (Konnie).

Today, focus for SDC officials is employability upon re-entry. Employment advisors have been brought in to advise SDC personnel on skill based PSCE programs that assist former felons best in obtaining employment.

Employment agents have been brought in to work hand in hand with us whom we've never had before. As these inmates graduate from these technical programs I send those names to my counterpart in employment. They then, work with those inmates to help them find felon friendly employers on the street. My counterpart has the transcript in hand of what skills they are qualified to do and we can get those jobs; we are seeing success at that. (SDC)

Attempts at tracking successful stories of released inmates that gain employment

are a work in progress. Recent efforts by SDC officials to compile data that reflects successful employment gained by individuals formerly involved in PSCE by state corrections officials and technical college personnel are increasing.

**Voices that did not win the day.** Lori, who has been described by fellow legislators (Bart, Lori, Jake) as very devoted to the importance of providing the opportunity for inmates to receive an education, was not aware the transition even occurred. This individual, instructing as an adjunct at the local higher education institution and as a legislator, made major strides in establishing PSCE in rural county jails. This individual first became involved with inmate education when some students presented a portfolio that they had done on recidivism.

Some...student body officers gave me a packet that had research on it involving recidivism, which they gave to me and I told them I would look into it. (Lori)

Attending an inmate graduation at the state prison prompted a long involvement with prison education. This was in 1998. At that time higher education or credited degree programs were provided by a state university. The vocational education at the time was being provided by a community college in close proximity to the state prison.

A group of high school students came back with this concern, and this report. They had done some research on their own and they called me. That is when I became involved in prison education. I was not involved up to that point. I read through their research, and I started to contact people. I made sure the facts were right. I like to do my own research, before I agree to do something. The more I got into it, the more I felt like we needed to do something about those student inmates. (Lori)

The local university where Lori resides provided research that was presented to the legislature resulting in funding for inmate education. Rene additionally contacted county jails and asked if they would consider doing a credited degree pilot program.



University extension agents were contacted and “they were ready to go.”

The county jail pilot program eventually expanded and Lori spoke at a 2000 inmate graduation and subsequent graduations. “There was one graduation for the GED, the community college, trades program, and higher education. They had everything from high school to masters degrees awarded that day.” The involvement of Lori in prison education was with county jail facilitated credited degree programs.

Lori described a study that was done prior to the transition that indicated the positive effect of education on recidivism. A logical well planned approach in the implementation and the facilitation of PSCE as a result of Lori’s efforts defined a successful era within state. This sort of Renaissance of PSCE did not involve the rhetoric and political machinations that permeated the transition documented by this research.

Over and over, the recidivism dropped. It didn’t just drop; it dropped in half for inmates that were educated in prison. There were limitations to inmates enrolling in PSCE. They did not have the choice of any degree that they wanted. With some degrees they would not be able to get a job because of their background. They were limited in their choices. They had some good choices. If they were lifers, they were not given the opportunity for the education program. They wanted to have people that were going to get out that would utilize the education because of the precious dollars that were being spent. (Lori)

**An untold story.** A description of the realities of this transition of PSCE within state would not be complete without the telling of the story of the local community college. A community college whose foundation centers on trade and technical education ran PSCE programs at the main prison site for years prior to the transition. Massive amounts of money were invested by the institution and working with state legislators, the “finest technical education facility in the nation” (Bart) was constructed within the main state prison’s walls.

PSCE programs, centered on building construction in 2004, and this prompted the community college to partner with the SDC and state entities overseeing capital facilities funding.

The local community college that facilitated PSCE at the main state prison site would request money from the legislature yearly for PSCE.

The problem with prison programs was [this community college's] request for the prison program is the end one. It is the final one and the last one. It is right at the very bottom, every year in the budget. One of the things I've learned over time is you have to get some new money. Generally you are taking it from somewhere. You've got to sponsor a Bill that requires the funding, if you can find a source of funding, then you can get that program going. You can get funded out of the general fund or by making money. (Bart)

A key legislator met with instructors from the local community college to discuss an idea to create an additional funding source for PSCE. The funding source that was developed currently comprises 80% of the PSCE budget. BART worked on the ITS that placed most of the responsibility for educating inmates on the inmates' families.

First of all, I thought it was immoral. Secondly, I thought it was ingenious. What I found was that if you're in prison and you call your parents you've got to reverse the charges. The parents paid for that phone call. Not only do they have to pay for the damn phone call, there is a 48% surcharge on that call! So it is like going to a hotel and you say I've got a buddy in the area, you pick up the phone and are charged five dollars when you look at your Bill. So they have a 48% surcharge on all calls at the prison that goes to inmate education. That 48% was \$1 million. (Bart)

Using funding from the ITS, a new educational facility was built by the local community college within prison walls. Millions of dollars were spent and federal vocational monies were used to purchase over a million dollars in equipment to create "the finest facility in the entire country" (Bart).

The way to treat prisoners was give them a skill and when they have that skill

they get out of prison they can go to work. They would be more productive and are not robbing and stealing, and plundering and so forth. That was one of my motivations. I was trying to get those prison programs going. My other motivation was to have a facility that was equipped. It can't be just a warehouse. The facility that we built with the community college was the best in the world. Automotive was in there, there was electronics in there, there was construction, there were those kinds of things. The premier program in the U.S. was at the prison in that facility. (Bart)

Conflict and dilemmas were created from the transition in 2009 that formed a rift between the community college and the SDC. This rift has been described by many stakeholders as the "Cold War" (Bart, Kyle, SDC, Anne). The community college that had facilitated PSCE programs for years at the main prison site had finally completed a "world class facility (Bart)," but would never use it. The transition occurred within a year after its construction. "I don't think that it sat for more than a year before the Legislature made the change" (Anne). Tensions and emotions related to community college personnel losing their jobs ran high. Decisions by community college personnel were made to pull out all equipment perceived as being owned by the community college. Additionally, in part because of its limitations, there was no intention for the community college to consider the new Request for Proposals (RFP) to facilitate post transition PSCE at the main prison site.

Utilizing the new facility was difficult for the technical college that won the RFP to be the provider of PSCE at the main prison site. Language in the RFP stated that all instructors of PSCE at the state prison site would be adjunct. There would be no benefit package offered to employees.

The reason that it was done that way is in the original RFP [that we responded to which] said there will be no benefits. Everyone will be adjunct. The UDC wouldn't budge. We often try to talk to them about getting our instructors health

benefits. (Anne)

Citing financial concerns as the chief reason for hiring only adjunct instructors, the facilitator of PSCE at the main prison site is pleased with the quality of individuals that currently facilitate programs.

We have been lucky enough to find really, really good teachers. So far, most of them are still with me, but as the economy gets better, they're going to be looking for greener pastures. I think. So the pay is pretty good though. We pay them \$26 an hour. The instructors are being paid through contracts with the SDC. It is the SDC's job to get that money. These people for us are outliers for the Department of Corrections. (Anne)

The tension between the local community college that previously provided PSCE at the main state prison site, and the new technical college provider along with the SDC, soured relationships and created hardships that have yet to be ameliorated.

It was a hard start up because we had to replace many pieces of equipment. It had been totally stripped by the community college. The community college was actually furious. They were absolutely furious. They refused to respond to the RFP. So essentially they said we won't even apply if you're going to do that if the money is going to them [the new technical college PSCE provider] instead of to us. We don't want to even apply. So the community college came in and started to take all of their stuff. (Anne)

The extent to which the community college removed equipment to facilitate PSCE from the prison site was conveyed by multiple stakeholders.

They just stripped them out as much as they could. A couple of things were left in for the auto shop. There was this huge lift. There were a couple of those that were left and the prison was able to negotiate because they were so big they were almost impossible to move. So we went in with a pretty clean slate. You need tables and chairs. So we would have to figure out where they were to come from, I mean it literally was like that. So when we started, we started without all of the equipment that we wanted. We recently found out that the local community college has some space that somebody wanted to use and that it is so full of this prison equipment that they can't use this space. (Anne)

A description from the SDC perspective explains the importance of replacing equipment

that was taken from the newly built PSCE facility.

Equipment became a big thing and you really got to see how the old system didn't have any safeguards on things like property and more specifically who owned the property. Since there was that Cold War, almost, now that had developed between Corrections and the local community college—and you need to know that Corrections didn't push the local community college out. They were a valued partner, we wanted them here. Their administration chose not to. And when the request went to them to come sit down at the table and exercise their right of first refusal or acceptance for the contract, because it would have never gone out to RFP, they refused. They said we're not going to provide services to you anymore. They refused to come to the table. That's why we had to find another partner.  
(SDC)

Due to the secure environment within the main prison, it was essential that individuals from the local community college that did not possess the security clearances be assisted in removing what they (the local community college personnel) viewed as their property.

Part of that Cold War that happened is who owns the equipment? Since there was nothing on paper that said one way or the other, the local community college ended up with all of the equipment. They took every scrap of it. So the first six months of my being here I had teams in there doing nothing but inventorying equipment and getting it on clearances and moving it out. If you can imagine a team of four people, their basic job was going into something the size of Home Depot, inventorying every last scrap in Home Depot, getting it on trucks and moving it out. We ended up moving about \$1.2 million of equipment out of here.  
(SDC)

The technical college that won the RFP for facilitating PSCE had initially come in and made their estimates based on all of the equipment being there. They were unaware that the equipment would leave. Hardships were created through the need for the new posttransition of PSCE to find and equip a facility with no funding.

We had to start replacing equipment. It's going to take us easily a decade to replace 1.2 million dollars of equipment which right now is sitting in storage vaults, storage sheds, storage garages, at the local community college. This is equipment that belongs to tax payers that really had no business leaving here.

(SDC)

**Perspectives from supporters of the local community college.** HED officials describe the obscurity of the decision to make this transition.

How the local community college had been involved in PSCE for so long, even if you wanted to say, stop giving associates degrees, and just give certificates, the local community college would've said "Sure. Absolutely." They would have done that. The fact that that didn't happen makes you wonder that there was some agenda. (Jack)

The local community college is described as "putting their own money into the program" (Jack). They received adequate support from the legislature and utilized many campus resources to put into the prison education program since 1987.

At that time, [the community college] had put years and years of time, effort and money into making the variety of programs available out there that were available. In a way that made the impact on the prisoners as good as can be expected. (Jack)

For over 20 years the local community college facilitated PSCE programs.

This was a move that neither the current personnel at the prisons, or people in higher education initiated, or desired, or felt that there was really any justification to go down that road, so like a lot of things that is what happened. We had very good data on the impact of the program and what it was doing for the inmates and for the recidivism rate. The only real challenge was that the legislature did not want to fund the program, and it was costing the local community college a lot of money to continue to support the technical training that was going on. There were concerns about where the money was going to come from and I think the legislature got convinced by certain parties that there was a less expensive and better way to do it. (Jack)

The impact that the local community college and its facilitation of PSCE had on inmates was viewed as positive.

There were some really hard feelings over the way that it was done. There were people that lost their jobs at the local community college; the local community college had spent 25 or 30 years trying to make that program work. (Jack)

HED officials were most adamant among stakeholders about the positive results of one local community college on its facilitation of PSCE. Many local community college instructors lost their jobs. Much time and money had been invested.

The number of options that are available to those students has decreased. Again, you can argue that both ways, whether there ought to be available to those students all those options or not. There are fewer options available to them now than there were. There were conflicts and dilemmas, in any way the conflicts and dilemmas were dealt with by getting rid of them. They were just cut out. We were just cut out of the process. And the people at corrections, I think, were put in a very difficult decision and they were assigned to other duties so that's how it was dealt with. Again, it was a program that nobody wants to talk about. (Jack)

HED supported PSCE and the way that it was facilitated prior to the transition.

“We wanted our programs to continue to be out there. The forces were against us” (Bill).

### **Regionalization of a State Prison System**

Data clearly exposes the centrality of the circulation of funding streams to institutions related to incarceration. The “winners” and “losers” of legislation to change the administration of PSCE from a higher education based system to one facilitated and created by the prison system itself is intrinsically linked to the regionalization of a state prison system. Tenets central to the neoliberalistic state imposition on county jails is perpetuated daily in the form of inmate work crews. At the same time, county governments benefit financially. Inmates in the state perform jobs daily for county governments and receive an hourly wage of .70 to .85 cents. Campbell (2011) described the inmate labor force as an “incipient form of active labor market policy sopping up excess labor capacity that might otherwise be unemployed.” The inmate workforce that promotes the neoliberal agenda of government entities at federal, state, county and city

levels takes advantage of the captive workforce in federal, state, and county corrections' institutions.

County jails were never intended nor originally equipped to house "state inmates." Most county correctional facilities in the state are "jails." Their original intent was to serve as the community jail much like the community jail in the *Andy Griffith Show*. The county jails are not "prisons" meant to house incarcerated individuals convicted of serious crimes and sentenced to lengthy terms behind bars.

These practices are rationalized within the rhetoric of neoliberalism by noting the need for prisoners to be employed, telling a partial story, and it is true that the utilization of cheap inmate labor to perform jobs provides employment, albeit through incarceration to a great many to lower class, young, uneducated, often of color men who would "likely be among the ranks of the unemployed if they were not in jail" (Campbell, 2011).

The state now has nearly a dozen regional prisons. Although there are only two main state prison locations, the warehousing of inmates as a capital venture has become the focus of many county governments within the state. Housing state inmates in a county facility also provides much needed income for county governments.

As early as 1998, the case was made to the state legislature to "follow the lead" (Utah Department of Corrections, 1998) and utilize nontraditional forms of incarceration. Placing inmates in county jail initially was intended for less violent "state" offenders. As of 2012, the initial rationale for housing state inmates at county jails has changed. Smaller counties that have contracted with SDC officials to build new county facilities for housing state inmates in 2007 are at capacity.



The capital venture of county governments increasing the size of their jail facilities to house the exploding prison population is on the rise.

What is happening is we now have a dozen regional prisons. We didn't plan it that way. We just didn't fund the one or two main prison sites. The legislature said they were going to get more prisons and they did get more prisons. Then all of a sudden the county says we need a jail, and we need beds, but let's build 200 beds, and then we will get the state to send us their prisoners and we can make money off the state by subcontracting to the state to house state prisoners. Many counties are at least about 50% state prisoners, not from the county or the city. They're from the state penitentiary. I don't think it's a good plan. The county having all these state inmates isn't a good plan. You need to have a minimum and even at maximum, but you need to plan for it and we did not plan for it. And when a candidate says, "We need 10 beds," and they build 200, and the SDC builds the building for the counties, we might as well just have the legislature give them the money to house our inmates. (Bart)

An inmate labor system that satisfies a need of state, county, and city governments to construct new buildings, maintain facilities, provide services for special events, and clean state and county roadways is available daily through cheap inmate labor crews. The exploding population of incarcerated individuals caught in the revolving door ensures a future of prison labor for government entities.

### **Transition Rhetoric: Winners**

Morally based decisions surrounding legislation that changed the facilitation of PSCE in this state were clearly evident in the arguments of each stakeholder. Those stakeholders in favor of the transition based on the moral impulses to genuinely provide effective corrective education also maintained the belief that corrections education involved putting inmates to work. These winners believed that focusing on technical certificates and the development of marketable skills would prevent recidivism.

**Posttransition Reality: Winners**

The winners behind the fight in this educational change commonly held the belief that education could change incarcerated individuals, but due to the immigration status of some prisoners and the commonsense connection between loss of rights and incarceration, this opportunity should not be granted to everyone. Most winners supported the efforts of the main sponsor of this legislation to transfer the control of funding to the SDC. Their foremost belief was that prisons would be better suited to determine “what is best for inmates.” The increasingly widespread practice of putting inmates to work in the service of private and political interests exposes what kind of prison controlled education fits this description.

Included in the legislation was the mandate that an educational provider within the “service region” would facilitate PSCE at the main state prison location. The awarding of the RFP for facilitation of PSCE at the main prison site to a facilitator outside the “region” is perplexing. Post transition realities include the continuation of ITS money for PSCE and ongoing funding by the state’s legislature now being directed to the SDC.

**Transition Rhetoric: Losers**

Rhetoric that put forward by the losers of the legislative decision to change the facilitation of PSCE from higher education to SDC officials included their desire to provide real educational options and the possibility for earning technical certificates and/or degrees to reduce recidivism.

Stakeholders who opposed legislation to change the administration of PSCE, uniformly maintained the belief that PSCE in any sense (noncredited or credited programs) offered to inmates would improve their lives. The greatest difference that existed between the “winners and losers” of this legislation was the belief that inmates could be corrected. The losers of the battle believed in both moral and ethical reasoning for opposing a prison run PSCE. Few championed the cause of PSCE as did Bart (LEG) and Lori (LEG). Their justification for tirelessly supporting PSCE came from the belief that incarcerated individuals could be “corrected.”

Bart, the sponsor of legislation that created funding for PSCE through the inmate telephone surcharge (ITS), believed that PSCE would ameliorate the life of the inmate. He wanted to create a “world class” educational facility for the incarcerated. Bart saw the value too, in an economic sense, of stopping the revolving door of incarcerating the same individuals over and over.

Lori, a strong advocate for PSCE was changed by a graduation which she attended within the state prison. She established PSCE programs in rural areas that were facilitated through distance education. Her collaboration with county law enforcement throughout the state laid the ground work for successful PSCE. She too believed the value in investing inmate education through educational efforts as a means of reducing recidivism.

### **Posttransition Reality: Losers**

Losers of the legislative decision were well-intentioned and wondered why such seemingly indefensible laws and policies were enacted. The evidence points to the main

goal of the SDC to gain power in the form of controlling ITS funding and to award technically based PSCE contracts to one technical college. This loss of higher education's ability to control funding also resulted in a dramatic loss of previously funded PSCE programs outside the main prison site.

### **Conclusion**

In addition to creating educational programs that utilize inmate labor as a key component of those PSCE programs, the rhetoric that defines the bill that is responsible for the shift in the administration of PSCE clearly interferes with the appropriate actualization of PSCE. Under subsection (2) (b) (i) (Appendix A), one house bill states that "training shall be with a community college if the correctional facility is located within the service region of the community college. In examining this case, the community college, due to political machinations heretofore described within this dissertation, suddenly ceased decades of successful involvement as the educational provider for PSCE as a partner with the SDC.

The rhetoric of losers that captured their understanding of defensible correction was aligned with research that confirms the positive influence of educational opportunities in reducing recidivism.

The winners of this battle have access to substantial funding, including the recently established ITS funding stream for PSCE, while evidence confirms that educational opportunities across the state and at the main prison site have been reduced.

Additionally, the new legislation explicitly states that "Only inmates lawfully present in the U.S. may participate in the post-secondary educational program offered by

the department.” This restriction within the bill provides further evidence of an agenda by stakeholders to halt the education of particular incarcerated individuals.

Tuition requirements for PSCE mandated by the bill act as a deterrent for inmates who otherwise would enroll in PSCE at the main state prison site. Language within the bill defines the interest and timeline for inmates to repay tuition for PSCE. Prisoners who choose to take advantage of PSCE leave prison with untenable debt.

While access to details of the funding stream (particularly ITS funding and prisoner tuition) remain somewhat obscure, the rhetoric that won the day has, in the end, created a losing situation for inmates.

### **Summary**

In this chapter, stakeholder group participants and their perspectives were described. The events of the transition from PSCE administered by higher education to one administered by the SDC were explained. This description of events was followed by an examination of themes that emerged from the data that included the rhetoric, political machinations, and the reality.

Rhetoric remains that continues to mask the true intention of some stakeholders within the current system of PSCE in one state. Relationships between providers of current PSCE and SDC officials remain murky. Potential educational providers and facilities immediately adjacent to the main state prison site are not utilized to facilitate PSCE programs. PSCE is not offered to all inmates. Inmates who cannot provide documentation of US citizenship cannot participate in PSCE. Additional financial

burdens are placed on inmates who sign promissory notes to enroll in PSCE courses. Legislation included in this bill outlines interest rates and collection schedules that are more aggressive than those affiliated with students who are not incarcerated. Morally and economically driven decisions that provided similar and dissimilar perspectives on the transition conclude Chapter IV. In Chapter V, the findings will be discussed further and the implications of the research will be examined.

## CHAPTER V

### INTERPRETATION AND RECOMMENDATIONS

#### Introduction

*The display of multiple, refracted realities simultaneously* (Denzin & Lincoln, 2003, p. 12)

There could never be a more apt description of the data gathered in this study than the description that Denzin and Lincoln (2003) used to define triangulation. The stakeholders' "display of multiple, refracted realities simultaneously" is both personal and shaped by their allegiance to their institutions as espoused by their chosen careers. These refracted realities, combined with the review of supporting documents led to the detailed narrative of a complex transition. Document analysis including enrolled copies of key legislation beginning with HB 235 in 2005, HB 86 in 2008, and legislation that is the focus of this research HB 100 (see Appendix A), in 2009 was presented. Additionally, SDC Jail Reports, describing state inmate populations, county warehousing costs of state inmates and projections for future availability in warehousing state inmates were utilized. Recent document analysis in regard to offenders who participated in SDC PSCE and were released during the 2011 Federal FY is included.

In Chapter IV, the stakeholder groups were identified and participants' roles and connections to the transition were introduced. Examining a timeline of state PSCE revealed the return to vocationally based programming instituted in the 1960s at a state technical college. This examination revealed that higher education degreed programs were the face of inmate education in the state from the late 1980s to the education

transition which took place in 2009 with the passage of HB 100 (see Appendix A).

Vocationally based associate degrees and certificated programs as well as bachelors and masters degrees were available until the transition, but no credited degree programs are currently available to this state's inmates. Interview data was combined with supportive information to tell the story of this transition.

The following sections will present findings as they relate to groups of stakeholders involved in this case study. Subsequent sections will draw on the findings to provide a concise summary of the understanding developed through the exploration of the research questions.

1. What are the stakeholders and participants' perspectives on the events that occurred during the transition of prison education from the old higher education based system to one run by the State Department of Corrections and how were they addressed?

2. Why did key stakeholders in Utah prison education make the transition from the former higher education based system to one run by the State Department of Corrections?

## **Stakeholders and Their Perspectives on State PSCE**

### **County Law Enforcement**

CLE participants within this study were relatively disconnected from the inner workings of the SDC. For this reasons, their perceptions of the process were not extensive. Perspectives on the current PSCE and its administration through the SDC were represented by one CLE official. Stan was actively involved with PSCE immediately



following the transition. The absence of PSCE in this stakeholder's county is reflected in the dialogue.

Historically and currently, CLE officials administrate, create PSCE, and correct inmates with little assistance from the SDC. County law enforcement is left to design and create partnerships with local entities to facilitate PSCE. Monies received from state corrections through contracting state inmates are a financial necessity for county jails. During Fiscal Year 2014, County prisons are expected to house average of 1,633 SCD inmates in county jails.

The SDC (Adams, 2013) estimates that in fiscal year 2014, the cost of housing an inmate at \$77.84 per day. County jails receive 79% or \$61.49 per day to house state inmates if they provide treatment services or \$56.82 per day (73%) if they do not. CLE describe inmate subcontracting as "warehousing" or as being in the "revolving" door. CLE officials attempt to create PSCE programs, but lack the funding

CLE perspectives were temporarily addressed immediately following the transition in 2009 in regard to PSCE. Currently, CLE stakeholders, that were a part of this case study, do not have PSCE programs. Funding is cited as the key issue.

CLE stakeholders were unaware of the transition until after it occurred. As a result of the transition, one state run PSCE program was instituted in 2010. This program was completed in the fall of 2010. This program was a certificated Building Construction Program formed through a partnership with a local technical college in the southern part of state. This PSCE program gained tremendous support from the SDC during the year 2010a, in which it was facilitated. Efforts have been made to create additional programs

at this county site since the Building Trades Program, but no support has been offered from the SDC. The program facilitated in the spring of 2010 and concluding in the fall of 2010 remains on the SDC website as an option for PSCE, but has not been facilitated since 2010.

### **State Department of Corrections**

SDOC officials in this study are cognizant of the “delicate balance” that exists between public perception and the realities of correcting offenders. The particular challenges they face within their institutions shape their views and actions. All SDC stakeholders within this study maintained a similar belief amongst themselves in regard to PSCE. Faced with an increasing inmate population, the SDC is tasked to create space to house more offenders. This research revealed some of the complexities that SDC officials face in establishing PSCE programs.

Multiple stakeholders are involved in quarterly meetings to determine the viability of current and future PSCE programming (SDC, 2012). Coordinating efforts in establishing PSCE programs at county jail sites presents many obstacles. Funding, coordination with programs that are currently facilitated as part of court ordered or other mandates, forming partnerships with local technical colleges to facilitate PSCE programs, continuous change of relocating inmates, and the administration of these programs from a distance have interfered with the establishment of significant, sustained educational opportunities for inmates in county facilities.

SDC stakeholders are decidedly satisfied with the control of funding and administration for PSCE programs. SDC interview data revealed by the SDOC described

HED as being involved when H.B. No. 100 was passed. The same piece of legislation contained language that would separate state technical colleges from higher education and give them their own autonomy under a technical college board of trustees. SDC got “tremendous support from the state technical colleges for this transition as well as from state legislators. SDC points out that the public perception played a large part in this transition. The public felt like an inmate should pay for their education.

The SDC stakeholders perspectives were addressed through legislation that reinstated control of PSCE funding and administration. Funding in this state for PSCE directly went from the legislature to the SDC until 1987 (HED). In 1987 state higher education began a 22-year stewardship of funding and facilitation of PSCE programming. The transition was sought after by SDC officials for many reasons. The control of programming, funding for programming, and partnerships with technical colleges enabled the SDC to craft inmate education programs that would focus on recidivism. SDC was the key stakeholder whose perceptions of the former system and needs for the current systems were addressed.

### **Legislators**

State legislator (LEG) perspectives are shaped by their history of working with the incarcerated or the constituency they represent. This participant group was split evenly into opposite views of HED-run PSCE; their multiple perspectives reflected the “simultaneous” realities of these stakeholders. Within the portion of this group that valued HED –run PSCE, Bart and Lori could be described as devoting the better part of their career to ensuring that PSCE would grow and reduce recidivism. One created

legislation to provide more funding to inmate education through attaching unique legislation funding PSCE to the Inmate Telephone Surcharge (ITS). This same legislator spearheaded the efforts to construct “the finest facility in the country.” The current building that houses PSCE programs at the state prison were a part of this LEG’s legacy.

The second of these two LEGs identified the need for expanding PSCE to outlying jails. Over a 7-year legislative career, much effort was expended by this LEG working with CLE to establish PSCE that included credited degree associates and bachelor programs. The success of these two programs is documented in the 2007 Jail Report (see Appendix D).

Within the portion of the LEG stakeholder group, two LEGs LEON and RENE were indifferent to the benefits of PSCE in the reduction on recidivism and espouse the belief that most PSCE, particularly credited degree programs, do not help increase employability of former felons. Of these two individuals, one was involved in facilitating PSCE and concluded that it was not feasible due to the financial burden it placed on the higher education institution and the fear associated with involving inmates with students who were not incarcerated.

The fourth LEG in the group that did not support HED-run education expressed interest and desire to assist in furthering vocational PSCE programming in inmate education. “Prison education has been a passion of mine ever since I became involved with the legislature. I don’t know if anything works as well as education to reduce recidivism. This is in the interest of society because of the safety factor; also the cost of incarceration is exorbitant” (LEG). Legislation sponsored by this LEG was responsible

for requiring inmates to pay tuition and mandating that all incarcerated student enrolled in PSCE programs be “legal” U.S. residents.

The legislator responsible for sponsoring the transition, the focus of this research, provides a very definitive view on PSCE. State fiscal challenges, adequacy of current educational offerings, and fiscal inmate accountability are the reasons this legislators provides for views on PSCE that led to the monumental shift in the nature, delivery, and extent of PSCE within the state.

LEG stakeholders were keenly aware of this transition with the exception of one LEG who left the legislature in 2005. Four stakeholders Bart, Leon, Kyle, and Jake stakeholders sponsored legislation that mightily changed the face of PSCE in this state. Initial legislation in 2005 created a much needed ongoing funding source for PSCE. This source today is responsible for 66% of the state’s PSCE budget. Bart can be described as a fiery opponent to subsequent legislation in 2008 and 2009 that placed a greater financial responsibility on inmates enrolled in PSCE. Bart is described as “talking on the Senate floor for 15 to 20 minutes” against the Bill that created this transition.

Leon and Jake cosponsored legislation in 2008 that required inmates to pay a “reasonable tuition” and also “limited” PSCE programs to U.S. citizens. Additionally, these LEGs sponsored funding within that same Bill that provided a provision for \$150,000 yearly of ongoing funding to PSCE.

Lori was not aware that this transition had taken place.

Kyle sponsored the legislation that created this transition. Legislative proceedings involving Kyle are described as “A great battle, a tremendous fight.”

Five of six LEG stakeholders' perspectives were addressed as a result of this transition. Four were legislators when this transition occurred. One sponsored it and fought for it. One fought against. The LEG (Bart) that was opposed to this transition was considered one of the "fathers" of the higher education facilitated pretransition credited PSCE programs.

### **Higher Education**

HED officials comprised the fourth group of stakeholders in this case study. Their perception was another part of the "fractured" reality that existed between stakeholders involved with this transition. HED officials described the transition as "coming out of the blue," "in the middle of the night," and as "shenanigans." Their stake in PSCE was lost as a result of the transition. Additionally, HED institutions that facilitated the PSCE programming were affected in many ways

The local community college that facilitated extensive PSCE programming before the transition was forced to restructure tenured faculty as a result of the transition. Many of this faculty were vested in their careers and supported the new "state-of-the art" facility through the construction of a technical center within the prison. When the transition occurred, emotional issues emerged surrounding the community college and individuals associated with PSCE. Leaders of the local community college were forced to tell faculty members that they were losing their job as a result of this transition (Bill). The local community college wanted their programs to continue at the state prison site. "The forces were against us. The SDC do not want to be compelled to use us (Bill).

HEDs' perspective can be described as "unaware" in this transition. HED is the

stakeholder in this case study whose perspective was not addressed in the key conversations that drove the legislation responsible for the transition.

### **Technical Education**

The fifth group of stakeholders, technical education, can be described as enthusiastically embracing the change in spite of being confronted by personnel issues. Technical education has seen some expansion at the state prison site with the establishment of certificated programs. Enrollment in these certificated programs, however, has been modest. In January 2012 report to the SDC, the technical center report having awarded 227 certificates during a 2-year period following the transition.

The technical education institution that was awarded the RFP to facilitate PSCE at the state prison site was unaware that the majority of the equipment to begin programs would be removed. The local community college who helped construct the new PSCE educational facility removed over \$1million in educational equipment earmarked for facilitating new vocational programs at the main prison site. “This equipment was purchased with ITS money and taxpayer money and will take over a decade to replace” (SDC).

The technical education model currently utilized at the main prison site does provide educational malleability in developing PSCE programs in the development of PSCE programs.

TEC stakeholders’ involvement in the creation of this transition is minor, if at all. Their roles after the transition, however, are significant. One currently facilitates all programs at the state prison. The other was involved as an administrator in a SDC county

run PSCE immediately following the transition.

The TEC perspective was directly addressed in the sense that SDC officials' planning that resulted from this transition involved TEC as the chief facilitator of state PSCE. TEC continues to direct growing PSCE programs at the state prison site. Distance TEC campuses initially were affected by the transition, but currently, the only affect is the lack of PSCE programming for distant TEC campuses.

### **Emergent Themes Describe *Why* This Transition Occurred**

The emergent themes describing why this transition occurred include rhetoric, political machinations, prevailing wishes and political forces within the state, winning stakeholders, and losing stakeholders of PSCE.

Rhetoric provided a public rationale for the changes that included a debate over the pros and cons of credit degree PSCE programs versus noncredited vocationally based certificated programs. This rhetoric constituted the public face of the transition and included control of funding, control of programming and the establishment of inmate fiscal responsibility.

Political machinations exposed the complicated and often oppositional views that existed beneath the rhetoric and were often contentious. Heated legislative battles often obscured actual issues that included control of funding for state PSCE programs. Legislative action created successful PSCE programs and then eventually took them away. HB 234 (see Appendix B) created the ITS, which provided funding for PSCE. HB 86 (see Appendix C) imposed a precursory burden of higher tuition for PSCE upon the



inmates. HB 100 (see Appendix A), is the legislation that was the transition. This legislation shifted power and money of the facilitation of PSCE in state to the SDC.

The theme of the realities captures the way prevailing wishes and political forces within the state effectively overpowered opposing views in support of a Higher Education run PSCE and won the day. These wishes were granted by the language in HB 100 (see Appendix A), that included a SDC/TEC partnership that had support of a few legislators.

The winning stakeholders SDC, and TEC (TEC perceptions were limited by their distance to the process), Leon, 4 and 5 whose views constituted opposition to Higher Education run PSCE and who held low expectations of prisoners and prison education.

The losing stakeholders were HED, CLE, and Bart, Lori, and Jack. Higher Education was much surprised by the legislation that shifted PSCE to SDC. CLE was very detached from the process and initially benefited but has since become one of the main losers. Legislators that championed PSCE and led the charge to decrease recidivism through PSCE were deeply disappointed by the legislation that created this transition and the winning stakeholders who supported it.

### **Returning to the Theoretical Lens**

In answering the research question, the Deweyan theory of experience as a theoretical lens lays bare the margins surrounding this transition. Dewey's belief that "every experience is constituted by interaction between 'subject' and 'object' between a self and its world..." (Dewey, 1938, p. 271) is reflected in this qualitative case study. The object is defined as the prison education system. The subject is represented by the

stakeholders. The interaction between the subject and object is revealed through the interviews, meeting observations, and document analysis. The narrative created from the findings expose the way the “consequences of these choices” (Dewey, 1938) to enact legislation led to a swinging of the prison educational pendulum back to previous origins of prison run vocational education. Legislative documents provide records of funding changes that altered the path of PSCE trends. Laying bare the margins of prison education within state helps provide understanding of current PSCE issues and practices.

Committed to the way narrative captures the stories developed from inquiry, Clandinin and Connelly (2004) described the power of narrative to convey the findings of a qualitative study. Clandinin (2007) described how inquiry can be presented as a series of choices, “inspired by purposes that are shaped by past experience, undertaken through time, and will trace the consequences of these choices in the whole of an individual or community’s lived experience” (p. 40). This study asked: What are the stakeholders and participants’ perspectives on the events that occurred during the transition of prison education from the old higher education based system to one run by the SDC and how were they addressed? A deeper understanding of the “consequences of these choices” has been examined through this “lived experience.”

Using the Deweyan theory of experience and case study methods created boundaries for this study that could easily have become a boundaryless tale. There were many stories within the events under examination. By focusing specifically on the views of the stakeholder groups and the information available through documents and observations with the intent of capturing the meaning of the events of the case, a cohesive

narrative became possible.

## **Limitations**

### **Sensitivity and Confidentiality**

In light of informed consent agreements being signed by each stakeholder, the implications of revealing sensitive information by stakeholders changes Chapter IV and Chapter V of this study. Information leading to names of institutions and stakeholders limits the detailed introspection of this educational transition.

### **Inaccessibility to Inmate Telephone Surcharge Fiscal Information**

Financial implications of the transition for which this case study was conducted involve accessing information for the ITS. The key financial component of inmate funding (SDC, LEG) is mysterious. The ITS comprises approximately 66% of the state PSCE funding. SDC sources indicate that 44% of all funding received from the ITS comprises the 66% of PSCE programming budgets.

### **Refusal of Some Key Stakeholders to Participate**

A significant perspective involving the local community college who previously facilitated PSCE within this state was not thoroughly examined within this case study. Key stakeholders involved in this transition that were a part of the local community college may have provided insightful evidence that led to the “consequences of the choices” causing this change.

### **Summary of Interpretation of Findings**

PSCE within state was, prior to this transition, a successful, well supported, educational endeavor. Legislators who championed the cause of PSCE were dedicated and created vision that included constructing the “finest facility in the nation” to facilitate PSCE programs within the main state prison site. Rhetoric that masked the true intentions of stakeholders in prison education diverted a deeper examination of the importance of continuing successful PSCE programs. Political machinations used “larger than life” (Bart) individuals to change a proven system of educating the incarcerated to a system of control.

For the SDC, gaining control of funding and control of PSCE programming for inmates has been a difficult task fraught with obstacles such as restoring equipment removed by the former facilitator of PSCE programs. The technical college tasked with running PSCE currently is successful in utilizing its resources in providing certificated noncredited PSCE programming. The challenges for this provider include retaining quality adjunct instructors at a low \$26 per hour pay rate. Attempts to secure benefits from the SDC for employees facilitating PSCE programming have been denied. Currently, only three percent of all state inmates housed at the main prison site are currently enrolled in a PSCE course facilitated by the technical college. In 1981, 28% of all inmates at the main prison site were enrolled in PSCE programs within this same state where this research was conducted.

The foremost deterring “consequence of the choice” to make the transition from the former system administrated by higher education to the current system run by the

SDC is a binding agreement with state debt officials requiring inmates to be accountable for tuition costs after they leave. Inmates have two years to begin payments upon re-entry. Failure to pay promissory note payments may constitute a parole violation and result in re-incarceration for the individual.

### **Suggestions for Future Research**

Post-secondary Correctional education provides multiple research opportunities. Research into ITS funding and how is accounted for within the state coffers and within the state prison would provide answers to many questions. In general, contract providers of prison inmate phone systems nationally and globally would be an area of future research.

Future research into corrections and community partnerships that ameliorate ex-felons employment opportunities would be productive. Research into incentive programs, offered to SDC's community partners, initiated by state and federal government programs and initiatives would be very timely. Community partners that provide released inmates with job opportunities, as a result of the inmate's PSCE experience, are needed. Incarceration rates are exploding throughout the United States. Research that informs policy makers and provides insight into social dilemmas surrounding PSCEs and corrections in general is needed.

A pressing equity concern not addressed in this research is the lack of PSCE opportunity available to women inmates. Research is needed to ascertain to what extent PSCE programming is offered to women within state and throughout the nation.

The importance of the social theory to understanding prisons and prison education became increasingly clear during the process of conducting this research. This required an addition to the literature review—escalating levels of incarceration and associated social concerns. Further work framed by the social theory that informed the analysis of this research is strongly recommendation for future research.

### **Conclusion**

This chapter reviewed stakeholder perspectives by group and, in some cases, explained briefly the outcome of the transition for that group. This was followed by emergent themes that describe why this transition occurred. These themes include Rhetoric, Political Machinations, and Realities that led to the prevailing wishes and political forces within the state holding sway, creating winning stakeholders, and losing stakeholders of PSCE.

In *Returning to the Theoretical Lens*, the Deweyan theory of experience is discussed as it is reflected in this case study. The Deweyan theory of experience helps to lay bare the margins of prison education within state and helps provide understanding of current PSCE issues and practices. Limitations in this study are chiefly concerned with the confidentiality that was maintained with stakeholders. This confidentiality was necessary to develop trust whereby the researcher could better exam this transition of prison education. Limitations also addressed the inaccessibility to accessing all ITS records. The ITS is a key factor in this transition and must be explored more deeply.

The refusal of some key stakeholders to be interviewed could have offered a

different perspective of why this transition occurred

There is an uncertain future facing PSCE within state. Exploding inmate populations warrant the need for a more in-depth understanding of the importance of PSCE in reducing recidivism. More in-depth qualitative studies that focus specifically on inmates and PSCE are needed.

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**APPENDICES**

Appendix A  
House Bill No. 100

**H.B. 100****Enrolled Copy**

- 30           ▶ requires an inmate participating in postsecondary education through the department  
31 to pay or reimburse the department for 50% of the costs of tuition;
- 32           ▶ requires the department to coordinate a deferred postsecondary education tuition  
33 repayment program with the Office of State Debt Collection to provide a  
34 participating inmate:
- 35           • a reasonable time frame to make payments, beginning no later than two years  
36 after termination of the inmate's parole; and
  - 37           • a reasonable payment amount to allow an inmate to reimburse the tuition  
38 obligation incurred while under the supervision of the department;
- 39           ▶ provides that tuition costs not paid by the inmate at the time of participating in  
40 postsecondary education will be paid from the Prison Telephone Surcharge  
41 Account;
- 42           ▶ provides that of the amounts collected by the Office of State Debt Collection:
- 43           • 10% may be used by the Office of State Debt Collection for purposes of  
44 operating the deferred payment program; and
  - 45           • all other funds collected as repayment for postsecondary tuition costs will be  
46 deposited into the Prison Telephone Surcharge Account to be used by the  
47 department for education and training programs for inmates;
- 48           ▶ directs that ongoing funds provided to the State Board of Regent's Prison  
49 Recidivism Program in fiscal year 2009-10 shall be transferred to the Prison  
50 Telephone Surcharge Account for the purpose of inmate postsecondary education  
51 and training;
- 52           ▶ requires the department to turn over to the Office of State Debt Collection any  
53 unpaid tuition debt at the time the offender is released from parole; and
- 54           ▶ specifies that only inmates lawfully present in the United States may participate in  
55 the postsecondary educational program offered through the department.

**Monies Appropriated in this Bill:**

57           None

**Enrolled Copy****H.B. 100**58 **Other Special Clauses:**

59 None

60 **Utah Code Sections Affected:**

61 AMENDS:

62 **53A-1-403.5**, as last amended by Laws of Utah 2002, Chapter 21063 **64-13-30**, as last amended by Laws of Utah 2002, Chapter 14064 **64-13-33**, as enacted by Laws of Utah 1985, Chapter 21165 **64-13-42**, as enacted by Laws of Utah 2005, Chapter 302

66 ENACTS:

67 **64-13-30.5**, Utah Code Annotated 195368 **64-13-30.7**, Utah Code Annotated 195369 **Uncodified Material Affected:**

70 ENACTS UNCODIFIED MATERIAL

71

72 *Be it enacted by the Legislature of the state of Utah:*73 Section 1. Section **53A-1-403.5** is amended to read:74 **53A-1-403.5. Education of persons in custody of the Utah Department of**75 **Corrections -- Contracting for services -- Recidivism reduction plan -- Collaboration**76 **among state agencies -- Annual report.**77 (1) The State Board of Education ~~[and]~~, the State Board of Regents, and the Utah  
78 Department of Corrections, subject to legislative appropriation, are responsible for the  
79 education of persons in the custody of the Utah Department of Corrections.80 (2) ~~[In order to]~~ (a) To fulfill [this] the responsibility[; the boards] under Subsection  
81 (1), the State Board of Education and the Utah Department of Corrections shall, where  
82 feasible, contract with appropriate private or public agencies to provide educational and  
83 related administrative services. Contracts for postsecondary education and training shall be  
84 under Subsection (2)(b).85 (b) (i) The contract under Subsection (2)(a) to provide postsecondary education and

**H.B. 100****Enrolled Copy**

86 training shall be with a community college if the correctional facility is located within the  
 87 service region of a community college, except under Subsection (2)(b)(i).

88 (ii) If the community college under Subsection (2)(b)(i) declines to provide the  
 89 education and training or cannot meet reasonable contractual terms for providing the  
 90 education and training as specified by the Utah Department of Corrections, postsecondary  
 91 education and training under Subsection (2)(a) may be procured through other appropriate  
 92 private or public agencies.

93 (3) (a) As its corrections education program, the ~~[boards]~~ State Board of Education,  
 94 the State Board of Regents, and the Utah Department of Corrections shall develop and  
 95 implement a recidivism reduction plan, including the following components:

- 96 (i) inmate assessment;
- 97 (ii) cognitive problem-solving skills;
- 98 (iii) basic literacy skills;
- 99 (iv) career skills;
- 100 (v) job placement;
- 101 (vi) postrelease tracking and support;
- 102 (vii) research and evaluation;
- 103 (viii) family involvement and support; and
- 104 (ix) multiagency collaboration.

105 (b) The plan shall be developed and implemented through the State Office of  
 106 Education ~~[and]~~, the State Board of Regents [office], and the Utah Department of Corrections  
 107 in collaboration with the following entities:

- 108 (i) the Utah College of Applied Technology Board of Trustees;
- 109 ~~[(i)]~~ (ii) local boards of education;
- 110 ~~[(ii) Department of Corrections;]~~
- 111 ~~[(iii)]~~ (iii) Department of Workforce Services;
- 112 ~~[(iv)]~~ (iv) Department of Human Services;
- 113 ~~[(v)]~~ (v) Board of Pardons and Parole;

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## H.B. 100

114           ~~[(vi)]~~ (vi) State Office of Rehabilitation; and  
 115           ~~[(vii)]~~ (vii) the Governor's Office.  
 116           ~~[(c) The Legislature may provide appropriations for implementation of the plan~~  
 117 ~~through a line item appropriation to any one or a combination of the entities listed in~~  
 118 ~~Subsection (3)(b):]~~  
 119           (4) The ~~[boards]~~ department shall make a report to the Education ~~and Law~~  
 120 Enforcement and Criminal Justice Interim [Committee] Committees on ~~[the effectiveness of]~~  
 121 the recidivism reduction plan before October 1, ~~[2006]~~ 2010.  
 122           Section 2. Section **64-13-30** is amended to read:  
 123           **64-13-30. Expenses incurred by offenders -- Payment to department or county**  
 124 **jail -- Medical care and copayments.**  
 125           (1) (a) The department shall establish and collect from ~~[offenders]~~ each offender on a  
 126 work release ~~[programs]~~ program the reasonable costs of ~~the offender's~~ maintenance,  
 127 transportation, and incidental expenses incurred by the department on behalf of the ~~[offenders]~~  
 128 offender.  
 129           (b) Priority shall be given to restitution and family support obligations.  
 130           (c) The offender's reimbursement to the department for the cost of obtaining the  
 131 offender's DNA specimen, under Section 53-10-404 is the next priority after Subsection (1)(b).  
 132           (2) The department, under its rules, may advance funds to any offender as necessary to  
 133 establish the offender in a work release program.  
 134           (3) (a) The department or county jail may require an inmate to make a ~~[reasonable]~~  
 135 copayment for medical and dental services provided by the department or county jail.  
 136           (b) For services provided while in the custody of the department, the copayment by the  
 137 inmate is \$5 for primary medical care, \$5 for dental care, and \$2 for prescription medication.  
 138           (c) For services provided outside of a prison facility while in the custody of the  
 139 department, the offender is responsible for 10% of the costs associated with hospital care with  
 140 a cap on an inmate's share of hospital care expenses not to exceed \$2,000 per fiscal year.  
 141           (4) (a) An inmate who has assets exceeding \$200,000, as determined by the

**H.B. 100****Enrolled Copy**

142 department upon entry into the department's custody, is responsible to pay the costs of all  
 143 medical and dental care up to 20% of the inmate's total determined asset value.

144 (b) After an inmate has received medical and dental care equal to 20% of the inmate's  
 145 total asset value, the inmate will be subject to the copayments provided in Subsection (3).

146 (5) The department shall turn over to the Office of State Debt Collection any debt  
 147 under this section that is unpaid at the time the offender is released from parole.

148 (6) An inmate may not be denied medical treatment if [he] the inmate is unable to pay  
 149 [the copayment] for the treatment because of inadequate financial resources.

150 Section 3. Section **64-13-30.5** is enacted to read:

151 **64-13-30.5. Payment by inmate for postsecondary educational tuition.**

152 (1) (a) An inmate participating in a postsecondary education program through the  
 153 department shall pay to the department at the time of enrollment 50% of the costs of the  
 154 postsecondary education tuition.

155 (b) If an inmate desires to participate in the postsecondary education program but is  
 156 unable to pay the costs of the education because of inadequate financial resources, the inmate  
 157 may participate in a deferred tuition payment program under this section.

158 (c) The department and the Office of State Debt Collection shall coordinate a deferred  
 159 postsecondary education tuition repayment program to provide inmates a reasonable payment  
 160 schedule and payment amount to allow for deferred payment of the postsecondary educational  
 161 tuition obligation the inmate incurred while under supervision of the department, which shall:

162 (i) account for all postsecondary education tuition costs incurred by the inmate while  
 163 under the supervision of the department;

164 (ii) establish an appropriate time for the inmate to begin payment of postsecondary  
 165 education tuition costs, which shall require that payments start no later than two years after  
 166 termination of parole; and

167 (iii) establish a payment schedule and payment amounts, including prevailing interest  
 168 rates, commensurate with student loans currently being offered by local financial institutions.

169 (d) Neither the department nor the Office of State Debt Collection may relieve an

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## H.B. 100

170 offender of the postsecondary tuition repayment responsibility.

171 (e) The department shall pay costs of postsecondary education not paid by the offender  
172 at the time of participation in the program from the Prison Telephone Surcharge Account.

173 (2) (a) Of those tuition funds collected by the Office of State Debt Collection under  
174 this section, 10% may be used by the Office of State Debt Collection for operation of the  
175 deferred payment program.

176 (b) All other funds collected as repayment for postsecondary tuition costs shall be  
177 deposited in the Prison Telephone Surcharge Account.

178 (3) Only inmates lawfully present in the United States may participate in the  
179 postsecondary educational program offered through the department.

180 Section 4. Section **64-13-30.7** is enacted to read:

181 **64-13-30.7. Use of funds for inmate postsecondary education and training.**

182 Any ongoing funds provided to the State Board of Regent's Prison Recidivism Program  
183 beginning in fiscal year 2009-10 shall be transferred to the Prison Telephone Surcharge  
184 Account for establishing necessary program resources and promoting and providing inmate  
185 postsecondary education.

186 Section 5. Section **64-13-33** is amended to read:

187 **64-13-33. Restitution for offenses -- Debt collection.**

188 (1) Following an administrative hearing, the department is authorized to require  
189 restitution from an offender for expenses incurred by the department as a result of the  
190 offender's violation of department rules. The department is authorized to require payment  
191 from the offender's account or to place a hold on it to secure compliance with this section.

192 (2) The department shall turn over to the Office of State Debt Collection any debt  
193 under this section that is unpaid at the time the offender is released from parole.

194 Section 6. Section **64-13-42** is amended to read:

195 **64-13-42. Prison Telephone Surcharge Account -- Funding inmate and offender**  
196 **education and training programs.**

197 (1) (a) There is created within the General Fund a restricted account known as the



**H.B. 100****Enrolled Copy**

198 Prison Telephone Surcharge Account.

199 (b) The Prison Telephone Surcharge Account consists of:

200 (i) beginning July 1, 2006, revenue generated by the state from pay telephone services  
201 located at any correctional facility as defined in Section 64-13-1; ~~and~~

202 (ii) interest on account monies~~[-]; and~~

203 (iii) (A) money paid by inmates participating in postsecondary education provided by  
204 the department; and

205 (B) money repaid by former inmates who have a written agreement with the  
206 department to pay for a specified portion of the tuition costs under the department's deferred  
207 tuition payment program;

208 (iv) money collected by the Office of State Debt Collection for debt described in  
209 Subsection (1)(b)(iii); and

210 (v) money appropriated by the Legislature.

211 (2) Upon appropriation by the Legislature, monies from the Prison Telephone  
212 Surcharge Account shall be used by the department for education and training programs for  
213 offenders and inmates as defined in Section 64-13-1.

214 (3) Funds appropriated from the Prison Telephone Surcharge Account may only be  
215 used by the department for purposes under Subsections 53A-1-403.5(3)(a)(i) and (iv).

Appendix B

House Bill No. 234

**Fiscal Note**

Bill Number HB0234

**Telephone Surcharge for Education and Training  
Programs at Prison**

25-Feb-05

11:06 AM

**AMENDED BILL****State Impact**

This bill creates a restricted account into which is deposited revenue collected from payphones at state prisons. The bill also appropriates \$900,000 one-time in FY 2006 from the account to the Board of Regents for additional education and training programs at the State prisons.

Funds deposited in the new account currently subsidize state telecommunications costs incurred by the Division of Information Technology Services and paid by almost all state agencies. Should telecommunications costs and consumption remain as predicted by ITS, the division would need to adjust the telephone rate it charges to customer agencies to make-up for the loss of payphone revenue. All other things being equal, such a rate change would impact the budgets of other state agencies, potentially requiring an appropriation in FY 2007. Non-state governmental entities may also be impacted.

	<u>FY 2006</u> <u>Approp.</u>	<u>FY 2007</u> <u>Approp.</u>	<u>FY 2006</u> <u>Revenue</u>	<u>FY 2007</u> <u>Revenue</u>
General Fund	\$0	\$500,000	\$0	\$0
Uniform School Fund	\$0	\$31,000	\$0	\$0
TransportationFund	\$0	\$67,000	\$0	\$0
Federal Funds	\$0	\$204,000	\$0	\$0
Dedicated Credits	\$0	\$0	(\$900,000)	(\$900,000)
Restricted Funds	\$900,000	\$0	\$900,000	\$900,000
Other	\$0	\$98,000	\$0	\$0
<b>TOTAL</b>	<b>\$900,000</b>	<b>\$900,000</b>	<b>\$0</b>	<b>\$0</b>

**Individual and Business Impact**

No fiscal impact.

Office of the Legislative Fiscal Analyst

Appendix C

House Bill No. 86

Enrolled Copy

H.B. 86

1                                   **FUNDING OF INMATE POSTSECONDARY**  
2   **EDUCATION**  
3   2008 GENERAL SESSION  
4   STATE OF UTAH  
5                                   **Chief Sponsor: Jack R. Draxler**  
6                                   Senate Sponsor: Lyle W. Hillyard

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7  
8   **LONG TITLE**

9   **General Description:**

10           This bill provides an appropriation for existing inmate postsecondary education.

11   **Highlighted Provisions:**

12           This bill:

- 13           ▶ appropriates money to the State Board of Regents to distribute to institutions of
- 14 higher education that currently provide inmate postsecondary education under the
- 15 supervision of the Utah Department of Corrections;
- 16           ▶ requires participating inmates to pay affordable tuition to help offset the state costs
- 17 of providing the education;
- 18           ▶ limits the education to inmates who have a legal presence in the United States; and
- 19           ▶ designates the appropriation as nonlapsing.

20   **Monies Appropriated in this Bill:**

21           This bill appropriates:

- 22           ▶ as an ongoing appropriation subject to future budget constraints, \$150,000 from the
- 23 Education Fund for fiscal year 2008-09 to the State Board of Regents.

24   **Other Special Clauses:**

25           This bill takes effect on July 1, 2008.

26   **Uncodified Material Affected:**

27   ENACTS UNCODIFIED MATERIAL

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28  
29   *Be it enacted by the Legislature of the state of Utah:*

**H.B. 86**

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30 Section 1. **Appropriation.**

31 (1) As an ongoing appropriation subject to future budget constraints, there is  
32 appropriated from the Education Fund for fiscal year 2008-09, \$150,000 to the State Board of  
33 Regents.

34 (2) It is the intent of the Legislature that the appropriation described under Subsection  
35 (1) shall be distributed by the State Board of Regents to institutions of higher education that  
36 provide inmate postsecondary education under the supervision of the Utah Department of  
37 Corrections to:

38 (a) stabilize the funding of existing postsecondary education programs;

39 (b) primarily reimburse the personnel costs of providing the inmate postsecondary  
40 education; and

41 (c) purchase necessary equipment and supplies for the inmate postsecondary education.

42 (3) It is the intent of the Legislature that the institutions of higher education that  
43 provide inmate postsecondary education:

44 (a) shall require participating inmates to pay affordable tuition to help offset the state  
45 costs of providing the education; and

46 (b) may only offer the education to an inmate who has a legal presence in the United  
47 States.

48 (4) The appropriation described under Subsection (1) is nonlapsing.

49 Section 2. **Effective date.**

50 This bill takes effect on July 1, 2008.

Appendix D  
2007 Jail Report

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# Jail Programs

Utah Department of Corrections



**"A State and Local Partnership that Works"**

---

Tom Patterson  
Executive Director

January 2007



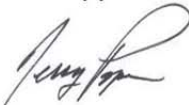
January 15, 2007

Dear Senator/Representative:

This publication, "Jail Programs: A State and Local Partnership That Works", has been produced by the Utah State Department of Corrections (UDC). The booklet contains information regarding UDC's relationship with county jails in the state, how state offenders are placed in jails, and how the state and individual counties benefit from this relationship. I hope this information will be helpful to you.

Should you have any questions regarding the information contained in this booklet, or about UDC and jails in general, please contact me. My phone number is (801) 545-5730. Thank you for your support.

Cordially yours,



Jerry Pope  
Deputy Warden  
Inmate Placement Program  
Utah Department of Corrections

# JAIL PROGRAMS IN UTAH

## A State and County Partnership That Works!

### Background

#### JAIL CONTRACTING

The Utah Department of Corrections and the 26 counties that operate jails across the State have formed a cooperative relationship serving all the citizens of the State. There have been significant savings through this relationship within their criminal justice systems while improving public safety.

For a number of years, the State prison system has rented county jail beds to house prison overflow. Originally, this was a small-scale operation using temporarily unoccupied beds in the counties. In recent years, counties have built many more beds than they will need in the foreseeable future so they can rent them to the State.

In 1993, Corrections was contracting for 117 county jail beds. Today, Corrections contracts for over 1,469 jail beds and is housing over 22% of the state inmate population in county jails.

#### CONDITION OF PROBATION

The condition of probation reimbursement program was established to repay the counties for the cost of housing felony probationers sentenced to jail as a condition of probation. Corrections was selected as the agency to administer this reimbursement program in 1983.

In 1993, the State of Utah allocated a total of \$250,000 for condition of probation housing. Today, the budget is \$10.3 million.

#### SUMMARY

Both programs have grown significantly during the past few years. Continued growth is expected and this county/state relationship will greatly benefit local jurisdictions and the State of Utah, if managed properly.

### Benefits of Jail Contracting

#### STATE OF UTAH

The State of Utah has realized many benefits from participating in county jail contracting.

- 1) Cost savings for the State are dramatic. If Utah were to build prison space for the currently contracted 1469 beds, it would cost over \$125 million. Annual operational cost savings for the state is over \$11 million.
- 2) By contracting with the counties for prison housing, the need for additional State full time employees is reduced.
- 3) Inmates can be housed in their local areas near families, jobs and community ties.
- 4) Jail contracting allows the State to provide for inmate protection and house state inmates in smaller, more manageable groupings.

#### LOCAL COUNTIES

Twenty-two of the 26 counties (85%), operating jails in Utah, participate in jail contracting. This is evidence of the benefits realized through this state/local partnership.

- 1) The primary benefit for counties is the infusion of funding to help establish effective jail systems and to expand resources for future local growth.

The cost of jail expansion often is beyond the revenue stream of small counties. Finding ongoing funding sources to help pay off construction bonds is a necessary component of any expansion in jail space. The State of Utah offers a solution by contracting for beds in local jurisdictions. The funds generated by these contracts can then be used to offset the cost of construction.

State inmates housed in county jails also contribute significant labor which helps reduce the costs of operating the county jails. In addition, inmates have assisted in the construction of county jail facilities saving substantial dollars on jail expansion projects.

- 2) The overall economy of counties participating in contracting has been improved through the infusion of state funds. In some areas, the county jail has become a significant employer. Over 296 county employees have been hired as a result of jail contracting.

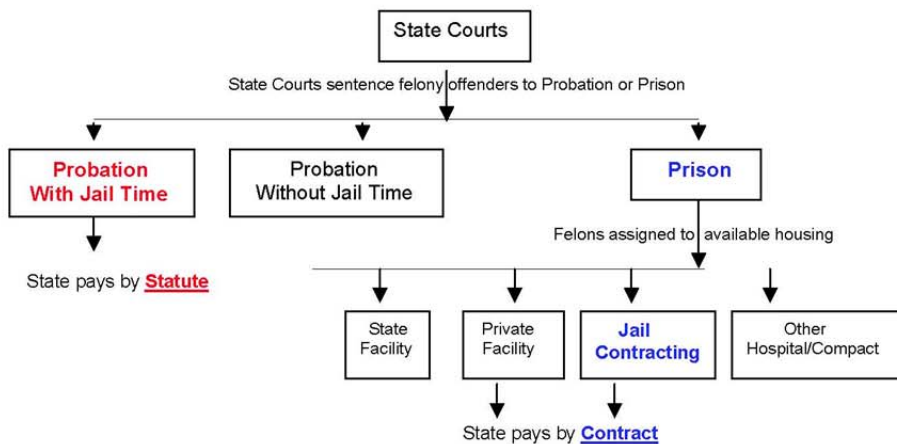
- 3) Contract inmates in the county jails provide labor for important community projects, such as repair of county facilities, assistance to the forest service and many community projects.

**Utah Department of Corrections Jail Programs 4**

**How do state-sentenced offenders end up in local county jails?**

There are several ways that offenders sentenced by state courts end up in local county jails. Below is a diagram that outlines the two major programs under the State's Jail Program System.

Felony Offenders  
Sentencing, Condition of Probation, Jail Contract Housing



**CONDITION OF PROBATION**

- Courts sentence to jail not to exceed 365 days
- All counties must accept prisoners
- Jails determine good time
- Courts retain probation jurisdiction
- Reimbursement set by Statute
- **70%** of established core rate is paid

**JAIL CONTRACTING**

- Courts sentence to prison, not jail
- County participation is voluntary
- Board of Pardons has jurisdiction of inmate
- Bed cost is by contract and is **100%** of the established core rate
- Medical and transportation costs are Corrections' responsibility

**CONDITION OF PROBATION HOUSING**

Offenders who are sentenced to a county jail, as a condition of their probation, typically serve a shorter period of time prior to their release to Department of Corrections' probation supervision. A reimbursement rate is set annually, and is approved by the Legislature. Each county bills the State based on each offender's billable days. The State audits and pays the counties based upon appropriated funding.

**JAIL CONTRACTING**

Offenders who participate in the jail contracting system are sentenced to prison by the court. The Department of Corrections places the offender in a county jail to serve a portion or their entire sentence. These state offenders serve more than one year and are typically placed on parole when they are released from prison. Corrections pays each county for housing these offenders.

<b>BEAVER COUNTY</b>	
Total Jail Beds: 400 Available for Contract to Corrections: 360 <b>Percent of Total Beds Available: 90%</b>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 20</li> <li>• Number of inmate jobs available = 25</li> <li>• Programs:                         <ul style="list-style-type: none"> <li>• 29-week substance abuse cell study (<i>provided by jail staff</i>)</li> <li>• 6 Month Residential Substance Abuse Treatment Program (<i>64 inmates housed in two housing units</i>)</li> <li>• Alcoholics Anonymous (<i>provided by volunteers</i>)</li> <li>• Basic Computer Skills (<i>local school district</i>)</li> <li>• Anger Management (<i>provided by Lankford &amp; Assoc</i>)</li> <li>• Arts &amp; Crafts (<i>provided by inmate volunteers</i>)</li> <li>• Culinary Arts (<i>supervised by jail staff</i>)</li> <li>• Basic Finance Class (<i>provided by inmate volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• NIC Life Skills (<i>local school district</i>)</li> <li>• Mental Health (<i>provided by jail staff</i>)</li> <li>• Religious programs (<i>supervised by local volunteers</i>)</li> <li>• LDS 12-Step Substance Abuse Program (<i>supervised by local volunteers</i>)</li> </ul> </li> </ul>
FY'06 Contract Funding Paid \$2,578,802 Projected FY'07 Contract Payments \$5,560,848 <hr/> FY'06 Condition of probation housing Paid \$55,313	
UDC High School Graduates: 14 UDC G.E.D. Graduates: 0	
<b>Beaver County Community Service Projects or Other Savings To Taxpayers:</b> <ul style="list-style-type: none"> <li>• State inmate inside jobs - \$10,000/yr</li> </ul>	
<p>In November 2006, the Beaver County Jail completed a new addition for their facility, adding an additional 200 State Inmate beds. The jail is looking at expanding their programming opportunities for State Inmates. They are planning to provide additional vocational skills programs such as the building trades program. They have expanded their high school education classes, and are planning on adding college classes. The jail is committed to allowing inmates the opportunity to program, with the hope that they will return to the community in a better state than when they left.</p> <p>The Beaver County Jail is also the venue for Utah State Board of Pardons and Parole Hearings. The Board of Pardons usually conducts hearings for Utah State Inmates two days each month. Not only do the inmates who are housed in the Beaver County Jail appear for their hearings, but other State Inmates who are housed in other county jails are also scheduled to appear. The Beaver County Jail provides a central location for other inmates to be transported for their hearings.</p> <p>The Beaver County Jail established their 6-month residential substance abuse treatment program in 2001. The Chaparral Program meets the A.S.A.M. criteria for treatment by providing Community Living, Group Therapy, Individual Counseling, Life Skills Classes, Drug Education Classes, Release Planning and Weekly Treatment Team Reviews.</p> <p>Starting early in January 2007, the Beaver County Jail will operate an outside work crew to assist the county and other government agencies with various projects in Beaver County. Additional outside work crews are planned for the near future and inmate crews will be providing labor for many projects in the area. Beaver County Jail Staff anticipates that between 15 and 30 inmates will be used for various work crews. Information concerning savings to the County and the number of work hours provided by inmate work crews will be reported next year.</p>	

<p><b>BOX ELDER COUNTY</b></p> <p>Total Jail Beds: 164          Available for Contract to Corrections: 30  <b>Percent of Total Beds Available: 18%</b></p> <p>FY'06 Contract Funding Paid \$558,963          Projected FY'07 Contract Payments \$463,404</p> <hr/> <p>FY'06 Condition of probation housing Paid \$211,820</p> <hr/> <p>UDC High School Graduates: 30          UDC G.E.D. Graduates: 6</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 31</li> <li>• Number of inmate jobs available = 16</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• Anger Management (<i>provided by the Institute of Northern Utah</i>)</li> <li>• Substance Abuse (<i>provided by the Institute of Northern Utah</i>)</li> <li>• Work Release (<i>supervised by jail staff</i>)</li> <li>• Community Work Projects (<i>supervised by UDC staff</i>)</li> <li>• NIC Life Skills (<i>provided by local school district</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• High School/GED (<i>provided by local school district</i>)</li> <li>• Basic Computer Skills (<i>supervised by jail staff</i>)</li> <li>• Job Skills (<i>provided by the Institute of Northern Utah</i>)</li> <li>• Money Management (<i>provided by the Institute of Northern Utah</i>)</li> <li>• Parenting (<i>supervised by jail staff</i>)</li> </ul> </li> </ul>
<p><u>Box Elder County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Sheriff's Dept. Building and Grounds - \$120,000/year</li> <li>• Inmate Work Crew Internal Labor in the Facility - \$102,000/year</li> </ul>	
<p>Box Elder County manages a work release program for county inmates as well as providing work release beds for State Half-Way Out/Half-Way Back Offenders. These programs assist the offender in maintaining stable employment to assist in their return to the community.</p> <p>The Box Elder County Community Service Program maintains inmate work programs intended to prepare inmates for successful integration into our communities. Work programs benefit the inmate by teaching or reinforcing positive work habits. The program benefits the community by providing labor to accomplish tasks that may otherwise need to be funded by taxpayers.</p> <p>Box Elder County has been very successful in the High School/G.E.D. program. Currently, there are 22 enrolled seeking their high school diplomas and 22 seeking their G.E.D.</p>	

**Utah Department of Corrections Jail Programs 7**

<p><b>CACHE COUNTY</b></p> <p>Total Jail Beds: 360          Available for Contract to Corrections: 83  <b>Percent of Total Beds Available: 23%</b></p> <p>FY'06 Contract Funding Paid          \$1,388,646          Projected FY'07 Contract Payments          \$1,282,084</p> <hr/> <p>FY'06 Condition of probation housing Paid          \$344,132</p> <hr/> <p>UDC High School Graduates: 16          UDC G.E.D. Graduates: 10</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 41</li> <li>• Number of inmate jobs available = 58</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• NIC – Thinking for a Change (<i>provided by jail staff</i>)</li> <li>• 29 Week Substance Abuse Cell Study (<i>provided by jail staff</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Outside program – Onsite Greenhouse Opening Spring 2007 (<i>Provided by local volunteers</i>)</li> <li>• Project REALITY (<i>provided by jail staff</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Humanitarian Projects (<i>LDS Relief Society</i>)</li> <li>•</li> <li>• Family History (<i>Provided by LDS Volunteers</i>)</li> <li>• Parenting (<i>Provided by Child &amp; Family Services</i>)</li> <li>• Father's Literacy Program (<i>provided by local volunteers</i>)</li> <li>• C.A.P.S.A. Domestic Violence Response (<i>provided by local volunteers</i>)</li> <li>• ARP-Heart to Heart (<i>provided by local volunteers</i>)</li> <li>• Music Therapy (<i>provided by local volunteers</i>)</li> <li>• Guitar &amp; Singing (<i>Provided by local volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Anger Management/Life Skills (<i>Bear River Mental Health</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• 12 Week Substance Abuse Program (<i>Bear River Mental Health</i>)</li> </ul> </li> </ul> <p><small>*Outside programs are Level 5 Class A Approved</small></p>
<p>Cache County Community Service Projects or Other Savings To Taxpayers: \$553,740/year</p>	
<p>Utah State Inmates are currently using 83 beds at the Cache County Jail. The jail also participates in the Halfway Out/Halfway Back program.</p> <p>Several new programs have been added this year. Inmates have the opportunity to fulfill their Offender Management Plan (OMP) requirements by participating in a variety of programs as listed above. The jail also promotes an inside work program with work in the kitchen, laundry, maintenance and also as tutors for school and life skills. An onsite greenhouse will open in Spring 2007, and will provide the inmates with jobs, horticulture skills, as well as the possibility of earning a Master Gardner Certificate.</p>	

<b>CARBON COUNTY</b>	
Total Jail Beds: 85 Available for Contract to Corrections: 12 <b>Percent of Total Beds Available: 14%</b>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 0</li> <li>• Number of inmate jobs available = 3</li> <li>• Programs:                         <ul style="list-style-type: none"> <li>• Intensive Out Patient Substance Abuse Program (<i>Four Corners Mental Health</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> </ul> </li> </ul>
FY'06 Contract Funding Paid \$110,582 Projected FY'07 Contract Payments \$185,362 <hr/> FY'06 Condition of probation housing Paid \$52,708	
UDC High School Graduates: 0 UDC G.E.D. Graduates: 0	
<u>Carbon County Community Service Projects or Other Savings To Taxpayers:</u>	
<ul style="list-style-type: none"> <li>• Inside Work Crew - \$2,190/year</li> </ul>	
<p>The Carbon County Jail continues to house county and state inmates. In addition, they house parolees that are ordered to complete the Shock Program. This program is offered in some jails where parolees are not allowed work release or any other type of release (such as therapy release or Half-way Back). The parolees are locked down for a period of time agreed upon by IPP, AP&amp;P, and the jail.</p> <p>Carbon County Jail allows inmates to work in the kitchen and as janitors inside the jail.</p>	

<b>DAGGETT COUNTY</b>	
Total Jail Beds: 110 Available for Contract to Corrections: 84 <b>Percent of Total Beds Available: 76%</b>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 26</li> <li>• Number of inmate jobs available = 40</li> <li>• Programs:                         <ul style="list-style-type: none"> <li>• Community Work Projects (<i>supervised by jail staff</i>)</li> <li>• Outside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Narcotics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Hobby Craft (<i>supervised by jail staff</i>)</li> <li>• Thinking for a Change (<i>provided by state trained personnel</i>)</li> <li>• Parenting (<i>provided by jail staff</i>)</li> <li>• HIV Awareness (<i>provided by jail staff</i>)</li> <li>• Alcohol Abuse (<i>provided by jail staff</i>)</li> <li>• Substance Abuse (<i>provided by jail staff</i>)</li> <li>• Tobacco Abuse (<i>provided by jail staff</i>)</li> </ul> </li> </ul>
FY'06 Contract Funding Paid \$1,111,662 Projected FY'07 Contract Payments \$1,297,531 <hr/> FY'06 Condition of probation housing Paid \$603	
UDC High School Graduates: 5 UDC G.E.D. Graduates: 0	
<p><u>Daggett County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Daggett School District Work Crew - \$9,000/year</li> <li>• USU – Building Trades - \$15,000/house</li> <li>• Inside work program - \$144,000/year</li> </ul>	
<p>Daggett County Jail has partnered with USU (Utah State University) to teach inmates home building skills and adult education classes for the year 2007. They are in the process of building several homes for the county, which will be used for first-time homebuyers. .</p> <p>With the help of Daggett's School District Superintendent, Daggett County Jail has restructured their high school classes, which has become much more successful than in the past. They are, once again, looking forward to achieving their goals.</p>	



<b>DAVIS COUNTY</b>	
Total Jail Beds: 776	<ul style="list-style-type: none"> <li>• Number of inmate jobs available = 0</li> <li>• Programs (when contracting):                             <ul style="list-style-type: none"> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• High School/GED (<i>Davis County School District</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Narcotics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Basic Computer Skills (<i>Davis Applied Tech Center</i>)</li> <li>• Life Skills (<i>Davis Applied Tech Center</i>)</li> <li>• Self Esteem (<i>provided by local volunteers</i>)</li> <li>• Job Seeking Skills (<i>provided by Workforce Services &amp; D.A.T.C.</i>)</li> <li>• Anger Management (<i>Davis Applied Tech Center</i>)</li> <li>• English as Second Language (<i>Davis County School District</i>)</li> </ul> </li> </ul>
Available for Contract to Corrections: 103	
<b>Percent of Total Beds Available: 13%</b>	
FY'06 Contract Funding Paid \$65,046	
Projected FY'07 Contract Payments \$1,591,020	
FY'06 Condition of probation housing Paid \$1,400,216	
<p>Davis County recently expanded their jail, and the Open House was held December 13, 2006. This expansion increased their available beds from 484 to 776. The Department of Corrections contracted for three female beds in the facility during December 2006. In 2007, the Davis County Jail will increase their state inmate beds to 50 female beds in January and 50 male beds in March.</p>	

<b>DUCHESNE COUNTY</b>	
Total Jail Beds: 220 Available for Contract to Corrections: 155 <b>Percent of Total Beds Available: 70%</b>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 26</li> <li>• Number of inmate jobs available = 82</li> <li>• Programs:                         <ul style="list-style-type: none"> <li>• Building Trades (<i>Uintah Basin Applied Tech. Center</i>)</li> <li>• NIC Life Skills (<i>provided by jail staff</i>)</li> <li>• Residential Substance Abuse Treatment Program (<i>provided by Lankford &amp; Associates</i>)</li> <li>• Basic Computer Skills (<i>local school district</i>)</li> <li>• Outside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• High School (<i>local school district</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Utah State University (<i>Satellite College Classes</i>)</li> <li>• Substance Abuse Cell Study Program (<i>provided by IPP personnel</i>)</li> <li>• Alcoholics and Narcotics Anonymous (<i>supervised by inmate mentors</i>)</li> <li>• Genealogy Program (<i>provided by local volunteers</i>)</li> </ul> </li> </ul>
FY'06 Contract Funding Paid \$2,248,123 Projected FY'07 Contract Payments \$2,394,254 <hr/> FY'06 Condition of probation housing Paid \$52,684	
UDC High School Graduates: 22 UDC G.E.D. Graduates: 0	
<p><u>Duchesne County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Community Maintenance Jobs – approx. \$54,900/year</li> <li>• Building Trades – Approx. \$118,140/year</li> <li>• County Fair – Approx. \$1,600/year</li> <li>• Inside work program - \$584,896/year</li> </ul> <p>All figures were based on man-hours worked at minimum wage.</p>	
<p>The vocational skills program continues to provide inmates with successful projects through their building trades program. The inmates finished construction on the new Justice Courthouse and the satellite Sheriff's Office in Roosevelt. They are also continuing their low income housing construction project on site at the jail.</p> <p>Duchesne has also added a residential substance abuse treatment program. The program is provided by Don Lankford and Associates. Don Lankford is well respected by the Department of Corrections from which he retired in the summer of 2005. This program meets the requirements for the Offenders Management Action Plan (MAP) and has also created two AA and NA classes per week, which are supervised by the inmate mentors of the substance abuse program.</p>	

**Utah Department of Corrections Jail Programs 12**

<p><b>EMERY COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 96</p> <p style="text-align: right;">Available for Contract to Corrections: 0</p> <hr/> <p style="text-align: right;"><b>Percent of Total Beds Available: 0%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$0</p> <p style="text-align: right;">Projected FY'07 Contract Payments \$0</p> <hr/> <p style="text-align: right;">FY'06 Condition of probation housing Paid \$32,035</p>	<p>The Emery County Jail currently houses no State Contract Inmates. However, they do participate in condition of probation housing.</p>
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<b>GARFIELD COUNTY</b>	
<p>Total Jail Beds: 110                  Available for Contract to Corrections: 95  <b>Percent of Total Beds Available: 86%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid                  \$1,423,264                  Projected FY'07 Contract Payments                  \$1,467,446</p> <hr/> <p style="text-align: right;">FY'06 Condition of probation housing Paid                  \$15,993</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 22</li> <li>• Number of inmate jobs available = 45</li> <li>• Programs :                         <ul style="list-style-type: none"> <li>• Pre-Treatment Substance Abuse (<i>supervised by jail staff</i>)</li> <li>• Utah State University College Program (<i>facilitated by USU Staff member</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Outside Work Program (<i>supervised by jail staff</i>)</li> <li>• Basic Computer Skills (<i>local school district</i>)</li> <li>• Corrections Learning Network Program (<i>supervised by local school district</i>)</li> <li>• Auto-CAD Classes (<i>local school district</i>)</li> <li>• Family History Program (<i>supervised by local volunteers</i>)</li> <li>• Culinary Arts (<i>supervised by jail staff</i>)</li> <li>• Hobby Craft (<i>supervised by jail staff</i>)</li> <li>• English as a Second Language (<i>local school district</i>)</li> </ul> </li> </ul>
<p><u>Garfield County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Inside work program - \$125,100/year</li> </ul>	
<p>The Garfield County Jail has obtained approval to add 80 new beds. Groundbreaking should take place in Spring 2007. The jail administration plans to increase the population of State inmates when the construction is complete. The expected completion date is: Spring, 2008. Additional programming space is in the building plans, and a larger variety of programs will become available.</p> <p>The educational programming is exceptional at the Garfield County Jail. At this time, there are over 30 inmates participating in the Utah State University Program. There are currently 27 inmates enrolled in the high school classes available, including English as a Second Language, G.E.D., and other curriculum courses. The new Auto-Cad course is a big success, with all spaces currently filled in both the beginning and advanced classes.</p> <p>The outside work programs have been discontinued.</p>	

**Utah Department of Corrections Jail Programs 14**

<p><b>GRAND COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 50 Available for Contract to Corrections: 9</p> <p><b>Percent of Total Beds Available: 18%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$101,314</p> <p style="text-align: right;">Projected FY'07 Contract Payments \$139,021</p> <hr style="width: 20%; margin-left: auto; margin-right: 0;"/> <p style="text-align: right;">FY'06 Condition of probation housing Paid \$60,982</p> <hr style="width: 20%; margin-left: auto; margin-right: 0;"/> <p style="text-align: right;">UDC High School Graduates: 0 UDC G.E.D. Graduates: 0</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 0</li> <li>• Number of inmate jobs available = 6</li> <li>• Programs :             <ul style="list-style-type: none"> <li>• Outside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Religious Program (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• High School/GED (<i>Arches Education</i>)</li> </ul> </li> </ul>
<p><u>Grand County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Inside Jobs Include: Janitor/Tier Workers/Laundry/Cooks/Dishwashers – \$25,875/yr</li> </ul>	
<p>Veronica Bullock has been promoted as the new Grand County Jail Commander, and has worked closely with her staff and the IPP Coordinator to see that the jail has been properly staffed and maintained.</p> <p>Grand County has participated in the regionalization program through the halfway back and halfway out programs. This has been accomplished with open communication through the Grand County Sheriffs Office, Moab AP&amp;P Office, and the IPP Coordinator.</p>	

<p><b>IRON COUNTY</b></p> <p>Total Jail Beds: 186          Available for Contract to Corrections: 0  <b>Percent of Total Beds Available: 0%</b></p> <p>FY'06 Contract Funding Paid \$5,925          Projected FY'07 Contract Payments \$0</p> <hr/> <p>FY'06 Condition of probation housing Paid \$279,267</p>	<p>Legislation passed in 2002 required that 15 state contract inmates be housed in Iron County Jail. However, due to lack of bed space, this number has been reduced to zero.</p>
<p><b>JUAB COUNTY</b></p> <p>Total Jail Beds: 54          Available for Contract to Corrections: 8  <b>Percent of Total Beds Available: 15%</b></p> <p>FY'06 Contract Funding Paid \$51,254          Projected FY'07 Contract Payments \$123,574</p> <hr/> <p>FY'06 Condition of probation housing Paid \$92,534</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 3</li> <li>• Number of inmate jobs available = 8</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• GED (<i>provided by Juab School District</i>)</li> <li>• LDS 12-Step (<i>provided by volunteers</i>)</li> <li>• Alcoholics Anonymous Meetings (<i>provided by local volunteers</i>)</li> <li>• Family Home Evening (<i>provided by local volunteers</i>)</li> <li>• Church Services (<i>provided by local volunteers</i>)</li> </ul> </li> </ul>
<p><u>Juab County Community Service Projects or Other Savings To Taxpayers:</u></p>	
<ul style="list-style-type: none"> <li>• Inside Jobs: \$29,994.00/April 6 through June 6</li> </ul>	
<p>The Juab County Jail began housing state inmates in April 2006. The jail also accepts parolees on halfway out or halfway back status. Parolees on halfway back or halfway out status are supervised by AP&amp;P and are allowed to leave the jail during the day to work for the private sector and/or attend therapy, but must return to the jail in the evening. Parolees participating in this program become stabilized in the community before they are released.</p> <p>Inmates have the opportunity to work as trustees in the jail, either in the kitchen or doing janitorial work. They also have the opportunity to fulfill their mapping requirements by attending GED, LDS 12-Step and AA. Family Home Evening and church services are also available.</p>	

<p><b>KANE COUNTY</b></p> <p>Total Jail Beds: 22          Available for Contract to Corrections: 11  <b>Percent of Total Beds Available: 50%</b></p> <p>FY'06 Contract Funding Paid \$163,651          Projected FY'07 Contract Payments \$169,915          FY'06 Condition of probation housing Paid \$25,859</p> <hr/> <p>UDC High School Graduates: 2          UDC G.E.D. Graduates: 0</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 0</li> <li>• Number of inmate jobs available = 11</li> <li>• Number of inmate paid jobs available = 1</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• High School/GED (<i>provided by local school district</i>)</li> <li>• Religious Services (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous Meetings (<i>provided by local volunteers</i>)</li> <li>• NIC Thinking for a Change (<i>provided by a local volunteer as needed</i>)</li> <li>• Inside Inmate Work (<i>supervised by jail staff</i>)</li> </ul> </li> </ul>
<p><u>Kane County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Inmate work inside the facility – \$41,000/year</li> </ul> <p>Each inmate is assigned to take care of their living area, make their beds, clean (dust, mop, etc.) and is rated each month on their work performance and attitude.</p> <p>There is one paid inmate worker who takes care of many assignments in the jail. This is such a vital part of the jail operation, the jail staff does not like the inmate moved (even for a day) for Board hearings or other reasons. This inmate handles food service and laundry for other inmates, general janitorial work, and many other services as requested by staff.</p>	
<p>At the present time, Kane County Jail offers only 11 state contract beds. The jail is used for inmates who have special housing needs, including the need for safety. Some of the inmates at the Kane County Jail were former officers who would be unsafe in a larger institution.</p> <p>The Kane County School District provides a teacher to assist state inmates with their educational needs at the jail. Over the years, this teacher has been successful in assisting several inmates graduate with a high school degree or a G.E.D. There have been several cases where the inmates were not doing well with their educational efforts prior to moving to the Kane County Jail, but with the individualized help provided at this facility, they made significant progress in school.</p>	

<p><b>MILLARD COUNTY</b></p> <p>Total Jail Beds: 115          Available for Contract to Corrections: 60  <b>Percent of Total Beds Available: 52%</b></p> <p>FY'06 Contract Funding Paid \$860,027          Projected FY'07 Contract Payments \$926,808          FY'06 Condition of probation housing Paid \$99,602</p> <hr/> <p>UDC High School Graduates: 9          UDC G.E.D. Graduates: 5</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 10</li> <li>• Number of inmate jobs available = 26</li> <li>• Programs :             <ul style="list-style-type: none"> <li>• NIC Life Skills <i>(provided by jail staff)</i></li> <li>• Outside Work Programs <i>(supervised by jail staff)</i></li> <li>• Religious Program <i>(provided by volunteers)</i></li> <li>• Alcoholics Anonymous <i>(provided by volunteers)</i></li> <li>• High School/GED <i>(local school district)</i></li> <li>• Basic Computer Skills <i>(local school district)</i></li> <li>• Inside Work Programs <i>(supervised by jail staff)</i></li> <li>• 29-week Substance Abuse cell study <i>(provided by jail staff)</i></li> <li>• Residential Substance Abuse Program <i>(16 inmates housed in one housing unit)</i></li> </ul> </li> </ul>
<p><u>Millard County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Outside work for Millard county – \$15,360/yr</li> <li>• Inside jobs include: Janitor/Tier workers/Laundry/Cooks/Car Wash -\$15,120/year</li> </ul>	
<p>Millard County Jail is one of only a few county jails providing treatment for offenders with substance abuse history and/or substance related crimes. The program is called Starting-Over and runs for six to nine months. Offenders are assessed and diagnosed to determine need for treatment. They use a modified Therapeutic Community (TC) approach. Community members use positive peer pressure to hold each other to a higher standard.</p> <p>A key characteristic of a TC is the ability to adjust to changes necessary for personal growth. These changes come about by being held accountable for behavior (something very foreign to many offenders). The TC is separate from general population. They have a philosophy, motto, and cardinal rules to help govern the direction of treatment. Each community member holds a job (mostly unpaid) as part of the treatment. Addiction is viewed as a disorder of the whole person and treatment revolves around mental and social functioning issues, poor impulse control, thinking errors, as well as educational deficits.</p> <p>In order to facilitate the classes and groups, peers hold daily morning and evening meetings, seminars, and special topic classes throughout the week. Staff members monitor and assist on a regular basis. Weekly group therapy and monthly individual therapy are paramount as an agent for change. As with any treatment, change is a personal choice. Millard County Jail offers offenders skills to help reduce the risk for relapse, thereby reducing recidivism.</p> <p>Residents of Start-Over Program give back to the community by crocheting afghans, hats, booties, etc., that are donated to the local hospital, Newborns in Need, and other organizations.</p> <p>The Millard County Jail also has a Road Crew that enables inmates to learn valuable lessons in responsibility and accountability. The crewmembers must be on time, work hard, and interact appropriately with supervisors and co-workers.</p> <p>Adult education is an important program in the jail. In 2006, there were nine state inmates that received high school diplomas and five that received GED Certificates.</p>	



<p><b>MORGAN COUNTY</b></p> <p>Total Jail Beds: 0 Available for Contract to Corrections: 0 <b>Percent of Total Beds Available: 0%</b></p> <p>FY'06 Contract Funding Paid \$0 Projected FY'07 Contract Payments \$0</p> <hr/> <p>FY'06 Condition of probation housing Paid \$28,778</p>	<p><b>NOTE: Morgan County does not have a jail. Morgan County offenders who are sentenced to serve jail time are transported to either Weber County or Davis County Jail. Condition of probation housing at either Weber or Davis Counties is paid directly to Morgan County. They reimburse Weber or Davis County for that housing.</b></p>
<p><b>PIUTE COUNTY</b></p> <p>Total Jail Beds: 0 Available for Contract to Corrections: 0 <b>Percent of Total Beds Available: 0%</b></p> <p>FY'06 Contract Funding Paid \$0 Projected FY'07 Contract Payments \$0</p> <hr/> <p>FY'06 Condition of probation housing Paid \$0</p>	<p><b>NOTE: Piute County does not have a jail. Piute County offenders who are sentenced to serve jail time are transported to Sevier County Jail. Condition of probation housing funding provided to Piute County is paid directly to Sevier County for that housing.</b></p>
<p><b>RICH COUNTY</b></p> <p>Total Jail Beds: 7 Available for Contract to Corrections: 0 <b>Percent of Total Beds Available: 0%</b></p> <p>FY'06 Contract Funding Paid \$0 Projected FY'07 Contract Payments \$0</p> <hr/> <p>FY'06 Condition of probation housing Paid \$4,384</p>	<p>The Rich County Jail currently houses no State Contract Inmates. However, they do participate in condition of probation housing.</p>

<p><b>SALT LAKE COUNTY</b></p> <p>Total Jail Beds: 2000                  Available for Contract to Corrections: 0  <hr/> <b>Percent of Total Beds Available: 0%</b></p> <p>FY'06 Contract Funding Paid                  \$0                  Projected FY'07 Contract Payments                  \$0  <hr/>                 FY'06 Condition of probation                  housing Paid                  \$2,429,599</p>	<p>Due to a critical shortage of bed space at the Salt Lake County Jail, they do not contract with the Department of Corrections for State Inmates. However, they do participate in condition of probation housing.</p>
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<p><b>SAN JUAN COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 103 Available for Contract to Corrections: 70</p> <hr/> <p><b>Percent of Total Beds Available: 68%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$1,003,365</p> <p style="text-align: right;">Projected FY'07 Contract Payments \$1,081,276</p> <hr/> <p style="text-align: right;">FY'06 Condition of probation housing Paid \$83,922</p> <hr/> <p>UDC High School Graduates: 7 UDC G.E.D. Graduates: 0 USU College Graduates: 4</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 5</li> <li>• Number of inmate jobs available = 21</li> <li>• Programs :             <ul style="list-style-type: none"> <li>• NIC Life Skills <i>(provided by local school district)</i></li> <li>• Self-Esteem <i>(local volunteers)</i></li> <li>• Sex Offender Therapy <i>(San Juan Counseling)</i></li> <li>• Alcoholics Anonymous <i>(provided by local volunteers)</i></li> <li>• Outside Work Programs <i>(supervised by jail staff)</i></li> <li>• Religious Program <i>(provided by local volunteers)</i></li> <li>• USU College Program <i>(Grant from Legislature)</i></li> <li>• High School/GED <i>(local school district)</i></li> <li>• Inside Work Programs <i>(supervised by jail staff)</i></li> </ul> </li> </ul>
<p><u>San Juan County Community Service Projects or Other Savings To Taxpayers:</u></p> <p>Inmate Work Crews performed the following projects:</p> <ul style="list-style-type: none"> <li>• Monticello City - Groundskeepers at the County Courthouse, Public Safety Building, County Library, and Museum = \$36,288/year</li> <li>• Fence Building Project Bluff – Montezuma Creek - \$12,600/yr</li> </ul>	
<p>The San Juan County Jail has a well-disciplined and professional staff, with the capability of assisting the inmates in maintaining harmony in the facility. The jail also has a strong group of volunteers, as well as paid civilians, from the community who assist in the various educational and therapeutic programs.</p> <p>San Juan County Jail houses 65 to 75 State Inmates. While at the facility the inmates are able to participate in the Sex Offender Treatment Program, Blue Mountain Academy High School, Utah State University, Life Skills Program, and the Why Try Program; as well as work programs inside and outside the facility. These work programs include culinary, janitorial, laundry, maintenance, tutoring at the high school, teaching assistants at the college, web page design, map making, grounds keeping, snow removal and cleanup crews.</p>	

<b>SANPETE COUNTY</b>	
Total Jail Beds: 44 Available for Contract to Corrections: 4 <b>Percent of Total Beds Available: 9%</b>  FY'06 Contract Funding Paid \$49,091 Projected FY'07 Contract Payments \$61,787 <hr/> FY'06 Condition of probation housing Paid \$53,407  <hr/> UDC High School Graduates: 0 UDC G.E.D. Graduates: 0	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 0</li> <li>• Number of inmate jobs available = 2</li> <li>• Programs :                     <ul style="list-style-type: none"> <li>• Outside Work Programs <i>(supervised by jail staff)</i></li> <li>• Religious Program <i>(provided by local volunteers)</i></li> <li>• Alcoholics Anonymous <i>(provided by local volunteers)</i></li> <li>• Inside Work Programs <i>(supervised by jail staff)</i></li> <li>• Life Skills <i>(provided by CUCF Staff)</i></li> <li>• Hobby Craft <i>(supervised by local volunteers)</i></li> </ul> </li> </ul>
<u>Sanpete County Community Service Projects or Other Savings To Taxpayers:</u>	
<ul style="list-style-type: none"> <li>• Snow removal and yard care - \$412/yr</li> </ul>	
<p>The Sanpete County Jail currently houses up to 4 state inmates. Because of the small size of the jail, the Department of Corrections uses it to place inmates with special needs or local inmates for regionalization. In the Spring of 2007, Sanpete County plans to build a new jail that would allow the state to house approximately 55 inmates. The expected completion date is June 2008.</p> <p>Currently, the jail has two inside work positions for state inmates. The positions are for kitchen, janitorial and outside yard work. .</p>	

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<p><b>SEVIER COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 148 Available for Contract to Corrections: 74</p> <p><b>Percent of Total Beds Available: 50%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$1,042,342</p> <p style="text-align: right;">Projected FY'07 Contract Payments \$1,143,063</p> <hr style="width: 20%; margin-left: auto; margin-right: 0;"/> <p style="text-align: right;">FY'06 Condition of probation housing Paid \$180,316</p> <hr style="width: 20%; margin-left: auto; margin-right: 0;"/> <p style="text-align: right;">UDC High School Graduates: 4 UDC G.E.D. Graduates: 0</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 22</li> <li>• Number of inmate jobs available = 42</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• NIC Life Skills <i>(provided by local school district)</i></li> <li>• Substance Abuse Class <i>(provided by Sheriff's Dept Staff)</i></li> <li>• <b>Alcoholic's Anonymous</b> – <i>(provided by Sheriff's Dept Staff)</i></li> <li>• <b>Narcotic's Anonymous</b> – <i>(provided by Sheriff's Dept Staff)</i></li> <li>• Outside Work Programs <i>(supervised by jail staff)</i></li> <li>• High School/GED <i>(local school district)</i></li> <li>• Inside Work Programs <i>(supervised by jail staff)</i></li> <li>• Religious Program <i>(provided by local volunteers)</i></li> <li>• Hobby Craft <i>(supervised by jail staff)</i></li> </ul> </li> </ul>
<p><u>Sevier County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Outside work programs - \$27,768.24/year</li> </ul>	
<p>At the beginning of 2007, Sevier County Jail will be starting the AA and NA Programs.</p> <p>The A+ Program has been very successful in the short time it has been offered by the Sevier County Jail (in cooperation with the Sevier School District). It is a computer-based program, which allows inmates the ability to earn their High School Diploma or G.E.D. It also allows inmates to work at their own pace on individual subjects needed for graduation. Credits earned are easily transferred to other facilities. There were 4 graduates from the program this past year.</p>	

<p><b>SUMMIT COUNTY</b></p> <p>Total Jail Beds: 103          Available for Contract to Corrections: 41  <b>Percent of Total Beds Available: 40%</b></p> <p>FY'06 Contract Funding Paid \$481,982          Projected FY'07 Contract Payments \$633,319          FY'06 Condition of probation housing Paid \$41,467</p> <hr/> <p>UDC High School Graduates: 0          UDC G.E.D. Graduates: 5</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 10</li> <li>• Number of inmate jobs available = 19</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• Mental Health (<i>provided by Valley Mental Health</i>)</li> <li>• Anger Management (<i>provided by Valley Mental Health</i>)</li> <li>• Substance Abuse Class (<i>Valley Mental Health</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>individual and group counseling provided by local volunteers</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Life Skills (<i>provided by Valley Mental Health</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Ten Days to Change Your Life (<i>cell study program</i>)</li> <li>• 29 week Substance Abuse (<i>cell study program</i>)</li> <li>• Substance Abuse Class (<i>provided by local volunteers</i>)</li> <li>• Life Skills CAPS Booklets (<i>supervised by jail staff</i>)</li> <li>• Peak Rediness Discovery (<i>supervised by jail staff</i>)</li> </ul> </li> </ul>
<p><u>Summit County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Inside work program = \$60,000/year</li> <li>• Outside work program = \$15,000/year</li> </ul>	
<p>The Summit County Jail has an inside work program for UDC inmates. Jobs include: laundry, kitchen, and janitorial. Outside work crews perform snow shoveling and laundry cleaning services for hotels.</p> <p>Wasatch County School District provides educational opportunities to the state inmates at Summit county jail. These classes include GED preparation and high school.</p> <p>As of January 1, 2007 a new life skills program was added to those already offered. It is called Peak Readiness Discovery. The emphasis of the class is "Your choices create your future. In that future education, work, money and lifestyle are all connected and you decide." The class will help prepare the offender for release from prison. It teaches fiscal responsibility and shows offenders how to prepare a budget to include housing, food, clothing, auto, insurance, monthly and annual expenses.</p>	

<b>TOOELE COUNTY</b>	
Total Jail Beds: 112	Tooele County Jail participates in condition of probation housing. The contract to house State Inmates expired on June 30, 2004 and has not been reissued due to a shortage of bed space at their jail.
Available for Contract to Corrections: 0	
<b>Percent of Total Beds Available: 0%</b>	
FY'06 Contract Funding Paid \$0	
Projected FY'07 Contract Payments \$0	
FY'06 Condition of probation housing Paid \$171,656	

<p><b>UINTAH COUNTY</b></p> <p>Total Jail Beds: 104          Available for Contract to Corrections: 32  <b>Percent of Total Beds Available: 31%</b></p> <p>FY'06 Contract Funding Paid          \$466,366          Projected FY'07 Contract Payments          \$494,298</p> <hr/> <p>FY'06 Condition of probation housing Paid          \$155,397</p> <hr/> <p>UDC High School Graduates: 10          UDC G.E.D. Graduates: 7</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 1</li> <li>• Number of inmate jobs available = 21</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• Narcotics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• Relapse Prevention (<i>provided by local volunteers</i>)</li> <li>• Chemical Dependency (<i>provided by local volunteers</i>)</li> <li>• High School/GED (<i>provided by Uintah School Dist</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Outside Work Program (<i>supervised by jail staff</i>)</li> <li>• Substance Abuse Cell Study (<i>supervised by jail staff</i>)</li> <li>• Parenting Cell Study (<i>supervised by jail staff</i>)</li> <li>• HIV/AIDS Cell Study (<i>supervised by jail staff</i>)</li> <li>• Alcohol Abuse Cell Study (<i>supervised by jail staff</i>)</li> <li>• National Institute of Corrections Classes (<i>provided via satellite or cell study</i>)</li> <li>• Victimology (<i>provided and supervised by jail staff and Uintah School District</i>)</li> <li>• Automotive Service Excellence – All areas required for ASE Certification (<i>provided and supervised by jail staff and Uintah School District</i>)</li> <li>• WMC Welding Courses (<i>provided and supervised by jail staff</i>) <i>See below</i></li> <li>• Corrections Learning Network (<i>supervised by jail staff</i>) <i>See below</i></li> </ul> </li> </ul>
<p><u>Uintah County Community Service Projects or Other Savings To Taxpayers:</u></p> <ul style="list-style-type: none"> <li>• Inside work program - \$100,800/year</li> <li>• Outside work program - \$77,400/year</li> </ul>	
<p>The Outside Work Program, which began two years ago, currently uses 6 to 10 state inmates for approximately 4 days a week to assist the State, Federal and County entities. The program will be expanded in the future to employ more inmates and will increase to full time.</p> <p>Corrections Learning Network provides: Anger Control Training, Parenting from the Inside, Parenting with Dignity (Spanish Version), Practical Math for Independent Living, Career Transitions, Get the Buzz on Bizz! Owing Your Own Business, Ticket to the Future, Know Thyself, You Can Quit (Smoking), Office XP, Resume Pro, and Victimology (a Cell Study Course).</p> <p>A new jail is in the planning stages, and groundbreaking should commence in 2007.</p>	



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<p><b>UTAH COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 566</p> <p style="text-align: right;">Available for Contract to Corrections: 0</p> <hr style="width: 100%;"/> <p style="text-align: right;"><b>Percent of Total Beds Available: 0%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$0</p> <p style="text-align: right;">Projected FY'07 Contract Payments \$0</p> <hr style="width: 100%;"/> <p style="text-align: right;">FY'06 Condition of probation housing Paid \$1,426,920</p>	<p>Utah County Jail participates in condition of probation housing. However, due to limited bed space, they do not participate in contract housing with the Department of Corrections.</p>
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<b>WASATCH COUNTY</b>	
Total Jail Beds: 90 Available for Contract to Corrections: 50 (All Contract Inmates are Female)	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 5</li> <li>• Number of inmate jobs available = 40</li> <li>• Programs:                         <ul style="list-style-type: none"> <li>• Outside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Life Skills (<i>volunteers</i>)</li> <li>• Community Work Projects (<i>supervised by jail staff</i>)</li> <li>• Basic Computer Skills (<i>Wasatch County School Dist</i>)</li> <li>• Narcotics Anonymous (<i>volunteers</i>)</li> <li>• Alcoholics Anonymous (<i>volunteers</i>)</li> <li>• Substance abuse program (<i>volunteers</i>)</li> <li>• 12-Step Program (<i>volunteers</i>)</li> <li>• Religious Programs (<i>volunteers</i>)</li> <li>• High School/GED (<i>Wasatch School Dist</i>)</li> <li>• Inside Work Programs (<i>supervised by jail staff</i>)</li> <li>• Job Seeking Skills (<i>volunteers</i>)</li> <li>• NIC Thinking for a Change (<i>Wasatch School Dist</i>)</li> </ul> </li> </ul>
<b>Percent of Total Beds Available: 56%</b>  FY'06 Contract Funding Paid \$738,526 Projected FY'07 Contract Payments \$772,340 <hr style="width: 50%; margin-left: auto; margin-right: 0;"/> FY'06 Condition of probation housing Paid \$140,176	
UDC High School Graduates: 7 UDC G.E.D. Graduates: 7	
<b>Wasatch County Community Service Projects or Other Savings To Taxpayers:</b> <ul style="list-style-type: none"> <li>• Inmate Road Crew in Salt Lake County- \$101,880/year</li> <li>• Outside Work Crew – \$133,200/year</li> <li>• Inside Work Programs - \$399,360/year</li> </ul>	
<p>The Wasatch County Jail has reached out to the community again this year. Inmates have been involved in several service projects throughout 2006. Through these projects, the jail has given back to the residents of the county and to people in other countries. All of the service projects are done on a volunteer basis, and the inmates are not only willing to help, but also contribute new ideas for service.</p> <p>This year, the jail made 150 school bags, which contained paper, pencils, rulers and either a matchbox car or a handmade doll. These bags were sent to Africa where our former Sheriff Michael Spanos was living. These bags will be passed out to the poverty stricken children who live in the small villages in Africa.</p> <p>The inmates also participated in a project for the homeless. They made hats, scarves and mittens from yarn they purchased. These items were then taken to Salt Lake City area shelters at Christmas time to be handed out to persons who are in need.</p> <p>The inmates who work in the kitchen made gingerbread houses again this year, to support the Wasatch/Summit Children's Justice Center. These gingerbread houses are displayed as part of the Swiss Christmas Celebration in Midway. The houses are then sold at auction to raise money for the center. The inmates' houses are always a highlight of the event and receive high honors and sell at top prices in the auction.</p> <p>There are two work crews at the jail. Jail staff supervises these work crews, who provide grounds keeping and cleaning of city/county-owned properties. One of the buildings they have worked hard on this year was the new event's center. They assisted in installing all of the seats in the building and have helped to lay and remove the portable flooring depending on the type of event held in the center.</p> <p>School is a top priority at the jail and we continue to have success with all the educational programs. In 2006, we had 7 inmates earn their high school diplomas from Wasatch High School, and 7 inmates earned their G.E.D.'s. This is not only a benefit to the inmates, but also to their families and the community. It opens many doors to them, which have been closed in the past. We plan on continuing these programs as well as others through the coming year.</p>	

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<p><b>WASHINGTON COUNTY</b></p> <p style="text-align: center;">Total Jail Beds: 460          Available for Contract to Corrections: 175  <b>Percent of Total Beds Available: 38%</b></p> <p style="text-align: center;">FY'06 Contract Funding Paid          \$2,788,169          Projected FY'07 Contract Payments          \$2,703,190</p> <hr/> <p style="text-align: center;">FY'06 Condition of probation          housing Paid          \$230,901</p> <hr/> <p style="text-align: center;">UDC High School Graduates: 12          UDC G.E.D. Graduates: 14</p>	<ul style="list-style-type: none"> <li>• Estimated Number of County Correctional Officer Jobs Created = 74</li> <li>• Number of inmate jobs available = 156</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• English as a Second Language <i>(provided by school district and inmate tutors)</i></li> <li>• Genealogy <i>(provided by volunteers)</i></li> <li>• Mental Health <i>(limited services provided by medical unit)</i></li> <li>• Culinary Arts <i>(provided by Dixie State College)</i></li> <li>• NIC Life Skills <i>(provided by DOC)</i></li> <li>• Substance Abuse Pretreatment Program <i>(program provided by DOC and volunteers)</i></li> <li>• Basic Computer Skills <i>(provided by school district)</i></li> <li>• Outside Work Program <i>(supervised by jail and DOC staff)</i></li> <li>• Narcotics Anonymous <i>(provided by volunteers)</i></li> <li>• Alcoholics Anonymous <i>(provided by volunteers)</i></li> <li>• Religious Programs <i>(provided by volunteers)</i></li> <li>• High School/GED <i>(provided by school district)</i></li> <li>• Inside Work Program <i>(supervised by jail staff)</i></li> <li>• Parenting <i>(part of substance abuse program and provided by DOC and volunteers)</i></li> </ul> </li> </ul>
<p><u>Washington County Community Service Projects or Other Savings To Taxpayers: \$815,000</u></p> <ul style="list-style-type: none"> <li>• Work Crew for Various City/County/State &amp; Federal agencies - \$200,000/year</li> <li>• Work Crew construction of the New Harmony &amp; St. George Libraries - \$160,000/year</li> <li>• Work Crew for Department of Transportation - \$60,000/year</li> <li>• Inside Work Crews for Laundry/Kitchen/Janitorial/Tutoring – (based on 40 inmates working in these areas) - \$395,000/year</li> </ul>	
<p>The Washington County Jail Staff supervises three work crews for inmates. A fourth inmate work crew is supervised by the Dept of Corrections' Industries (UCI) Program. UCI has contracted with the Dept of Transportation to clean up trash along the highways in southern Utah, and their crew of six to eight inmates makes a difference in how our highways look. Three county crews work for many government entities in Washington County. These crews are always busy at the area golf courses; setting up or putting away displays, chairs, etc. for conventions at the Dixie Center; improving, cleaning up, or repairing the hiking/biking trails in the St. George area or in Zion's Park; they have various work projects in Snow Canyon State Park, Quail Creek State Park and Sand Hollow State Park; and they pull weeds and do other work for the various city parks and cemeteries in Washington County.</p> <p>The inmates also provided construction labor in the building of the new public libraries in New Harmony and St. George. Inmates will also be used to assist in building the new State Public Safety Building just in front of the County Jail. The building is due to open in Spring 2007. The jail also intends to use the inmates on additional county construction jobs.</p> <p>The contract for the Nail File Program between UCI, Washington County Jail, and DHS Products was not renewed. Apparently DHS Products chose to out-source with China. The jail was reimbursed \$27,000.00 for the Nail File Project in 2006.</p> <p>The jail currently has 16 inmates enrolled in the Culinary Arts Program. The jail also has an outstanding gardening program that provides fresh produce for the jail.</p>	

<b>WAYNE COUNTY</b>	
Total Jail Beds: 0	<p><b>NOTE: Wayne County does not have a jail. Wayne County offenders who are sentenced to jail are transported to Sevier County Jail. Condition of probation housing payments are made to Wayne County and they reimburse Sevier County.</b></p>
Available for Contract to Corrections: 0	
<b>Percent of Total Beds Available: 0%</b>	
FY'06 Contract Funding Paid \$0	
Projected FY'07 Contract Payments \$0	
FY'06 Condition of probation housing Paid \$0	

**Utah Department of Corrections Jail Programs 30**

<p><b>WEBER COUNTY</b></p> <p style="text-align: right;">Total Jail Beds: 1210 Available for Contract to Corrections: 140</p> <hr/> <p><b>Percent of Total Beds Available: 12%</b></p> <p style="text-align: right;">FY'06 Contract Funding Paid \$1,963,521 Projected FY'07 Contract Payments \$2,162,552 <hr/>FY'06 Condition of probation housing Paid \$1,935,230</p> <hr/> <p style="text-align: right;">UDC High School Graduates: 9 UDC G.E.D. Graduates: 7</p>	<ul style="list-style-type: none"> <li>• Number of inmate jobs available = 127</li> <li>• Programs:             <ul style="list-style-type: none"> <li>• Alcoholics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Narcotics Anonymous (<i>provided by local volunteers</i>)</li> <li>• Religious Programs (<i>provided by local volunteers</i>)</li> <li>• HIV Awareness (<i>provided by local volunteers</i>)</li> <li>• High School/GED (<i>local school district</i>)</li> <li>• Life Skill Classes (<i>provided by UDC and jail staff</i>)</li> <li>• Work Programs (<i>supervised by jail staff</i>)</li> <li>• Substance abuse (<i>provided by Weber Human Services</i>)</li> <li>• Community Service (<i>supervised by jail staff</i>)</li> <li>• Residential Inpatient Program (<i>supervised by Weber Human Services</i>)</li> <li>• ½ Way Out Program (<i>supervised by jail staff and UDC staff</i>)</li> <li>• ½ Way Back Program (<i>supervised by jail staff and UDC staff</i>)</li> <li>• Work Restitution Program (<i>supervised by jail staff</i>)</li> </ul> </li> </ul>
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Weber County Community Service Projects or Other Savings To Taxpayers:

- Weber County Restitution Program: \$29,841/year
- UDC Inmate Work Programs - \$856,960/year

Weber County Jail manages a restitution program through their work release and their day reporting programs. Inmates, who are approved for the restitution program, volunteer and undergo an intensive screening and approval process.

The Residential Substance Abuse Program (RSAT) known as STOP (Supportive Treatment Options Program) has been very successful at the Weber County Jail this year. This program is Federally funded and administered by Weber Human Services, in cooperation with other local and state agencies. The program has been largely successful in meeting it's stated goals of reducing recidivism, reducing post-release criminal activity, and functioning in society without substance abuse. After care programs provided after an inmate is released continue to reinforce concepts learned in the in-patient phase.

The Weber County Kiesel Facility houses 3 crews of State Inmates that are assigned to work through Utah Correctional Industries (UCI). The UCI crews housed at the facility completed 30,083 hours of inmate labor. The Weber County Correctional Facility maintains inmate work programs intended to prepare inmates for successful reintegration into our communities. Work programs benefit the inmate by teaching or reinforcing positive work habits, locating and maintaining gainful employment, and payment of incarceration costs, court ordered restitution, fines and child support. Work programs benefit the community by providing labor to accomplish tasks that may otherwise need to be funded by taxpayers. UDC inmates have accounted for 167,857 hours of labor, an equivalent of 80 full-time employees.

Appendix E

Technical College Report to SDC



**Utah Department of Corrections Report  
March 3, 2010 to February 24, 2011**

**DATC Programs at Draper Facility**

**Wasatch**

**Automotive Technology 600 hours**

Enrollment on 2/23/11: AM=16, PM=18  
Graduated: 19

**Industrial Maintenance Technology 810 hours**

Enrollment on 2/23/11: AM=24, PM=23  
Graduated: 15

**Machine Tool Technology 420 hours**

Enrollment on 2/23/11: AM=5, PM=11  
Graduated: 18

**Office Technology 630 hours**

Enrollment on 2/23/11: AM=9, PM=16  
Graduated: 26

**Promontory**

**Culinary 1240 hours**

Enrollment on 2/23/11: 18  
Graduated: 2

**Timpanogos**

*Female*

**Culinary 1240 hours**

Enrollment on 2/23/11: 18  
Graduated: 2

*Female*

**Office Technology 630 hours**

Enrollment on 2/23/11: AM=19, PM=18  
Graduated: 11

**Successes:**

The DATC faculty and staff are very pleased to have successfully made it through the rigor of the start-up of vocational training at the Draper prison facility. We have learned an enormous amount about navigating within a correctional facility, and are very happy with the excellent support that we continue to receive. From a beginning of bare floors and walls, we now have seven training programs running in three facilities. Start-up monies have been expended and equipment is in place. We have completed an "intranet" to allow students to save work on a secure central server, and have implemented a computerized testing program. Processes have been refined through trial and error, and while we are always on the look-out for ways to improve, things are running quite smoothly.

Ninety-four inmates have earned certificates. Forty-nine of those have enrolled in a second, third or fourth program. One student who has been released has subsequently enrolled at the DATC. Many current students have indicated their intention to continue at the DATC upon release. DATC has eight very excellent teachers on staff, and feedback from students on the faculty has been extremely positive. The teachers are working very well with students, and are respected by them.

**Challenges:**

The most significant challenge that we face is the certainty of faculty turnover, as our instructors undoubtedly will seek full-time benefitted positions as they become available. This situation is of utmost concern, as we cannot run long-term high-quality training programs with unstable faculty positions. Most of our instructors have expressed the desire to continue to teach at the prison, but are unsure how long they can hang on under the current hourly, non-benefitted arrangement.

**Potential Expansion:**

Expanded Programs:  
Wasatch: Welding, Business, Plumbing  
Timpanogos: Business, Construction

Enrollment Hours 3/3/10 to 1/31/11	
Program	Hours
Automotive Technology	19,152
Business Technology	35,580
Culinary Arts	37,071
Industrial Maintenance	20,388
Machine Tool	15,957
<b>Total</b>	<b>128,148</b>

## CURRICULUM VITAE

### GREG BARTHOLOMEW

#### Home

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 St. George, UT 84770  
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 Email: [dxatcgreg@gmail.com](mailto:dxatcgreg@gmail.com)

#### Education

Ph.D. Summer, 2013, Utah State University - Department of Teacher Education and Leadership  
 Curriculum and Instruction. Dissertation: *Prison Education: An Educational Transition*  
 M.A. Spring, 1990, University of Nevada Las Vegas – English  
 B.A. Spring, 1988, University of Nevada Las Vegas – English

#### University-Technical College Positions

2012-present	Director of Industrial Programs Dixie Applied Technology College
2008-present	Director of Inmate Education Programs Dixie Applied Technology College
2005-present	Secondary and Post-Secondary SkillsUSA Advisor
2005-2012	Administrator/Instructor Residential Building Construction Management
2000-2001	Graduate Assistant, Utah State University

#### Secondary Teaching Experience

1994-2008	Snow Canyon High School, St. George, UT grades 10-12 – Subjects taught: English, Shakespeare, ESL, Youth in Custody, Choir, Madrigals, Building Construction, Wrestling
1990-1994	Pine View High School, St. George, UT grades 10-12 –Subjects taught: English, Applied Mathematics

#### Private Business Experience

1999-2007	National Forest Service Tower Construction - South Dakota, Montana, Wyoming, Colorado
2004-2008	U.S. Postal Service Contracts California, Texas, New Mexico
1985-1990	Support Services/Italian Linguist Federal Bureau of Investigation, Las Vegas, Nevada
1978-1981	Lab Technician Red River Commodities and Imperial Hybrid Sunflowers -Sunflower Research Center Fargo, North Dakota



## Research Interests

Corrections Education  
 Curriculum Theory  
 Anglo-Saxon Negotiations of Mediterranean Cultures  
 Using Cases to Promote Understanding  
 Using Literature to Promote Understanding  
 Alaskan Highway History and Construction  
 Cassiar Highway History and Construction  
 Early Western American and Canadian Explorers

## Professional Organizations

Utah Association of Career and Technical Educators	President Elect, President, Past President
Council on Occupational Education	National Team Accreditation Member
National Teachers of English	Member

## Publications Under Review

Bartholomew, G. (2012). Prison Education: An Educational Transition. *Dissertation Utah State University*.

## Presentations

Bartholomew, G. (2005). *Energy conservancy within the envelope*. UACTE Conference. Davis Applied Technology College.

Bartholomew, G. (2006). *Utilizing EFIS Technology*. UACTE Conference, Dixie Applied Technology College.

Bartholomew, G. (2007). *Restoring lath and plaster historic buildings in Manti, Utah*. Snow College.

Bartholomew, G. (2008). *Using building construction post-secondary correction education (PSCE) as a means of reducing recidivism*. Purgatory Correctional Facility, Washington County, Utah.

Bartholomew, G. (2009). *Utah Colleges of Applied Technology as partners with Utah State Department of Corrections in developing curriculum to reduce recidivism*. St. George, Utah.

Bartholomew, G. (2010). *Lighting trends in energy conservancy*. UACTE Conference Ogden Weber Applied Technology College.

Bartholomew, G. (2010). *Soybeans as insulating alternatives*. UACTE Conference Ogden Weber Applied Technology College.

Bartholomew, G. (2012). *Prison Education in Utah: An Educational Transition*. Utah State University.

Bartholomew, G. (2013). *Prison Education: An Educational Transition*. Utah State University.

## Grants Awarded

Miner Foundation. 2013. \$5000  
 Warner Truck Center SkillsUSA Travel Grant. 2013. \$5000  
 Association of General Contractors of Utah SkillsUSA Travel Grant. 2013. \$600  
 Lowe's SkillsUSA Team Works Grant. 2013 \$500

## Service

2005 United Way Remodel Project  
 2005 St. George Senior Citizen Center Construction  
 2006 Utah Housing Corporation New Home Construction  
 2007 Utah Housing Corporation New Home Construction  
 2008 Utah Housing Corporation New Home Construction  
 2008 Dove Center (Shelter for abused women and children) Remodel Project  
 2008 Utah Housing Corporation New Home Construction  
 2009 Utah Housing Corporation New Home Construction  
 2009 Purgatory Correctional Facility Search and Rescue Building Design  
 2009 Purgatory Correctional Facility Inmate Construction Curriculum  
 2010 Utah Housing Corporation New Home Construction  
 2011 St. George Centennial Celebration Historic Building Committee Member  
 2012 Children's Justice Center Playhouse Fundraiser  
 2012 Council on Occupational Education Accreditation Team Member Atlantic Technical College Fort Lauderdale, Florida  
 2013 Children's Justice Center Inmate Masonry Program Wall Construction  
 2013 Council on Occupational Education Accreditation Team Member Hacienda La Puente Adult Learning Center, La Puente, California

## Program Development and Facilitation

2005 Secondary Building Construction Curriculum  
 2009 Post-Secondary Correctional Education  
 90 hour concrete/foundations curriculum  
 90 hour framing methods curriculum  
 90 drywall hanging and installation curriculum  
 120 masonry curriculum  
 2012-present Wild Land Fire Training, Rural Water Association, Plumbing and Electrical Apprenticeships, Diesel Technician, Welding, Steel Fabrication, Customer Service  
 2013-present Design and implement Heating, Ventilation, and Air Conditioning Certification Curriculum with National Accreditation

## State of Utah Professional & Business

### Licenses

1990-present USOE Teaching license English Endorsement  
 2007-present USOE Carpentry Endorsement  
 2002-present ESL Endorsement Utah State University  
 1994-present B100 General Building Contractor Residential/Commercial  
 1994-present S270 General Drywall Contractor  
 1994-present S600 General Stucco Contractor  
 1994-present St. George City Business License

## Awards and Recognition

- 1982 Diamond D Award Dixie High School
- 1982 Utah State Wrestling State Champion
- 1982 Outstanding Wrestler State of Utah Award
- 1982 Eagle Scout Award - Boy Scouts of America
- 2004 Faculty Member Award Snow Canyon High School
- 2005 United Way Recognition Letter
- 2006 SkillsUSA Team Works Utah State Champion
- 2007 SkillsUSA Team Works Utah State Champion
- 2008 SkillsUSA Team Works Utah State Champion
- 2009 SkillsUSA Team Works Utah State Champion
- 2010 SkillsUSA Team Works Utah State Champion
- 2010 Faculty Member of the Year Award Dixie Applied Technology College
- 2011 SkillsUSA Customer Service Utah State Champion
- 2011 Washington County Sheriff Inmate Education Recognition Letter
- 2011 Chief Deputy Washington County Jail Inmate Recognition Letter
- 2012 Community Service Recognition Letter Utah State Governor Gary Herbert
- 2012 Community Service Recognition Letter Utah Colleges of Applied Technology President  
Robert Brems
- 2012 Community Service Recognition Letter
- 2012 Council on Occupational Education Accreditation Team Member Recognition Letter
- 2012 SkillsUSA Diesel Technology Utah State Champion
- 2012 SkillsUSA Team Works Utah State Champion
- 2012 SkillsUSA Community Service Utah State Champion
- 2012 SkillsUSA Residential Electrical Wiring Utah State Champion