



PROGRAMS AND ACTIVITIES

Tools for Managing
Inmate Behavior



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Contents

Foreword	v
Acknowledgments	vii
Chapter 1. The Value of Keeping Jail Inmates Productively Occupied	1
Chapter 2. The Administrator’s Role in Supporting Inmate Programs and Activities	5
Conveying the Importance of Activities and Programs	5
Establishing the Vision	6
Establishing Goals for Inmate Activities and Programs	6
Identifying and Engaging Stakeholders.....	9
Overcoming Barriers to Program Implementation.....	12
Demonstrating Administrative Commitment.....	18
Summary.....	21
Chapter 3. Planning, Implementing, and Evaluating Activities and Programs	23
Describing the Problem	23
Assessing Inmate Needs.....	24
Setting Goals and Defining Objectives.....	25
Selecting and Implementing Program Activities	26
Evaluating the Program.....	32
Summary.....	42
Chapter 4. Inmate Activities and Programs	43
Key Decisions in Selecting and Implementing a Program	44
Determining the Complexity and Cost of a Program	46

Bibliography	77
Appendix A. Worksheets	81
Appendix B. Logic Model Flowchart	97
Appendix C. Program Examples	101
Appendix D. Program Resources	107
Appendix E. Resources Produced by the National Institute of Corrections	113

Foreword

Violence, vandalism, and unsanitary conditions prevail in many jails nationwide, and they frustrate jail practitioners who must ensure the safety and security of inmates, staff, and the public. These conditions often result from insufficient attention to inmate behavior management, though over the past 25 years, important lessons about managing and controlling inmate behavior have emerged. One lesson is that a jail cannot control inmate behavior by focusing primarily on physical containment. Although physical security measures such as locks, steel doors, security glass, and alarm systems remain essential, a jail must actively manage inmate behavior to achieve a safe, clean, and secure environment.

Keeping inmates productively occupied through inmate programming provides a powerful incentive for inmates to maintain positive behavior. Programs offer something constructive for inmates to do or learn, meaning there is less time for negative behaviors to become management problems for staff. Programs contribute to making staff work environments safer, with reduced threats of violence and hostility. They offer opportunities for self-improvement, possibly helping inmates function more productively in their communities upon release. Finally, there is likely to be a cost benefit: it can be less costly to implement programs in the long run than to constantly replace broken showerheads, repaint graffiti-ridden walls, or pay overtime for staff responding to inmate disturbances.

Effective jail program planning integrates an assessment of jail and inmate needs with evidence-based programs. These programs fall into three distinct categories: activity-focused, reformative, and reintegration. Activity-focused programs further the primary goals of keeping inmates busy while they are in custody. Reformative programs provide inmates with knowledge and skills to address personal needs. Reintegration programs prepare inmates for their return to the community as productive citizens.

This manual offers practical information and guidance on planning and implementing inmate programs. It provides a logic model for developing and assessing the programs. It includes activity-focused, reformative, and

reintegrative program examples with varying levels of complexity and resources, including those that are free and easy to implement. In the manual, there are steps an administrator can take to provide leadership and support as well as overcome barriers to inmate programming.

This manual not only will provide guidance to practitioners on improving inmate programs, but will also demonstrate that even with minimal resources, correctional professionals can plan, implement, and evaluate programs while realizing the benefits of improved inmate behavior.

Morris L. Thigpen

Director

National Institute of Corrections

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In developing this document, the authors surveyed several jails to gather information about programs and activities and their contributions to managing inmate behavior. The authors express appreciation to the following individuals from those jails who responded to the survey and shared their observations:

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Randy Demory, Captain
Kent County Correctional Facility, Grand Rapids, MI

Sue Yankovich, Sergeant
Boulder County Jail, Boulder, CO

David Kiesner, Captain
Outagamie County Jail, Appleton, WI

Joseph P. Lynch, CJM, Jail Administrator
Auglaize County Correctional Center, Wapakoneta, OH

Teresa Mattox, Jail Administrator
Giles County Sheriff's Department, Pulaski, TN

Mark Sabin, Jail Administrator
Montcalm County Jail, Stanton, MI

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Larimer County Detention Center, Ft. Collins, CO

Linda Zundel, Sr. Social Worker and Laura McKune, Deputy Director of Support Services

Louisville Metro Department of Corrections, Louisville, KY

Ron Bergee, Assistant Superintendent

Ramsey County Correctional Facility, Maplewood, MN

This document provides guidance on the development and implementation of jail programs and activities and highlights examples of the types of programs in place in jails across the country. NIC encourages readers interested in learning more about inmate programming and behavior management to review the list of NIC resources included in the appendixes and visit NIC's website (www.nicic.gov) for a more complete description of publications and technical assistance available on this subject.

Mark D. Martin
Richard J. Kaledas

The Value of Keeping Jail Inmates Productively Occupied

1

People do not often associate being productive with serving a jail sentence. Yet many jail officials recognize that keeping inmates productively occupied is a means to managing inmates' behavior while they are in jail. Most people have heard the old saying, "Idle hands and idle minds are the devil's workshop." Jail staff have a similar saying: "We keep them busy or they keep us busy." Idleness and boredom in jail can lead to a wide range of negative behaviors. Jail staff can manage these behaviors better or avoid them entirely if they can reduce inmate idleness by introducing productive activities in the jail.

The National Institute of Corrections (NIC) has identified the following six essential elements of an effective inmate behavior management plan:¹

1. Assessing risks and needs.
2. Assigning inmates to housing.
3. Meeting inmates' basic needs.
4. Defining and conveying expectations for inmate behavior.
5. Supervising inmates.
6. Keeping inmates productively occupied.

The first element requires gathering information about the risks and needs of inmates to determine whether they are fit for confinement, how to manage them while they are in intake, and how to manage them while they are in jail. In its inmate behavior management program,² NIC defines *risk* as a measure of how dangerous an inmate is to himself/herself and others, and the likelihood that the inmate will attempt to escape. *Need* is a measure of an inmate's

¹ M. Martin and T. Rosazza, *Resource Guide for Jail Administrators* (Washington DC: U.S. Department of Justice, National Institute of Corrections, 2004).

² Contact the National Institute of Corrections or visit its website at www.nicic.gov to learn more about its inmate behavior management resources, including a weeklong training program specifically devoted to the topic.

WHAT HAPPENS WHEN STAFF DO NOT MANAGE INMATE BEHAVIOR EFFECTIVELY?

The following are among the negative inmate behaviors that administrators attending NIC inmate behavior management training and workshops typically list:

Vandalism of jail property.	Manipulation of staff and other inmates.
Stealing.	Attempts at self harm.
Disruption.	Gambling.
Violation of the rules.	Intimidation.
Loudness.	Passing of contraband.
Abusiveness.	Attempted escape.
Rudeness.	Hoarding food.
Fighting.	Crafting weapons.
Assault against staff.	
Inappropriate sexual behavior.	

physiological and psychological requirements for well-being. The assessment of risks and needs lays the foundation for inmate behavior management. Jail staff use the results from the assessment to classify inmates and to determine how best to manage their behavior and meet their basic needs.

The second element is to assign inmates to housing according to an established housing plan. The results of the risks and needs assessment are the basis for housing assignment.

The third element in an inmate behavior management plan is to meet inmates' basic needs, including physical, safety, and social needs. Inmates, like all people, seek ways to meet their needs, but if the jail does not meet those needs, they will find ways to meet them on their own terms. Jails that allow this to happen often experience high levels of negative inmate behavior.

The fourth element is to define and convey expectations of behavior to inmates. Inmates usually do not disappoint jail staff who expect them to be uncooperative, violent, and manipulative. However, experience shows that staff can influence inmates to behave positively if they set high expectations, convey those expectations to inmates both directly (e.g., through formal orientation and handbooks) and indirectly (e.g., through respectful treatment of inmates, maintenance of clean and orderly facilities, and modeling of other desirable behaviors) and ensure that inmates have the means to comply.

The fifth element of the inmate behavior management plan is supervising inmates to hold them individually accountable for their behavior. This requires staff presence in inmate-occupied areas and staff interaction with inmates. The goal is to obtain positive inmate behavior by treating inmates fairly and through staff interaction using effective skills in decisionmaking, problem solving, communication, and motivation.

The sixth element is keeping inmates occupied with productive activities that focus on positive behavior. When jail staff provide structured activities, the activities occupy inmates' time in ways that contribute to the overall goals of the inmate behavior management plan.

Once established, the six elements of the inmate behavior management plan elicit inmate behavior that conforms to a jail's expectations of acceptable behavior. Although there is value in implementing individual elements, jails derive the greatest benefit from incorporating all six elements into a comprehensive plan.

This document focuses on the sixth element of an effective inmate behavior management plan: keeping inmates productively occupied. Jail officials' typical justification for providing programs is to improve inmates' chances of reintegrating successfully into society or to decrease recidivism. At a more fundamental level,

PROVIDING OPPORTUNITIES FOR PRODUCTIVE ACTIVITIES: ONE JAIL'S EXPERIENCE

The staff at one medium-sized jail struggled as inmates in the housing units continually exhibited negative behaviors, including drawing graffiti on the walls, destroying county property, acting out with violence, and disrespecting staff. The jail administrator noted that these behaviors occurred even though staff locked down inmates for much of the day, with portions of the lockdown resulting directly from the negative behavior that inmates exhibited when they were in the dayrooms. On further reflection, the administrator began to realize that inmates had no activities to occupy themselves with while they were in the dayrooms or confined in their cells. As a consequence, she began to explore some preliminary, cost-effective strategies that the jail could institute to address the negative behavior. She decided to introduce board games into the housing units. This decision led to discussion about possible resistance both from within the agency as well as outside the agency; however, the administrator moved forward.

At a reasonable cost, the jail introduced board games into the housing units, and the administrator immediately noticed a reduction in unwanted behavior. Inmates could access their assigned dayroom and participate in activities to occupy their time productively, reducing much of inmates' negative behavior and decreasing the amount of lockdown the jail used. The activities also became an incentive for positive behavior when inmates returned to their cells during scheduled lockdown times. The administrator attributed these benefits directly to the introduction of simple board games into the housing units, a strategy accomplished at little financial cost.

however, providing inmates with productive activities supports one of the primary goals of a jail: to manage inmate behavior.

This document is a guide for jail administrators, program staff, and others interested in planning and implementing inmate activities and programs. It is just one small step in a larger, complex effort to manage inmate behavior better in jails. This document is a source for:

- Developing specific goals related to inmate programming.
- Exposing readers to new approaches and practices.
- Inspiring ideas for new programs or enhancing current efforts.
- Planning, developing, and implementing programs.
- Identifying key components necessary to support programming.
- Educating stakeholders about the value of productive activities.

The Administrator's Role in Supporting Inmate Programs and Activities

2

Few jails can successfully implement or sustain inmate activities or programs without sufficient support from the jail administrator. Indeed, the level of administrative commitment is a key predictor of success or failure for initiatives like these. The jail administrator demonstrates his/her support for inmate activities and programs by:

- Conveying the importance of activities and programs in the overall operation of the jail and, particularly, in managing inmate behavior.
- Establishing the vision to help jail staff and others see the value and effect of productive activities and programs for inmates.
- Establishing goals for inmate activities and programs.
- Identifying and engaging stakeholders whose support and/or involvement is critical to establishing or maintaining desired activities and programs.
- Overcoming potential barriers to successful implementation and securing needed resources.
- Demonstrating, by word and deed, the ongoing administrative commitment needed to implement and sustain activities and programs over time.

Conveying the Importance of Activities and Programs

Although designated program staff may be responsible for developing and implementing inmate activities and programs, the administrator should view inmate programming as part of the jail's overall inmate behavior management strategy, not as a separate, unrelated function. Providing staff with a broad vision not only gives them guidance but also validates the importance of programming in supporting a jail's overall inmate behavior management plan. This vision, or "big picture" perspective, is essential in planning and implementing new activities and programs that help manage inmate behavior and meet inmates' needs.

It is the administrator's responsibility to ensure that newly planned inmate activities and programs support a jail's inmate behavior management goals and objectives. Once a jail establishes new inmate activities and programs, the administrator must continue to provide direction and demonstrate support to ensure that these activities and programs remain a viable element of the jail's overall strategy and that the jail integrates them into its overall inmate behavior management plan. Simply put, the administrator should stress programming as another opportunity to validate the importance of inmate behavior management.

Establishing the Vision

The jail administrator must create a vision, or statement of a jail's direction and goals, of the role that activities and programs play in inmate behavior management. The vision should be clear and compelling and should inspire staff commitment to its achievement. Without an articulated vision, programs can become random, inefficient, and ineffective. The jail administrator should use the vision to keep jail staff and program providers focused on meeting inmate behavior management goals.

The jail administrator should include productive activities and programs in a strategy designed to realize the vision and achieve desired inmate behavior management outcomes. When jails implement inmate programs without a strategy, such programs are likely to struggle

Planning and Leadership

When planning and implementing inmate activities and programs we consider the impact it will have on our overall inmate behavior program, as well as any unintended consequences, focusing on the goal . . . to improve inmate behavior.

—Dave Kiesner, Captain
Outagamie County, WI

Effective leaders recognize the need to inspire the organization to support and commit to the vision. Remember: "The leader can't keep the hill if no one but the leader is around to defend it."

against the inertia that often exists when there is no common vision. The results are predictable, with separate, competing programs proceeding in their own direction rather than in concert with other programs and jail functions. Instead, programs should embrace a unified approach toward a goal. With proper vision, programming can reach its full potential in supporting inmate behavior management.

Establishing Goals for Inmate Activities and Programs

Goals are essential to the development of effective inmate programming. They describe the outcomes a jail hopes to achieve if it realizes its vision, and they establish priorities for the activities and programs that a jail should implement. They also provide a basis for program planning and a means to assess the current state of both inmate behavior management and inmate programming. A jail with little or no programming may need to start with basic programs before progressing to more complex or costlier ones. Jails that already have a range of activities and programs may decide to focus additional programming on meeting specific inmate needs or addressing particular behavior issues.

Types of Inmate Behavior Management Programs

Programs that support better inmate behavior management come in three distinct types:

—Sheriff Jerry Clayton
Washtenaw County Sheriff's Department, MI

Examples of Activity Programs

Knowing that active recreation programs such as volleyball, basketball, and circuit training allow inmates the most immediate and productive outlet to relieve their energy and stress, the program unit in the Larimer County, CO, Detention Center maintains a minimum of 3 hours of these active recreation programs per week for each housing area. In addition, recreation staff are required to facilitate a minimum of six active recreation tournaments each year. During tournament weeks, inmate behavior is seen to improve noticeably for those involved in the activities.

activity, reform, and reintegration. The first type, activity, includes programs that keep inmates busy while in custody (e.g., work, board games, recreation). The second type, reformative programs, includes programs that provide inmates with knowledge and skills they require to address their personal needs (e.g., education, substance abuse treatment, wellness care, life-skills training). The third type, reintegrative programs, includes programs specifically designed to provide inmates with assistance and information to prepare them for community reentry.

Activity Programs

A great deal of benefit lies in simply keeping inmates occupied. Many jails face the problems of property damage, graffiti, disruptive behavior, and noisy housing units. Research consistently identifies idleness as a major contributor to negative inmate behavior.¹ The absence of productive activities leaves inmates to their own devices to alleviate boredom. Making those activities available to inmates contributes to a well-managed facility.

Reform Programs

The goal of reformative programming is to better identify and meet specific needs common to the inmate population. Inmates, as a group, tend to be less educated and possess lower literacy levels than the nonincarcerated

population. They cite behavior problems, academic problems, or boredom as their reason for leaving school twice as often as those in the general population.² These education deficits, coupled with addiction problems, poor health practices, and related issues, make inmates a target population for reform programs.

Reintegration Programs

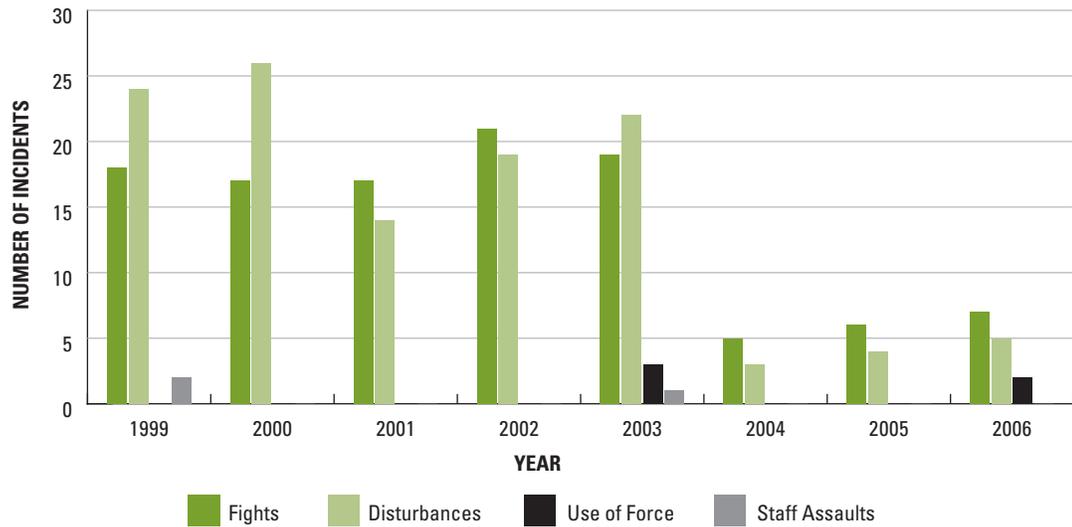
Reintegrative programming addresses the link between incarceration and community reentry. As jails struggle with overcrowding, they often become more interested in programs designed to address issues that lead to reoffending and recidivism. Reintegration programs help resolve issues such as unemployment or inadequate housing that typically hinder successful reentry. Although a jail may initiate reintegrative programming while inmates are in jail, these services often continue once inmates leave the jail. For example, a common barrier to successful reintegration is an inmate's relapse to substance abuse after release; therefore, when the inmate returns to the community, his/her reintegration programs would include continued substance abuse treatment.

Although reintegration programs primarily prepare inmates for release, they can have a significant effect on inmate behavior and the level of violence in a jail, as shown in exhibit 2-1. After Auglaize County Correctional Center

¹ M. Martin and T. Rosazza, *Resource Guide for Jail Administrators* (Washington DC: U.S. Department of Justice, National Institute of Corrections, 2004).

² Caroline W. Harlow, *Education and Correctional Populations*, Bureau of Justice Statistics Special Report (Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2003).

EXHIBIT 2-1. SERIOUS INCIDENTS IN AUGLAIZE COUNTY CORRECTIONAL CENTER



in Wapakoneta, OH, implemented reentry programming for inmates in 2003, it experienced an 80-percent reduction in the number of serious incidents in the facility.

Overlap of Program Types

The three types of programming and their associated goals obviously overlap. All potentially affect the other and have the potential to affect inmate behavior. Much of this overlap can be positive, with many successful programs contributing to more than one goal. For example, when staff involve inmates in reform programs, the inmates are engaging in activities that keep them productively occupied. Similarly, recreational activity programs can be reformative because they also educate inmates about healthy living.³ Reformative programs that address educational needs provide inmates with essential skills they will use upon returning to the community. The continuity of services associated with reintegration programs may enhance the effectiveness of reform programs by linking inmates to related programs in the community.

The overlap may also have negative consequences. Jails that do not provide sufficient activity programs and focus solely on reform or reintegration programs may suffer from inmates who attend those programs solely to occupy their time. Inmates participating in programs for which they have little need or interest are a drain on scarce resources and have the potential to become distracting by acting out due to their low motivation. Although some inmates may receive some indirect benefit from attending such programs, it may be better for the jail to provide them with activity programs instead and focus reformative programming on inmates who actually need it.

Continuum of Activities and Programs

Establishing goals around the three types of programming provides a foundation for prioritizing needs, articulating realistic objectives, and outlining a continuum of program offerings. Jails with little or no programming may begin by focusing on goals related to activity programs and then expand their options by implementing reformative programs. Jails successful in activity-related and reformative

³ Frank Schmalleger and John O. Smykla, *Corrections in the 21st Century* (New York: McGraw-Hill, 2009).

Reintegration Programs: How They Work

Reentry release plan programming is available to sentenced inmates in the Douglas County, KS, Detention Center. This includes a reentry intake, risk/needs assessment, and development of a community-based release plan. The release plan connects inmates to needed community interventions, such as housing and employment referral services; substance abuse, mental health and physical health appointments; support persons, including case management; financial resources and benefits including Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI) and/or general assistance, medical cards, and food stamps; and court-ordered requirements along with obtaining needed legal identification (state identification, birth certificates and Social Security cards). Pretrial inmates may benefit from resources and guidance from the reentry program, including resource information and applications and legal identification.

programming may further their options by implementing reintegration programs. Once a jail has established its programming goals, the next step is to establish objectives to guide the development, implementation, and evaluation of programs in a strategic, efficient manner. Chapter 3 discusses setting goals and objectives and evaluating goal achievement in further detail.

Identifying and Engaging Stakeholders

As administrators develop their vision and related goals for inmate activities and programs, it is important that they begin to identify and engage key stakeholders. Some stakeholders may provide critical input during program development, while others will have a

significant role in ensuring successful program outcomes. It is helpful to distinguish between stakeholders who are internal and external to the jail. Internal stakeholders include inmates, staff, and the sheriff or other agency executives. External stakeholders include governing boards, funding sources, service organizations, and members of the community. By engaging both internal and external stakeholders, the administrator will create an initiative that acknowledges and embraces the involvement of all parties with a stake in the desired outcomes.

In addition to winning the support of the stakeholders described above, jail administrators must look at their own environment to determine if there are other potential stakeholders. The following are examples of other stakeholders and their possible interest in inmate programming:

Value of Reform Programs

We have seen inmates who were very hard to manage begin to analyze their actions before reacting. Examples would be antisocial individuals who now think before reacting in negative ways. We have seen inmates who, in time of crisis, react negatively; now they use the tools taught in evidence-based and cognitive skill classes and resolve without violence.

—Sgt. Sue Yankovich
Boulder County Detention Center, CO

- Jail inspectors looking for compliance with programming-related standards.
- Vendors interested in contracting with the jail to provide programs for inmates.
- Labor unions interested in the effect of inmate programming on their members and their work.

Administrators should identify all potential stakeholders early in the program planning process, not only to identify sources of support, but also to prevent problems later. Once the administrator has identified all potential stakeholders, he/she should then determine which of these key stakeholders he/she must engage at each stage of the program implementation process. Experience has shown in jails throughout the country that failure to identify and correctly engage stakeholders may create substantial barriers that are difficult or impossible to overcome. Communication with stakeholders regarding the vision, goals, and expected outcomes of inmate activities and programs needs to occur early and often. This approach will assist the administrator in identifying potential resources and avoiding potential barriers.

Aligning Jail and Stakeholder Interests

In determining the type of activities and programs to implement, administrators must consider and respond to stakeholder beliefs and interests. For example, administrators may hesitate to implement or enhance activity-related

programming if their sheriff, governing board, or community philosophically opposes providing inmates with activities that they consider frivolous. Similarly, some stakeholders may object to offering reform or reintegration programs based on a perspective that it is not the role of the jail to rehabilitate. Regardless of the validity of these views, the administrator must acknowledge them. It is then up to the administrator to develop a strategy to change opposing views or realign the jail's vision with what is realistically achievable. Failure to do so leaves the administrator struggling to implement programs without the support of key stakeholders.

On the other hand, administrators may find a high degree of support among stakeholders for particular types of inmate activities. For example, the administrator may contact a local school district or community college for assistance in developing a general educational development (GED) program but find that, due to available grant funding, the providers have a strong interest in offering an even more comprehensive array of educational programming than originally envisioned.

Indeed, stakeholders may initiate action around inmate programming and become the impetus for change. Administrators must be open to these opportunities and be ready to take advantage of the support they may offer. An inmate programming initiative in a jail in Boulder County, CO, illustrates this point. In 1996, the Boulder County sheriff expressed an interest in reducing inmate idleness. Responding to that interest, jail staff developed an initiative that

Value of Productive Activities: Another View

Active and leisure recreation programs would most likely prove to be the most effective inmate behavior management strategy. Although we do not have anything more empirical than the self report of officers who work in the pods, when inmates have the opportunity to attend recreation, they come back to the pod easier to manage, they are less stressed, they get in less fights and they are overall happier.

—Laurie Stolen,
Contracts and Inmate Services Director
Larimer County Detention Center, CO

Gaining Key Stakeholder Support: One Jail's Experience

The administrator of a facility was concerned about introducing activities into the jail because of statements made by the sheriff opposing activities for inmates. The administrator demonstrated how activities could be used to manage inmate behavior and showed that introducing activities provided staff with the tools they needed to assist in better managing inmate behavior within the facility. Once the sheriff understood the importance of activities in managing behavior within the facility, he became much more supportive. In this case, the administrator was able to allow the sheriff to make a more informed decision on the matter, resulting in the activities being supported at the highest level.

people grew to know as the “Productive Day” program.⁴ Although the jail has since replaced that program, Productive Day clearly established a priority for incorporating productive activities into the jail routine.

Getting the Support of Internal Stakeholders

The support of internal stakeholders is essential to implementing inmate programming successfully and achieving overall programming goals. Indicators of support include inmates who attend, use, and appropriately value the programs; staff who contribute ideas to, develop, direct, and actively work to implement the programs; and a sheriff who acknowledges the productivity of the programs. As many experienced administrators have discovered, strong internal support, coupled with adequate resources, will go a long way in creating a climate conducive to effective programming. On the other hand, staff resistance to programming or low attendance and lack of active participation on the part of inmates may reflect a failure to acknowledge the role of staff and inmates as stakeholders in the program planning process. Accordingly, a sheriff's failure to recognize positive programs or provide needed resources may indicate his/her lack of support.

Getting the Support of External Stakeholders

Although strong internal support is critical, it may not be enough alone to establish and maintain successful inmate programming. Few jails have sufficient internal resources to support inmate programs effectively. This is where external stakeholders such as the governing board or other funding entities play a vital role in providing support and resources. As administrators begin to implement or enhance activity-related programming, they may need to secure funding to obtain required materials (e.g., books, board games, recreational equipment). Administrators will require other types of equipment and resources (e.g., program staff, computers, space, vehicles) to implement reformative or reintegrative programming. In many jails, inmate activities and programs must be supported by the jail's funding source. Such support involves providing not only required financial resources, but also philosophical support. Without both, inmate activities and programs will be difficult to implement or maintain.

Other external stakeholders commonly associated with inmate programming include service organizations and the community. Both have a critical role in supplementing an agency's

⁴ Charles Pringle, “Boulder County Program Promotes ‘Productive Day’” (Washington, DC: U.S. Department of Justice, National Institute of Corrections, 1998), www.nicic.gov/Library/period144, accessed December 6, 2009.

internal support and resources. Many jails depend on community members and service organizations to donate time and/or materials (e.g., books, board games, reading materials) to support activity programs. Collaboration with external stakeholders is even more evident in reform and reintegration programs. Support and resources often come from service organizations and community members and may include the participation of individuals with particular skills, credentials, or expertise (e.g., teachers, mental health professionals, substance abuse treatment workers) and the provision of necessary equipment (e.g., computers, specific literature).

In addition to providing direct support and resources, stakeholders are a source of expertise regarding what programs may be most effective with inmates. Stakeholder input is extremely valuable in prioritizing, selecting, and aligning programs with desired outcomes.

Another important role for external stakeholders is providing support for inmate activities and programs outside the jail. For example, many jails use work programs at worksites in the community. Without support from external stakeholders, these programs would not function. Jails must stay abreast of opportunities to link with others who can provide support. Such links may be especially important for jails seeking to implement reintegration programs. Because continuity of service is an important element in these programs' success, jails must form appropriate partnerships with providers of services that can continue within the community.

Overcoming Barriers to Program Implementation

Despite administrators' best efforts, they may have to overcome common barriers to effective inmate programming, including lack of

appropriate staffing, lack of suitable space, scheduling challenges, lack of financial and related resources, resistance from staff and others, and insufficient knowledge of inmate needs.⁵ By acknowledging the potential for such barriers, administrators can develop strategies to reduce or eliminate their effect.

Overcoming Lack of Appropriate Staffing

Lack of appropriate staffing may be a major barrier to inmate programming. Staffing needs vary depending on the type of activity or program that a jail proposes to implement. Appropriate staffing means having not only the right number of staff available, but also staff with the right qualifications. Certain programs, such as cognitive-behavioral programs, GED classes, and faith-based programming, require persons with specific experience, knowledge, or credentials (i.e., degrees, training, or certifications) to present those programs. Larger jails typically have designated program staff while smaller jails may need to identify a staff person who will have the additional responsibility of coordinating inmate programs with outside providers. It is always important for an administrator to understand fully the level and type of a jail's staffing need as he/she develops a plan to address staffing barriers.

As jail administrators search for ways to meet the need for additional or specialized program staff, their relationship with external stakeholders is critical. The jail's budget is unlikely to be able to absorb the costs of additional program staff. Fortunately, many social service agencies, service organizations, and community members have a strong interest in providing services to those in need, and jails often contain large numbers of their target populations. By identifying the proper external stakeholders, jails can often secure appropriate staffing for inmate programs.

⁵ M. Martin and T. Rosazza, *Resource Guide for Jail Administrators* (Washington DC: U.S. Department of Justice, National Institute of Corrections, 2004).

Coordinating Reintegrative Programming With Case Managers

Through a grant that the Auglaize County, OH, Correctional Center obtained from the Ohio Department of Criminal Justice Services, Community Connection for Ohio Offenders (a branch of Alvis House, a private nonprofit organization that operates halfway houses and provides residential and nonresidential treatment programs to offenders and others in the community) provides a case manager who works 35 hours a week in the facility. The case manager reviews the files of all inmates and determines what programming would best benefit each inmate. He then directs the inmates into the appropriate programs. He also serves as a liaison with the courts, probation and parole offices, community agencies, and potential employers to assist offenders with finding employment, housing, and appropriate community services (such as continued counseling, Alcoholics Anonymous, or anger management) when they need them.

Volunteers and interns are also excellent sources of program staff. Administrators must remain open to potential relationships with local colleges or universities, community agencies, service organizations, religious organizations, and other appropriate service providers that may have an interest in jail programming.

Existing jail custody staff can be resources for program staff. Jails can benefit from staff-directed activities. Jail custody staff can properly facilitate many programs during their daily duties, creating an excellent opportunity for custody staff to have purposeful interaction with inmates while keeping inmates productively occupied. This interaction has the added benefit of allowing jail officers to realize the role of programs in an overall inmate behavior management strategy. Chapter 4 discusses many opportunities for staff-directed activities.

Overcoming Lack of Suitable Space

Lack of suitable space in a jail is another barrier to inmate programming. Many organized programs require classrooms or other specialized types of spaces outside the inmate housing units. Therefore, space is always scarce, and in many jails, separate program space is difficult

to obtain. Creative solutions may repurpose or reconfigure existing space. For example, some jails use areas originally intended for programs as storage space. However, understanding the importance of both storage and program space, a jail could relocate storage items to another area or otherwise efficiently store the materials in some type of designated storage system. This would allow the jail to reclaim the program space for its intended purpose.

Another possibility is using the dayrooms in housing units for programs. This strategy not only addresses space issues but also may reduce the need for jail staff to escort inmates to and from programs. In particular, staff can effectively manage many activity-related programs in the housing unit.

Yet another strategy may be to designate specific housing units as *program units*. Jails can then link programs with their housing plans, further promoting a systemic approach to inmate behavior management. Under this approach, jails assign eligible inmates to housing units where staff conduct programs appropriate to inmate needs. This eliminates space concerns and is a powerful incentive for inmates to behave positively in the hopes of moving to such a housing unit. Some jails have pursued this strategy further, obtaining buildings outside of the main

jail to expand programs geared toward specific goals. A jail in Kent County, MI, for example, renovated a building adjacent to the main jail to develop a Community Reentry Center, which focuses on reintegrative programming. Many other jails have used this strategy to create work farms, satellite facilities, and so forth, providing space for programs targeted appropriately to selected inmates. Being aware of potential opportunities to secure additional program space helps administrators address the barrier of insufficient space when planning and implementing inmate activities and programs.

Overcoming Scheduling Challenges

Closely related to staffing and space is the barrier of scheduling. As noted earlier, when jails implement programs, those programs may make additional demands on the jail, including the need to share space and staff resources with existing programs and other jail functions. Administrators should consider program scheduling in relation to a jail's overall schedule and search for opportunities to shift programming so that the overall schedule benefits. Such a shift may distribute staff and space requirements more equitably, eliminating the tendency to schedule all programming during high-activity periods. Inmate behavior management is a 24-hour responsibility, and with effective scheduling, productive activities and programs can support that responsibility. Often, program providers can adjust individual activities or functions to accommodate the scheduling realities of a jail. An administrator can also determine those activities or functions that cannot be rescheduled, adjusting the schedule to accommodate those activities (such as shift changes, court lineups, meals) that the jail cannot move.⁶

Overcoming Lack of Financial and Related Resources

The lack of adequate resources beyond the need for staff and space is yet another barrier. When examining resources, jail management must first identify what the jail will need based on the programs it will implement. Activity-related programs may require only basic equipment such as board games or recreational equipment that a jail can buy at very little cost. Reform and reintegration programs may require more specialized or additional resources that will have a more substantial effect on a budget. For example, reformative programming may require the use of computers, specialized books, notebooks, or other supplies. Regardless of the vision and goals, outcomes will be successful only if an administrator identifies sufficient resources and they are realistically obtainable. Jails that attempt to institute programs without the ability to obtain the proper resources are destined for failure from the start.

Look for No-Cost and Low-Cost Activities and Programs

As administrators examine the relationship between resources and programming, it is important that they remember that jails can provide many programs at little or no cost. As identified earlier, staff-directed activities and programs can be low-cost and extremely beneficial. Recognizing the link between productive activities and effective inmate behavior management, an administrator may be able to enhance programming by leveraging resources in the jail without seeking additional funds. One large jail was able to implement various programs credited with allowing staff to manage inmate behavior better, and it did so without the need for additional staff and with

⁶ D. Liebert and R Miller, *Staffing Analysis Workbook for Jails*, Second Edition (Washington DC: U.S. Department of Justice, National Institute of Corrections, 2003). This NIC publication includes information on developing and working with activity schedules as a means to make the most efficient use of staff, facilities, and related resources.

limited financial effect.⁷ Constant attention to identifying low-cost programs will often reveal opportunities that would otherwise be easy to overlook. In addition, focusing on the positive effects that programming has on inmate behavior may help administrators develop priorities in allocating resources. This is particularly important when local economic conditions may make it difficult for jails to obtain new resources to support inmate programs.

Considering Both Internal and External Resources

If an administrator identifies the need for additional financial resources, many jails can access inmate welfare funds or other sources of internal funding to purchase needed items. Aside from tapping internal resources, an administrator may also benefit from actively seeking partnerships with external stakeholders. Many service organizations and community members will donate resources if they recognize that a program is consistent with their own goals. As such, it is incumbent on administrators to educate stakeholders and keep them informed of potential needs. Jails commonly identify and communicate particular needs to the right external stakeholders and receive offers of support. Administrators must carefully identify and articulate their needs because it is often easier to receive donations of items or services than to receive direct financial resources.

Using Available Resources Wisely

Administrators must view resources as valuable commodities that they must use efficiently and effectively. As previously noted, however, some activity-related, reform, and reintegration programs will overlap. In some ways, this can be beneficial, but administrators must also recognize the potential it creates for the duplication of services. For example, supporting multiple

variations of an educational program is inefficient unless the programs have a logical and relevant relationship. Without this relationship, the programs may be effective in keeping inmates occupied, but inefficient in educating inmates.

Reformative and reintegrative programs in particular require a high level of resources. By identifying duplicative efforts, an administrator may preserve resources by shifting needed materials from one program to another. Such a shift will provide a greater benefit to and better support for a jail's goals. A jail should support programs that supplement each other and the jail's associated goals. A jail should not dedicate substantial resources to programs that are essentially competing with each other.

Programs that are ineffective in supporting an agency's goals or that inmates rarely use are another drain on limited resources. Such programs are targets for elimination, so an administrator can shift their resources to other, more effective programs. Before taking such action, however, an administrator should always assess the program to determine if it is ineffective because of program design or some other systemic problem. For example, program screening and referrals may occur so long after admission that they negatively affect program attendance. Jurisdictions may release inmates before they have the opportunity to complete a program or only days after screening has begun. When examining the effectiveness of programming, an administrator must be diligent in determining the true cause of unsatisfactory results to be able to respond appropriately.

Overcoming Resistance From Staff and Others

Resistance to the development or enhancement of inmate programming by staff and external and internal stakeholders is another barrier.

⁷ Vanessa St. Gerard, "Best in the Business: Psychologist Leads Effort to Manage Inmate Behavior Through Innovative Programs," *Corrections Today* 66(July):12, 2004.

Finding Common Ground in Garnering Support for Programs and Activities

I have found that the concept of providing productive activities for inmates is something that everyone supports no matter where they are at on the correctional philosophy continuum. Those who tend towards a “just deserts” approach are won over by the image of inmates working all day instead of just playing cards or watching TV, while those who lean more towards a rehabilitation model envision inmates completing their GEDs or engaging in substance abuse therapy. Either way, the inmates are active, occupied, and their behavior is being successfully managed.

—Capt. Randy Demory
Kent County Detention Center, MI

Although the lack of adequate resources may be an issue when first implementing a program, resistance can crop up at any time, causing a slow and inevitable end to the project. Although stakeholders’ motives for resistance may stem from many causes, one common reason is a lack of understanding. Research shows that failure to communicate with and educate appropriate stakeholders often results in failure to gain their support. When stakeholders fully understand the vision and related goals of programs, they are more likely to support them. Often, how an administrator communicates a message determines his/her success in gaining support. By tying the importance of inmate programming to an agency’s overall inmate behavior management plan, an administrator can clearly present the programs as an integral contribution to the overall result. A better-managed inmate population, with all of its associated benefits, has value to a broad range of people.

Analyzing Staff Resistance

Staff support has already been identified as a critical component in effective inmate programming, but at times staff may also serve as a formidable source of resistance. Staff resistance can be subtle or overt, but either form must be effectively addressed or the program is doomed to failure. The entire project may never get off the ground, or it will not be able to sustain itself for long. At one time or another, many staff have faced a change that they did not support and simply waited for the project to lose steam

so things could return to “the way we always have done it.”

Inmate programming requires administrators to be fully prepared to acknowledge the potential for staff resistance and develop a strategy to address this barrier. In developing a strategy to address staff resistance, administrators must accurately diagnose the cause of the resistance to be able to respond to it more effectively. Some staff may initially provide resistance because they do not possess the proper skill set necessary for a change in their responsibilities. Others may simply not support the idea of inmates having access to programs, identifying a conflict with perceived security requirements. Still others may feel they are already overworked and programming will only add to their workload.

Correctly identifying the reasons for resistance will prove valuable in developing the correct solution. Administrators must determine if overcoming the resistance requires additional tools or resources, training, or supervision. Although it is important for the administrator to get to the root cause of the resistance, a few common strategies have proved effective in reducing staff resistance to inmate programming. Such strategies include training, communication, and pilot testing. Each strategy on its own may not overcome resistance, but together they, along with proper supervision, provide some preliminary approaches to minimizing staff resistance.

Overcoming Staff Resistance With Training

Training needs are typically associated with implementing new programs. If an aspect of inmate programming requires staff to perform a new function, training may be necessary to provide staff with new skill sets. Particular staff may have to use a new assessment instrument introduced to refine the needs assessment process, and therefore require training on the new instrument. Still other staff may require enhanced training in communication and inmate management skills as they are more frequently involved in direct contact with inmates. If their need for knowledge and skills is not addressed, staff are often left to feel they are not capable of fulfilling their responsibilities, or worse, they are immediately overwhelmed with a negative set of circumstances to which they are not prepared to respond.

Training also provides an opportunity for staff to be exposed to new thoughts and ideas regarding inmate programming while in a safe learning environment. This is an opportunity for staff to connect programs with an overall inmate behavior management plan and to clearly identify the resulting benefits. Often, such training can include arranging for a group of key staff to tour another facility that does an exemplary job with programming. Other training may include an overview of the program, and perhaps an introduction of any new program staff or volunteers. Providing such training gives staff an opportunity to better comprehend the vision and goals of programming and link them with inmate behavior management. Staff tend to support those things they understand.

Overcoming Staff Resistance With Communication

Communication is another important component in overcoming staff resistance. Although the need for communication with the administrator is critical, some agencies have not fully developed effective communication among staff. Clear and open communication between program staff (in-house or volunteer) and security staff can reduce resistance substantially. Program staff can better understand the needs and practices of security staff, and security staff have an opportunity to better understand the needs and expected outcomes of program staff. Additionally, it is important for program staff to communicate with each other so they work toward supplementing, as opposed to supplanting, each other. Such communication may go a long way toward minimizing resistance caused by groups of staff attempting to operate in a vacuum. When all parties understand that they have a role in promoting positive inmate behavior, resistance will decline accordingly.

Overcoming Staff Resistance With Pilot Testing

Pilot testing can be beneficial for many reasons, but may be particularly helpful in overcoming staff resistance. Demonstrated success will often result in further success. For this reason, administrators may consider implementing a particular inmate program as a pilot test. The test may be limited to a specific housing unit within the facility or may be slated for evaluation after being in operation for a designated period of time. Administrators are also able to closely manage and monitor the pilot test to better ensure it is proceeding correctly. This allows programming to be introduced incrementally, with success being the biggest foe of resistance. It is difficult

Training as a Strategy to Overcome Staff Resistance

A short training session was held at the Montcalm County, MI, jail with all correctional staff that outlined how the programs would work and explained how the programs, if properly administered, would make every officer's job easier and safer.

Communication as a Strategy to Overcome Staff Resistance

Program providers and security staff in the Auglaize County, OH, Correctional Center exchange information regarding concerns about particular inmates. Benefits include reduced violence within the facility and more productive inmates being released into the communities the facility serves.

to resist something that is proven to be effective and efficient in obtaining the desired outcomes. Most people want to be part of a winning team, and people often look to past performance as an indicator of future success.

Summary

By addressing resistance, administrators promote better understanding among staff of the need for and importance of inmate programming, allowing staff to be more involved in supporting such programming. Instead of quickly dismissing programs as a detriment, staff will recognize their value. Once the atmosphere turns from that of resistance to support, the administrator has taken a giant step forward in promoting productive activities.

Overcoming Insufficient Knowledge of Inmate Needs

A final barrier to effectively implementing inmate activities and programs is insufficient knowledge of inmate needs. Jails must have a system of effectively assessing inmate risks and needs to support inmate programs and activities. Commonly, jails are faced with high rates of admissions and short lengths of stay, both of which make it more difficult to obtain information about specific inmates. Acknowledging these circumstances reinforces the need for an early and effective needs assessment. Developing an effective program needs assessment is discussed further in chapter 3.

Demonstrating Administrative Commitment

The importance of administrative commitment has been a constant theme in describing the support necessary for productive inmate programming. Stakeholders, both internal and external, are interested not only in the direction or vision of the jail, but also in the perceived importance of particular operations. By clearly demonstrating a commitment to inmate activities and programs, an administrator promotes a clear sense of priority and direction that will prove critical in obtaining the desired program outcomes.

When all stakeholders are clear that the administrator has a strong interest in a particular operation or initiative, they tend quickly to adopt the same sense of importance. This develops a strong foundation for stakeholders to develop a sense of priority in providing involvement and support. For example, staff want to make sure they have their administrator's support when taking on a new initiative, particularly if there is a need to change current operational practices. The administrator's commitment to the changes gives staff a clear indication of the importance of the initiative. It is just as important to demonstrate such commitment to external stakeholders, including those that provide resources. Funding authorities often must be convinced of the value of new initiatives before committing the funding or other resources needed to implement the initiatives. The administrator's willingness to go before funding authorities to make a compelling case for needed resources is a clear indication of his/her commitment to inmate activities and programs. When the

Increasing Staff Understanding of the Value of Inmate Programs

You know you are getting close to the finish line when more and more of the officers recognize the value of productive activities and begin to implement them on their own.

—Capt. Randy Demory
Kent County Detention Center, MI

importance of programs as part of an overall inmate behavior management strategy is clearly articulated, it provides stakeholders with the opportunity to view these activities from a broader perspective beyond just another unconnected function of the jail.

Administrative commitment is something that can be demonstrated several different ways, and requires a combination of words and actions. To be effective, commitment must include involvement and support coupled with a clear demonstration of communication, competency, and collaboration.

Demonstrating Involvement and Support for the Program

Clearly, by setting the vision, the administrator demonstrates some level of commitment. As the administrator continues to be involved in implementation, obtaining resources, providing direction, and conducting followup evaluations, the commitment to inmate activities and programs becomes clear to all. Stakeholders will look not only at what an administrator conveys verbally, but also at what he/she does to demonstrate commitment to the project. Stakeholders quickly identify those who simply “talk the talk” and those who “walk the walk.”

A positive and supportive presence is an important tool that successful administrators have learned to use not only to declare their commitment but also to actively demonstrate it. This is certainly not intended to imply administrators need to be involved in every step or process, but their presence emphasizes to stakeholders that they are truly interested

in the programs. Stakeholders look for administrative commitment not only during initial stages of implementation but throughout the process until the program is firmly established. In some instances, programs have been introduced with a high level of administrative commitment that began to wane after some initial short-term success. Absent ongoing support, subtle changes occurred that caused the program to slowly decline until it was no longer successful. In situations such as this, it is unlikely that external stakeholders will want to commit additional resources to a program that is not getting internal support. Likewise, staff and other internal stakeholders will lose enthusiasm for the program, accelerating its decline.

It is often helpful for administrators to think about demonstrating commitment as driving a car. When the car is stopped at a stop sign, the driver must exert pressure on the accelerator pedal to begin the forward movement, but once the car reaches the desired speed, the process changes. Instead of increased pressure on the accelerator, the driver reduces pressure but never removes his/her foot from the accelerator, instead applying only enough pressure to maintain the desired speed. Stakeholders will continue to look for commitment, and administrators are best served by remembering the importance of demonstrating this commitment in order to implement and sustain successful inmate programs.

Communication

Not only is it important to recognize the importance of involvement; communication is another necessary component in demonstrating

FACILITY CASE STUDY

A facility was able to more effectively deliver mental health services by centralizing the location of those inmates who would most benefit from those programs and then providing targeted training to staff on how to manage the day-to-day activities of the unit better. The same facility created “The Adult Living Program,” which allows older inmates to live in a specific unit while expecting strict attendance and setting high performance standards in reformatory-based programs offered in that unit. By examining all resources, including the strategic use of existing housing units and staff, the facility was able to enhance the overall inmate behavior management plan cost effectively.

administrative commitment to effective inmate programs. As already identified, the administrator’s vision and related goals must be clearly communicated to those involved. Although it is important for the administrator to provide the overall vision, during implementation it also becomes important to effectively communicate a clear and consistent direction. When the administrator provides such direction, staff come to better understand the specific tasks or functions required to support desired outcomes related to programming, and funding sources come to know what resources are needed. Stakeholders are often reluctant to support something they do not understand, and they are not able to perform effectively or provide appropriate resources when they do not know what is expected of them.

Another characteristic of communication that must not be overlooked is the benefit from communication that flows in both directions. Administrators need accurate and reliable feedback. Without it, effective evaluation becomes difficult. As discussed in chapter 3, effective implementation of inmate activities

and programs requires a process of evaluation. An effective evaluation requires communication with both internal and external stakeholders. For example, accurate and reliable feedback from inmates is necessary to evaluate activities and programs effectively. Equally important is conveying the results of evaluations to external stakeholders, including funding sources, who will use the information to decide how to allocate future resources. An effective evaluation process demonstrates administrative commitment, as stakeholders quickly recognize that their efforts are being monitored and reviewed as part of a systematic procedure.

In addition, timely feedback often identifies minor issues that, if addressed quickly, will not escalate to a major issue threatening the success of a particular program. Clear and accurate communication is a component that requires little cost to implement, but lack of successful communication can result in huge losses to programming.

Competency

Aside from communication, stakeholders look for competency from the administrator. Usually, stakeholders do not expect complete technical competency from an administrator, but they do expect some level of understanding about the program. More importantly, administrators must demonstrate a high level of competency in program implementation and problem solving. This is particularly important when the vision requires the introduction of programming that has not been used in the facility before. By being competent, the administrator sets a standard of confidence and performance that other stakeholders will appreciate and strive to emulate. Setting a standard of competence adds clear expectations for all and improves the chance for overall success.

A Mentoring Success Story

Perhaps the most inspiring specific case is that of an ex-offender with an extensive criminal history, including violent crimes, who was incarcerated in the Douglas County, KS, Detention Center. This person was one of the first to have an opportunity to meet with a prospective mentor 6 weeks prior to release. This activity helped him develop the confidence and trust to reach out for help and essential support at rough times after his release. He has since returned to the facility to co-facilitate one of our key cognitive behavior change classes, which we call “Stinking Thinking.” Not only have we been able to reinforce this one ex-offender’s positive changes, but his powerful example has also proved invaluable in reaching other inmates with insights and inspiration to change their own behavior choices.

Collaboration

The administrator must also promote collaboration, encouraging all stakeholders to acknowledge their role in accomplishing the common goal of effective programming to support inmate behavior management. Staff expect administrators to provide necessary resources, assist in overcoming barriers, and solve problems that may arise. Service organizations want to be recognized as important contributors to the project. By fulfilling these obligations, the administrator demonstrates a desire to work with stakeholders in achieving the desired outcomes.

The administrator should also strive to develop an environment in which stakeholders feel they are allowed to operate within established guidelines without being stifled. Allowing stakeholders to operate independently within established guidelines enables them to feel a sense of competence and confidence. For example, volunteers from the community who are involved in programming expect clear guidelines while performing their duties, but also want to demonstrate their own particular expertise. Stakeholders want to feel that they are part of a team that is accomplishing something productive rather than being people whom the administrator does not treat as capable and competent

partners. Promoting collaboration encourages involvement, thereby reducing resistance and increasing the likelihood of positive outcomes.

Summary

By recognizing the importance of inmate programming, the administrator has taken the first step in creating a culture that embraces and supports such programs. The process continues with developing a clear vision with associated goals and desired affects that will serve as the foundation for programming. The administrator must then identify those programs that support the stated goal and develop an effective strategy to implement such programs. Implementation must include an evaluation component to validate the outcomes of programming, including a reduction in negative inmate behavior. The administrator must also develop an effective process to sustain successful programs, resisting the tendency for programming to backslide.

Administrators must fully appreciate that their support and commitment will substantially influence the success or failure of planning and implementing inmate activities and programs. They must be prepared to identify and work with key stakeholders and address barriers that

arise. Administrators must develop and display their sense of commitment, including their ability to communicate, degree of competency, and willingness to collaborate. Only through such a systematic and thorough approach will administrators be able to develop the support needed for implementation and maintenance of effective programming.

When developing priorities in jail operations, administrators must remember the common thread in the jail's mission. All jails, regardless

of size, budget, design, or location, are responsible for managing inmate behavior. Productive programming is a necessary element in an effective inmate behavior management plan. Reducing inmate idleness and boredom has a strong correlation with improving inmate behavior, which should be the goal of every correctional administrator. Administrators must avail themselves of every possible opportunity to manage inmate behavior more effectively, including the use of productive inmate programming.

Planning, Implementing, and Evaluating Activities and Programs

3

A successful inmate behavior management strategy includes a methodology for planning, implementing, and evaluating activities and programs in a jail, and includes the following:

- Describing and acknowledging the problem in an effort to promote a common understanding of the issues that the jail programs will address and recognize their effect on the jail. This includes getting buy-in from leadership, staff, and external stakeholders on the value of inmate activities and programs in managing inmate behavior.
- Assessing the need for inmate activities and programs, including the process for collecting and analyzing data trends to anticipate the needs of inmates, from the perspective of both the inmates and jail operations.
- Setting goals and measurable objectives for inmate activities and programs that address the needs of both the inmates and jail operations.
- Selecting and implementing activities and programs that address identified behavior management issues and contribute to achieving the goals set by the jurisdiction for both the inmates and jail operations.
- Evaluating activities and programs in terms of their quality and success in reducing negative inmate behavior.

Describing the Problem

An initial step in developing new programs and activities as part of an inmate behavior management strategy is for an administrator to clearly define and describe the inmate behavior problems that he/she hopes to change with the new programs and services. The behavior problems may first come to the jail administrator's attention in any number of ways, including direct observation, inmate complaints, or written reports that indicate ongoing problems

with particular behaviors. The description should explain both the inmate behavior problems that the programs will address and the consequences of the programs for the effective operation of the jail. The problem description should answer the following questions:

- What inmate behavior problems is the jail experiencing, and how do they affect jail operations?
- What is the scope of inmate behavior problems, and how do they affect various segments of the inmate population?
- What factors contribute to inmate behavior management problems?
- Who are the target groups in the inmate population?
- What changes or trends are occurring that may affect the type or scope of inmate behavior management problems?

A description of the problem should include an analysis of the level and scope of negative inmate behavior among various segments of the inmate population and its effect on jail operations. Behavior problems may vary among different custody levels and classifications, as will the types of productive activities a jail may choose to implement based on inmates' risks and needs. A jail also must not overlook the financial costs of negative inmate behavior. Inmate vandalism and disregard for the jail, its equipment, and its furnishings increase replacement and repair costs. Injuries to staff or inmates may increase medical and staffing costs. An analysis of these costs further supports the need to have activities that redirect negative inmate behavior. See the completed Sample Program Initiative Planning Worksheet in appendix A for an example of a statement of the problem. The example describes several behavior problems of concern.

Assessing Inmate Needs

Once there is a clear, concise statement of the problem, the next step is to assess the needs of the inmate population. The first element of effective inmate behavior management is to assess the risks and needs of inmates at various times while they are in custody. Individually, risk and needs assessments guide decisions regarding housing, care, supervision, and program participation for each inmate. For a jail, risk and needs assessment data are an excellent source of information that serves four key purposes:¹

1. Identifying inmates' prevalent needs and providing insight into the underlying reasons or factors contributing to their behavior.
2. Identifying the level of support, responsibility, and training that jail staff and providers need to work with inmates.
3. Helping staff be efficient and cost-effective in matching programs and services to inmate needs.
4. Allowing staff to see the trends of a jail population's needs.

Consider the screening instruments that jails currently use to assess risks and needs at intake. They likely include screens for custody, medical information, mental health, suicide risk, and perhaps social stability factors such as residence, family, employment, or education. The aggregate data from these types of screens can yield a wealth of information about the needs of the inmate population and what programs and activities may be of value in addressing those needs. Some jails may have these screens online as part of their jail inmate management system. If so, it may be possible to use relevant data elements from the screens to establish a database of inmate needs. Otherwise, jail staff may have to draw a sample of the data from paper copies

¹ J. Mellow, D. Mikamal, S. LoBuglio, A. Solomon, and J. Osborne, *The Jail Administrator's Toolkit for Reentry* (Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, 2008), <http://nicic.gov/Library/023068>, accessed December 6, 2009.

of completed screens and enter it onto a spreadsheet for analysis. After completing the initial needs assessment, a jail should establish a process to review data from the assessment screens periodically to track changes and trends.

Jails can also use jail incident data to justify the need for implementing new productive activities for inmates and to plan what programs and activities the jail will offer. Analysis of incident data (reports of incidents, disciplinary action, misconduct, etc.) can highlight trends and provide a profile of the types of negative behaviors staff may want to address, what segments of the inmate population are exhibiting the majority of the negative behaviors, and under what circumstances. It is important to understand the variance of these contributing factors among the various segments of the inmate population. This is one of the first steps in defining target populations and tailoring programs and activities to address their unique needs.

Inmate surveys are a third method that administrators can use to gather information about inmate needs and preferences. Inmates may complete written surveys, exit interviews, participate in inmate focus groups, or some combination of the three. The Sample Program Initiative Planning Worksheet in appendix A provides a brief summary of the needs of both the inmate population and the jail with regard to the statement of the problem.

Setting Goals and Defining Objectives

The next step in developing or expanding productive activities in a jail is to develop goals and objectives for the effort. A goal expresses the overall mission or purpose of an initiative. The goals of an initiative guide its development. One goal may be to increase safety and order in a jail through the reduction of negative inmate behavior. The jail should link the goal

to its overall inmate behavior management strategy (recall the six elements of inmate behavior management described in chapter 1). It should not exist in isolation; rather it should be a logical extension of the jail's overall approach to managing inmate behavior. An example of a goal statement is to "increase safety and order among the general inmate population while providing opportunities for inmates to address individual needs."

Objectives are statements describing the results a jail would like to achieve and how it will achieve those results. Good objectives are specific and measurable. Well-written and clearly defined objectives are important because they:

- Set program priorities.
- Aid in monitoring progress toward achieving goals.
- Set targets for accountability.

A well-written and clearly defined objective is **SMART**: Specific, Measurable, Achievable and Ambitious, Relevant, and Time-bound.²

Specific—It identifies a specific event or action that will take place.

Measurable—It quantifies the amount of change a jail hopes to achieve.

Achievable and Ambitious—It is realistic given the available resources and plans for implementation, yet challenging enough to accelerate program efforts.

Relevant—It is logical and relates to the program's goals.

Time-bound—It specifies a time by which the objective will be achieved.

Here is an example of a SMART objective:

Increase the percentage of eligible inmates participating in the jail's general educational

² S. Ladd and J. Jernigan, *Evaluation Guide: Writing SMART Objectives* (Washington, DC: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, undated), www.cdc.gov/dhbsp/state_program/evaluation_guides/pdfs/smart_objectives.pdf, accessed December 6, 2009.

development (GED) program from 20 percent to 50 percent in 2010.

The objective is **specific** because it identifies a defined event (i.e., participation in the GED program). The objective is **measurable** because it specifies a baseline and quantity of change in the level of participation (i.e., from 20 percent to 50 percent). The objective is **achievable** because it is realistic given the time and resources available, and it is **ambitious** because it would be a significant accomplishment to more than double participation. The objective is **relevant** because it relates to the goal of increasing safety and order among the general inmate population while providing opportunities for inmates to address individual needs. The objective is **time-bound** because it specifies a time by which the jail will achieve its objective (i.e., by the end of 2010).

There are two general types of objectives: process and outcome. Process objectives describe program activities. They specify the actions a jail plans to take and are useful in measuring program implementation. Outcome objectives are the intended results of program activities and they are often divided into short-term, intermediate, and long-term objectives. In the context of behavior management goals, they quantify the effects of implementing a program in a jail. They generally state *who* will achieve *how much* of what outcome *by when*. “Who” is a population, “how much” is a percentage or target amount, and “by when” denotes the month(s), year(s), or other period after the program begins in which the jail hopes to have achieved its desired result. See the Sample Individual Program Implementation Worksheet in appendix A for examples of short-term, intermediate, and long-term objectives associated with the goal of increasing “safety and order in the general inmate population while providing opportunities for inmates to address individual needs.”

Objectives must link logically to each other. For one long-term objective, there may be several intermediate outcome objectives. Similarly,

there may be several process objectives for each short-term outcome objective. See “Linking Program Goals With Process and Outcome Objectives” for examples of process and outcome objectives specific to the goal of increasing safety and order in a general inmate population. These examples assume that baseline data collected to identify the nature and extent of a problem in a jail indicated that a disproportionate level of problem behaviors among the general inmate population was adversely affecting the safety and order of the facility.

Selecting and Implementing Program Activities

Program activities describe what the program is actually doing to increase safety and order in the facility.

Determining Program Activities

Determine what inmate activities and programs will help a jail achieve its goals and objectives. For example, productive activities to promote safety and order in a facility might include unsupervised and supervised activities designed to reduce the idleness and boredom that often lead to inappropriate behavior. They might also include more structured programs designed to help inmates address personal needs while in jail or to assist in their successful return to the community. Indeed, some types of programs and activities may serve all three purposes: activity-focused, reformative, and reintegrative. Chapter 4 describes a variety of programs a jail may want to consider.

It is important in program planning to describe the different activities that a jail will implement, determine how they relate to each other and to overall behavior management goals, and identify the steps or actions the jail must take to implement the activities. People often describe program implementation in a series of process objectives. The Sample Individual Program Implementation Worksheet in appendix A

LINKING PROGRAM GOALS WITH PROCESS AND OUTCOME OBJECTIVES

The following set of examples shows how a well-thought-out program plan links the ultimate goal of the program to measurable, specific process objectives for implementing the program and short-term, intermediate, and long-term outcome objectives.

PROGRAM GOAL

Increase safety and order in the inmate general population.

EXAMPLES OF PROCESS OBJECTIVES

Process objectives link closely to well-planned program activities. Program activities should also link to a jail's overall inmate behavior management plan to maximize the plan's effectiveness.

Strategy: Increase opportunities for inmates to participate in unstructured and structured activities.

- By February 2011, survey inmates to determine their interest in various types of unstructured and structured activities.
- By March 2011, conduct a meeting with housing unit officers to establish a plan for increasing the level of unstructured and structured activities and reducing inmates' idle time.
- By April 2011, purchase or secure donations of the board games and card games that are both suitable for use in the housing unit and are among the selected game choices preferred by inmates on the inmate surveys.
- By December 2011, conduct at least two supervised activities monthly in each housing unit.

Strategy: Implement reform and/or reintegration programs to help inmates develop improved personal/behavioral skills that will enable them to function more effectively in jail and return successfully to the community.

- By February 2011, review aggregate inmate risk and needs assessment data and survey inmates to determine the types of reform and reintegration programs they need the most.

- By March 2011, identify resources needed to implement selected reform and reintegration programs and identify potential providers.
- By May 2011, develop the program model, format, content, and eligibility requirements.
- By June 2011, secure needed resources and negotiate arrangements with the providers selected to present the programs.
- By July 2011, present information to inmates about the program and initiate initial program offering.
- By December 2011, achieve a 50-percent utilization rate based on program capacity.

EXAMPLES OF OUTCOME OBJECTIVES

Examples of Short-Term Objectives

The short-term objectives should focus on the changes in competencies, skills, and attitudes needed to achieve the changes in behaviors or environment identified in the intermediate objectives.

Strategy: Increase inmate competencies and social skills and reduce inmate idleness.

- Increase the proportion of general population inmates participating in unstructured activities during scheduled free time from *X* percent in 2011 to *Y* percent in 2012.
- Increase the proportion of general population inmates participating in structured activities from *X* percent in 2011 to *Y* percent in 2012.
- Increase the proportion of eligible general population inmates participating in organized reform and reintegration programs from *X* percent in 2011 to *Y* percent in 2012.

LINKING PROGRAM GOALS WITH PROCESS AND OUTCOME OBJECTIVES (CONTINUED)

- Decrease the percentage of inmates returning to jail for a new offense within 30 days of release from *X* percent in 2011 to *Y* percent in 2012.

Examples of Intermediate Objectives

The intermediate objectives should focus on the change in behaviors or environment that should lead to achieving the long-term objectives.

Strategy: Establish positive inmate behavior as the norm in the general population.

- Reduce the rate of rule violations (number of violations/average daily population [ADP]) among inmates in the general population from *X* in 2011 to *Y* in 2013.
- Increase the time in the daily schedule in which inmates have the opportunity to participate in structured activities and programs from *X* hours in 2011 to *Y* hours in 2013.
- Increase the proportion of general population inmates who receive formal incentives for positive behavior from *X* percent in 2011 to *Y* percent in 2013.

Examples of Long-Term Objectives

The long-term objectives should focus on the overall results or benefits of having a safe and orderly facility. The assumption here is that the long-term effect of properly implementing the initiative would be a reduction in the amount and severity of misbehavior, along with a corresponding reduction in jail costs associated with such behavior.

Strategy: Keep inmates occupied with productive activities.

- Reduce repair and replacement costs due to inmate vandalism and misuse from *\$X* in 2011 to *\$Y* in 2014.
- Reduce medical costs resulting from inmate injury from fights or other misbehavior from *\$X* in 2011 to *\$Y* in 2014.
- Reduce the rate of serious incidents (number of incidents/ADP) involving inmates in the general population from *X* in 2011 to *Y* in 2014.
- Increase the proportion of inmates in the general population who never receive a sanction for a major rule violation while in custody from *X* percent in 2011 to *Y* percent in 2014.

describes significant activities associated with implementing a literacy program as a strategy to improve inmate behavior.

Identifying and Securing Program Resources

Resources necessary to implement inmate programs and activities include money, staff, time, materials, equipment, and space. Availability of these resources may affect the scope of programs that a jail can offer, the facilities or space

the programs can use, and the ability of staff to deliver the programs in the jail. A jail may need to seek out resources in innovative ways when there are limits on critical resources such as funding or staffing. Therefore, as previously indicated in chapter 2, a jail should clearly identify the resources it needs to implement a program during its planning stages. The NIC publication *Budget Guide for Jail Administrators: Beyond Budget Allocation—Sources of Funding and Services*³ provides numerous potential resources available at little or no cost to a jail. For

³ M. Martin, *Budget Guide for Jail Administrators: Beyond Budget Allocations—Sources of Funding and Services* (Washington, DC: U.S. Department of Justice, National Institute of Corrections, 2002), <http://nicic.gov/Library/017627>, accessed December 6, 2009. Other helpful publications from NIC are also available through the NIC Information Center or the NIC website, www.nicic.gov.

example, jail staff can reach out to other agencies to use the services they provide. A partial list of such agencies includes:

- Colleges—interns, recreation programming, assistance in program planning and evaluation.
- County extension—life skills programs.
- County roads department—public works projects for inmates.
- Libraries—books and reference materials, education programs.
- Parks and recreation department—public works projects for inmates.
- Schools—teachers, educational materials, equipment, tutoring.
- Social services—counseling, life skills, support for basic needs.
- Workforce development—job readiness training, placement assistance.

Many segments of the community are also willing to donate goods, time, or services to the jail. These include civic groups, religious groups, professional groups, and individual citizens. A partial list of the types of resources available in most communities includes:

- Business and civic groups—donations, advocacy for the jail with funding authorities.
- Businesses—donations of equipment, supplies, expertise.
- Charities—donations of clothing, goods, and rehabilitative services for inmates.
- Local chapters of health services organizations—donations of health education materials, volunteer services, health education programming.
- Local foundations—grants funds.

- Religious and faith-based groups—religious programming, counseling, visitation, tutoring, assistance to inmates' families.
- Self-help groups—counseling, support groups.
- Service clubs—equipment donations.
- Trade associations—equipment, technical expertise, and job training donations.

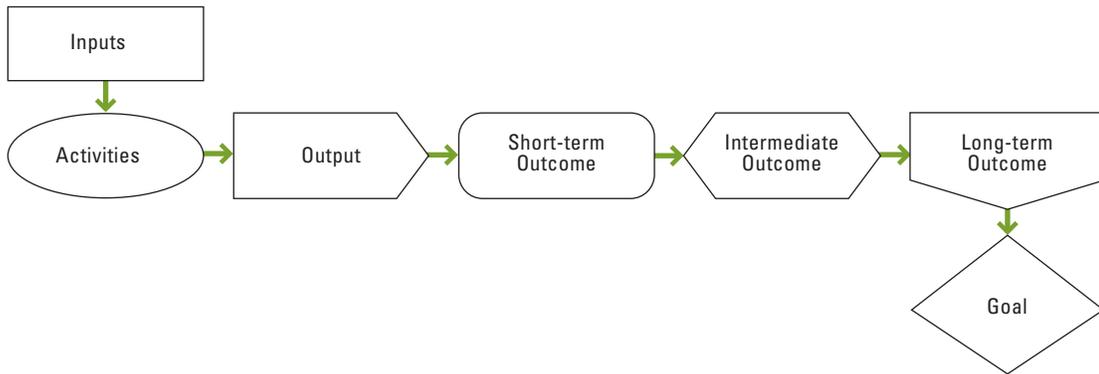
Many organizations in the private sector—both for-profit and nonprofit—are also potential resources for jail programming. These organizations are likely providing behavioral health, education, and support services to other vulnerable populations in the community. They likely had many of the inmates in the jail as clients prior to their incarceration. Although it may be difficult for a jail to secure funding to help inmates access these services in the jail, they are a vital link to the community and a great resource for reintegrative programming.

Using Logic Models to Link Program Implementation With Planning and Evaluation

There are three stages of program development: planning, implementation, and evaluation. Logic models⁴ link program inputs (identified in planning) and activities (carried out in implementation) to outputs and program outcomes (the subject of evaluation). Logic models are tools that a jail can use to (1) identify the short-term, intermediate, and long-term outcomes for a program; (2) link those outcomes to other outcomes and to program activities; (3) select indicators to measure; and (4) explain to decisionmakers how the program will work and what it will achieve over time. Exhibit 3-1 illustrates a basic programs logic model flow.

⁴ P. McCawley, *The Logic Model for Program Planning and Evaluation* (Moscow, ID: University of Idaho Extension, undated), www.uiweb.uidaho.edu/extension/LogicModel.pdf, accessed December 6, 2009.

EXHIBIT 3-1. BASIC PROGRAM LOGIC MODEL FLOW



Elements of a Logic Model

Inputs are the resources that go into a program. Inputs for programs that keep inmates productively occupied may include:

- Direct and in-kind funding.
- Staffing.
- Volunteers and community agencies/ organizations.
- Equipment.
- Materials.
- Space

Activities are the events that occur during a program. Sample activities that are part of a program targeting inmates with educational deficits include:

- Establishing criteria for literacy programs.
- Identifying and selecting a service provider.
- Establishing agreements with a service provider.
- Recruiting, selecting, and training teachers/ volunteers.
- Designating space and procuring needed equipment.
- Procuring program materials.

- Scheduling program classes.
- Identifying inmates eligible to participate.
- Enrolling inmates and starting classes.
- Monitoring progress.

Outputs are the direct products of program activities. The following are examples of outputs of a program that targets inmates with educational deficits:

- A written implementation plan.
- Number of classes held.
- Number of inmates participating.
- Average grade-level increase in reading and writing skills.

Outcomes are the intended results or benefits of a program. Short-term outcomes are the immediate results and often focus on the knowledge, attitudes, and skills gained by a target audience. The following are examples:

- Increased literacy skills.
- Number of inmates completing a GED program.
- Improvements in decisionmaking and interpersonal skills.
- More positive outlook on current situation and future opportunities.

Intermediate outcomes include behavior changes and changes in norms. The following are examples:

- Increased participation in activities and programs.
- Reduced incidence of negative behavior.
- Expectation of positive behavior as the norm among the inmate population and staff.
- Increased capacity of inmates to self-manage their behavior.

Long-term outcomes are the results a program achieves over time. The following are examples:

- Decrease in the number and severity of behavior-related incidents resulting in harm to inmates or staff.
- Decrease in the amount of contraband and vandalism in the jail.
- Increase in the level of sanitation in the jail.
- Decrease in recidivism.

See appendix A for an illustrated example of how a jail might organize its inputs, activities, outputs, and outcomes in the Sample Individual Program Implementation Worksheet.

Linking the Program Components in a Logic Model

When drafting a logic model, a jail should first determine its goal then assess its program inputs (resources) and decide on activities. Then it must consider the implications. Ask, “If the jail does this, *then* what will happen?” For example:

- If a jail provides opportunities for inmates to engage in productive activities, then the activities will reduce inmate idleness, boredom, and associated negative behaviors.
- If a jail provides opportunities for inmates to address their current personal needs, the inmates will feel better about themselves and gain improved social and behavioral skills.

- If a jail provides opportunities for inmates to prepare for their return to the community, the inmates will be less likely to return to jail on a new offense.
- If a jail keeps inmates productively occupied, the jail will be calmer and quieter, and the inmates will be more compliant with jail rules.

This exercise helps a jail think through the logic of what it is trying to accomplish given its investment of resources in a specific set of activities.

After a jail decides on the various components of its logic model, it should arrange them in logical order, from left to right as illustrated in exhibit 3-1.

Once a jail has constructed its logic model, the jail should examine it carefully and ask the following questions:

- Does each step relate logically to the other?
- Are steps missing that disrupt the logic of the model?
- Once the jail implements the model, could someone assess whether the program is doing what it needs to do to implement the desired change?

Logic models can be broad or specific. They can link to each other to express how various elements of the programs connect. A jail could prepare a set of logic models to represent multi-strategy efforts. Logic models are a useful tool in planning inmate activities and programs because they link goals and objectives with activities, outputs, and outcomes. Furthermore, they provide a visual representation of the program that helps stakeholders understand a proposed program’s purpose, the resources it will need, the activities it will conduct, and its capacity to effect change. Appendix B features a sample logic model for the goal of increasing safety and order among the inmate general population.

Evaluating the Program

A key component of program development is evaluation, the systematic process of collecting and analyzing information about a program or some aspect of a program to be able to make necessary decisions about the program. In developing the evaluation plan, a jail administrator must:

- Reach agreement regarding the purpose of the evaluation both internally with the jail’s leadership and staff and externally with stakeholders, such as the funding authority.
- Select the evaluation model that the jail will use.
- Decide on the evaluation questions that the model must answer.
- Develop a plan for data collection and tracking.
- Develop a plan for data analysis.
- Develop a plan for communicating the results.
- Designate responsibility for program monitoring and evaluation.

The overall evaluation design should outline the process the evaluation will follow, the questions the evaluation will investigate, what the evaluation will measure, what methods the evaluation will use, what will be done with the information, and how the results will be disseminated.

Determining the Purpose of the Evaluation

In developing a plan to evaluate an activity or program, a jail administrator should first consider the purpose of the evaluation. The purpose may be, for example, to improve an existing program, assess a program’s effectiveness, or demonstrate

to funding authorities what a program has accomplished with the resources provided. There are three types of evaluations—formative, process, and outcome evaluations—each of which serves different purposes.⁵

Formative evaluations are typically useful during the development of a new program. These evaluations help assess program strategies, materials, activities, and resources to ensure that the program concept is sound, meaningful, and appropriate for the target population. Jails can use the results from this type of evaluation to help make changes in a program and correct problems, thereby maximizing the potential for success before the jail fully implements program activities. Formative evaluations are also useful when a jail is adapting an existing program for use with a different target population, helping to ensure that the strategies, materials, and activities are appropriate for the new target population. Jail program staff, for example, might conduct a formative evaluation to decide whether a particular program such as anger management, which may be targeted to offenders incarcerated for domestic violence, could work for other offender groups.

Process evaluations assess the delivery of a program once the program goes into operation. Jails generally use the findings from these evaluations to make program adjustments or improvements. The evaluation results can also yield information needed to enhance program consistency across staff members, among shifts, or over time. In addition, the jail administration can use the information collected in process evaluations over a set funding period to document to the funding authority and other external stakeholders how it spent funds for the program.

Process evaluations attempt to answer the questions, “What does the program do?” and “How is the program doing it?” Jails may use a process evaluation to help improve newer

⁵ Tobacco Technical Assistance Consortium, *Evaluation Planning*, www.ttac.org/power-of-proof/eval_planning/index.html, accessed December 6, 2009.

programs. Process evaluations focus on the links between the inputs, activities, outputs, and outcomes of a program as described in its logic model to see if a jail implemented the program according to plan and if it achieved the desired results. They help determine:

- Whether the program reaches its intended audience.
- Which program operations work and which do not.
- What program settings (housing unit, classroom, multipurpose room, etc.) appear to be most appropriate and useful for meeting inmate needs.
- How different program components interact and fit together to form a coherent whole.
- Which strategies are successful in encouraging inmate participation and involvement.

Process evaluations document how well a jail has implemented a program, and a jail should conduct them periodically throughout the duration of the program. Process evaluations assess whether a jail has appropriately allocated inputs or resources and whether it is implementing activities as planned. They identify strengths, weaknesses, and areas that need improvement. Following are some examples of the type of performance indicators that a process evaluation measures:

- The number of inmates participating in programs or activities.
- The number of activities and meetings.
- Characteristics of the inmates participating in the activities.
- The staffing for activities and programs.
- The amount of money a jail spends on program activities.
- The number of inmates successfully completing programs.

- The number of training sessions conducted for staff or volunteers.

Outcome evaluations assess the effects or outcomes of a program. There are three types of outcome evaluations; short-term, intermediate, and long-term. A **short-term outcome evaluation** measures the effect a program has on its target audience shortly after implementation. Short-term outcome evaluations seek to measure changes a program creates in a target population's knowledge, attitudes, beliefs, or behaviors and to show the degree to which a program is meeting its immediate objectives. For example, jail staff will look for positive indicators of changes in the overall behavior of inmates and climate of the housing unit in a short-term outcome evaluation. **Intermediate outcome evaluations** link short-term and long-term outcomes and assess continuing progress toward achieving program goals. Jails may use this type of evaluation to measure changes in individual behaviors, group norms, or the environment. Jails generally use **long-term outcome evaluations**, also known as summative evaluations, to assess how well a program is meeting its stated goals and to summarize what has occurred. This type of evaluation allows jails to learn from their program successes and failures so staff can incorporate what they have learned into improving the program or creating more effective new programs. The evaluations also provide evidence of success for use in making future funding requests.

Outcome evaluations attempt to answer this question: "What difference are the jail's efforts making?" Outcome evaluations help identify the immediate, short-term, and long-term impacts of an established program and determine its effectiveness. This type of evaluation assesses program results and whether the program has achieved its objectives. The evaluation may include both expected and unexpected results. A jail should conduct outcome evaluations only after a program has been active long enough to produce measurable results.

The following discussion provides an example of short-term, intermediate, and long-term outcomes for a particular program. As noted above, short-term outcomes may be changes in knowledge, skills, or attitudes of inmates participating in the programs or activities. For example, short-term outcomes of an animal care program implemented as a strategy to increase safety and order in a jail may include having inmates learn basic pet-handling responsibilities, including walking, cleaning of shelter, feeding, watering, grooming, and cleanup.

Intermediate outcomes link short- and long-term goals. An intermediate outcome in an animal care program might be that participating inmates become more empathetic to the needs of others, become less self-absorbed in their situation, and act more responsibly. Corresponding behavior may become self-sustaining and the norm for the jail environment.

Long-term outcomes reflect the ultimate goal of a program. A long-term outcome in an animal care program would be a reduction in the costs and harm to the jail, inmates, and staff due to negative, noncompliant inmate behavior and fewer incidents of inmate misconduct.

For an animal control program implemented with the goal of increasing safety and order in a jail, an outcome evaluation might assess whether:

- Participating inmates exhibit increased knowledge and awareness of the needs of shelter animals and how to care for them (short-term outcome).
 - Participating inmates show changes in behavior and an increased level of concern for others (intermediate outcome).
 - The jail experiences fewer serious behavior-related incidents among inmates (e.g., fights, self-harm, property damage) (long-term outcome).
- The jail, inmates, and staff experience less harm or damage (e.g., costs, injury) resulting from negative inmate behavior (long-term outcome).

Selecting an Evaluation Model

Although there are various traditional evaluation designs ranging from experimental to observational, less-traditional approaches may be appropriate and feasible for evaluating the effectiveness of activities and programs (given limited resources and, possibly, expertise). A **goal-based evaluation model**,⁶ for example, uses program goals as the standard for evaluation. With a goal-based model, evaluation planning focuses on the activities, outputs, and outcomes established in the program's design to determine what performance indicators to select and measure. Thus, the logic model for a program is its foundation for evaluation. Jails can measure progress toward objectives in the early stages of a program to document achievements and ensure accountability. This gives evaluators the flexibility to adapt evaluation strategies if significant changes in the inputs and activities of a program occur (as might often be the case given the transitory nature and unpredictability of the jail population). The evaluation design a jail selects will influence the timing of the data collection, how it analyzes data, and what conclusions it can draw from the analysis. A collaborative approach to evaluation planning involving security staff, program providers, evaluators, and policymakers will help ensure the appropriateness and utility of the evaluation design.

Determining Evaluation Questions

Evaluation questions indicate those things a jail wants to learn, such as whether the jail did what it said it was going to do and whether the jail achieved the change it wanted to see. Evaluation questions typically focus on adherence to

⁶ C. Namara, *A Basic Guide to Program Evaluation* (Minneapolis, MN: Authenticity Counseling, 2002), available online from the Free Management Library, www.managementhelp.org, accessed December 6, 2009.

a program's design during implementation, the degree to which the program attains its objectives, the program's effect on participants, and the program's effect on the organization.

A process evaluation of a program to increase the literacy levels among eligible inmates, for example, might seek to answer questions such as these:

- Did the jail conduct a survey to determine the level of need for and interest in the program?
- Did the jail establish eligibility criteria for the literacy program?
- Did the jail allocate funding and in-kind resources?
- Did the jail identify and select a service provider?
- Did the jail establish an agreement with the service provider?
- Did the jail recruit, select, and train teachers/volunteers according to plan?
- Did the jail designate adequate space for the program?
- Did the jail procure essential equipment and furnishings?
- Did the jail procure program materials?
- Did the jail add program classes to the master activity schedule?
- Did the jail identify and alert inmates who were eligible to participate in the program?
- Did the jail conduct the literacy classes as planned?
- How many of the eligible inmates actually attended classes?
- How many eligible inmates completed the program?

These are straightforward questions that, if answered, ensure that the jail implements the program as planned and is reaching the target population. If the jail monitors the results of questions like these throughout the duration of the program, it can make midcourse changes as needed to keep the program on track.

An outcome evaluation of the same type of program, on the other hand, may answer the following types of questions:

- Did participating inmates exhibit increased literacy skills? Can they read better? (short-term outcome)
- Did participating inmates use newly learned literacy skills to gain the knowledge and abilities they might require to address other personal needs? (intermediate outcome)
- Were participating inmates successful in returning to the community? (long-term outcome)

In selecting evaluation questions, it is important to identify the evaluation users, determine what is important for them, and then tailor the evaluation questions to address their needs. A jail should also consider the feasibility, in terms of availability and cost, of obtaining the data it would need to answer the questions. The Sample Program Evaluation Worksheet in appendix A shows examples of process and outcome questions for evaluating an inmate literacy program.

Collecting Outcome Data

An important element of the evaluation process is collecting and analyzing data on the key outcomes the jail will measure. The written measurable objectives established in a program design, the outcomes established in a logic model, and selected evaluation questions become the basis of the outcomes. Keep in mind that, in process evaluations, an outcome is really an output. Outputs are the direct products of program activities, often measured in terms of

the amount of work accomplished, such as the number of sessions conducted or the number of inmates participating in an activity.

Collecting Qualitative and Quantitative Data

Both quantitative and qualitative data are useful in program evaluation; therefore, a jail should consider collecting both types of data. Quantitative data are measured and expressed in numbers. They can be tallied and presented in percentages, averages or ranges, and in tables or graphs. Qualitative data typically express information in words and describe elements of a program and the attitudes and behaviors of the inmates before, during, and after their participation in the program. Evaluators may present qualitative data in narrative form, but they may also express the data in numbers showing the breakdown of responses into particular categories. In a jail program, the number of inmates participating is an example of quantitative data, while staff perceptions of a change in attitude of an inmate following participation in the program might be a qualitative element that is important to collect.

Determining Outcome Indicators

Once a jail determines the outcomes it must measure, it must then select its indicators.

Indicators are specific, observable, and measurable data elements that show the progress a program is making toward achieving a specified outcome.⁷ For example, the percentage of inmates who have received a sanction for a rule violation while in custody is an indicator that jails can use to measure the long-term outcome of decreased incidence of negative inmate behavior in the jail. Key points about selected indicators include the following:

- There should be at least one indicator for each outcome.

- The indicator must be focused and relevant and must measure some important dimension of the outcome.
- The indicator must be clear and specific about what it will measure.
- The indicator should measure progress the program makes toward achieving the outcome.

Exhibit 3-2 provides examples of outcomes, indicators, and data sources for programs designed to increase facility safety and order by providing inmates with activities and programs to keep them productively occupied.

The evaluation plan should indicate the time-frame in which the jail expects to collect its data. Depending on the type of data a jail needs, collection can take a few days or a few months. It is important that a jail be realistic about how long it will take to collect the data and the resources that it will require. Data collection should be feasible given the time and resources available for the task.

Data Sources and Methods of Collection

There are four basic ways to collect evaluation data: document review, observation, interview, and survey.⁸ Using a combination of these sources, if possible, will lend validity to evaluation findings. A **document review** can provide information about program participants' level of participation; characteristics; changes in knowledge, skills, and behavior; and the jail's overall progress in implementing a program. Some records may already exist in a jail's records management system. It may be necessary to create other records specifically for documenting specific aspects of the program. Exhibit 3-3 lists records and documentation

⁷ H. Hatary, T. van Houten, M. Plantz, and M. Greenway, *Measuring Program Outcomes: A Practical Approach* (Alexandria, VA: United Way of America, 1996).

⁸ Sally L. Bond, Sally E. Boyd, and Kathleen A. Rapp. *Taking Stock: A Practical Guide to Evaluating Your Own Programs* (Chapel Hill, NC: Horizon Research, Inc., 1997), www.horizon-research.com/reports/1997/stock.pdf, accessed December 6, 2009.

EXHIBIT 3-2. EXAMPLE OF OUTCOMES, INDICATORS, AND DATA SOURCES FOR THE GOAL OF INCREASING FACILITY SAFETY AND ORDER THROUGH PRODUCTIVE ACTIVITIES FOR INMATES

Short-Term Outcomes	Short-Term Indicators	Data Sources
Increased proportion of general population inmates participating in unstructured activities.	Percentage of inmates participating in unstructured activities.	<ul style="list-style-type: none"> Housing unit logs. Activity logs.
Increased proportion of general population inmates participating in structured activities.	Percentage of inmates participating in structured activities.	<ul style="list-style-type: none"> Housing unit logs. Activity logs.
Increased proportion of eligible general population inmates participating in organized reform and reintegration programs.	Percentage of inmates participating in organized reform and reintegration programs.	<ul style="list-style-type: none"> Activity logs. Program attendance.
Decreased percentage of inmates returning to jail for a new offense within 30 days after release.	Number of inmates returning to jail for a new offense within 30 days after release.	<ul style="list-style-type: none"> Admissions log.
Intermediate Outcomes	Intermediate Indicators	Data Sources
Reduced rate of rule violations.	Number of rule violations divided by the average daily population (ADP).	<ul style="list-style-type: none"> Incident reports.
Increased time in the daily schedule for structured programs and activities.	Amount of time allocated for structured programs and activities.	<ul style="list-style-type: none"> Facility master schedule.
Increased proportion of general population inmates who receive formal incentives for positive behavior.	Number of inmates who receive incentives for positive behavior.	<ul style="list-style-type: none"> Housing unit logs. Behavior reports.
Long-Term Outcomes	Long-Term Indicators	Data Sources
Reduced repair and replacement costs due to inmate vandalism and misuse.	Amount of repair and maintenance costs due to inmate vandalism and misuse.	<ul style="list-style-type: none"> Budget reports.
Reduced medical costs resulting from inmate fights or other misbehavior.	Amount of medical costs resulting from inmate fights or other misbehavior.	<ul style="list-style-type: none"> Budget reports.
Reduced rate of serious incidents involving inmates in the general population.	Number of serious incidents divided by the ADP.	<ul style="list-style-type: none"> Incident reports. Census reports.
Increased proportion of inmate population with clean behavior records.	Percentage of inmates without a sanction for a major rule violation.	<ul style="list-style-type: none"> Disciplinary reports.

that may serve as sources of data to collect for evaluation.

Observation is another means of collecting data about a program. As described in the section above, data analysis should have both quantitative and qualitative elements. Although written records are a good source of data for quantitative analysis, they do not tell the whole story. Program attendance, for example, may relate to something other than interest in a program. It could be that inmates are simply bored and looking for something to do. Observation can yield a wealth of information about how well a program is working and the extent to which it engages and involves participants. For observation to be an effective data source, observers must know what to look for. For example, an observer looking for indicators of participants' interest in a particular program may consider the following:⁹

- What proportion of inmates in the program are actively participating? What are they saying?
- How do they look? Are they distracted, bored, or are they listening with interest?
- How much personal experience do the inmates bring to the discussion?
- Do the inmates seem excited about the topic?

A checklist or form to record observations may be a useful tool that can help observers look for behaviors that relate to the program objectives and desired outcomes.

Interviews are yet another source of data for evaluation. Structured interviews that follow a prepared set of questions are typically most effective in getting data in a consistent form for analysis. Interviewing staff, program providers, volunteers, and others in addition to the inmate participants gives a broader perspective that may be more useful in an analysis. In addition to individual interviews, focus groups are a good way to get information from more people in a short amount of time.

Conducting **surveys** is another method of collecting data for evaluation. Evaluators gather survey data through the use of written questionnaires. Questionnaires with closed-ended questions, such as multiple-choice questionnaires, are useful in gathering quantitative evaluation data from a target group. For example, a needs/interest survey of inmates conducted as part of a formative evaluation can help jails determine what types of activities and programming may be most beneficial. Questionnaires with open-ended questions, on the other hand, may produce richer responses better suited to qualitative analysis.

EXHIBIT 3-3. RECORDS AND DOCUMENTS TO USE AS DATA SOURCES	
Existing Records	Existing Records
<ul style="list-style-type: none"> • Risk and needs assessments and other classification information. • Jail logs. • Incident and disciplinary reports. • Activity schedules. • Jail census reports. • Volunteer training logs. • Service provider agreements. • Budget reports. 	<ul style="list-style-type: none"> • Need/interest surveys. • Program attendance logs. • Participant demographic information sheets. • Participant progress reports. • Test results.

⁹ Sally L. Bond, Sally E. Boyd, and Kathleen A. Rapp. *Taking Stock: A Practical Guide to Evaluating Your Own Programs*.

Time and level of effort are major considerations in determining the types of data to collect for evaluation. Use of internal versus external evaluators is also a factor. Some advantages of having external evaluators collect data may be that jail staff view them as being more impartial and jail staff do not have to take time from their other duties. The main disadvantage may be the cost.

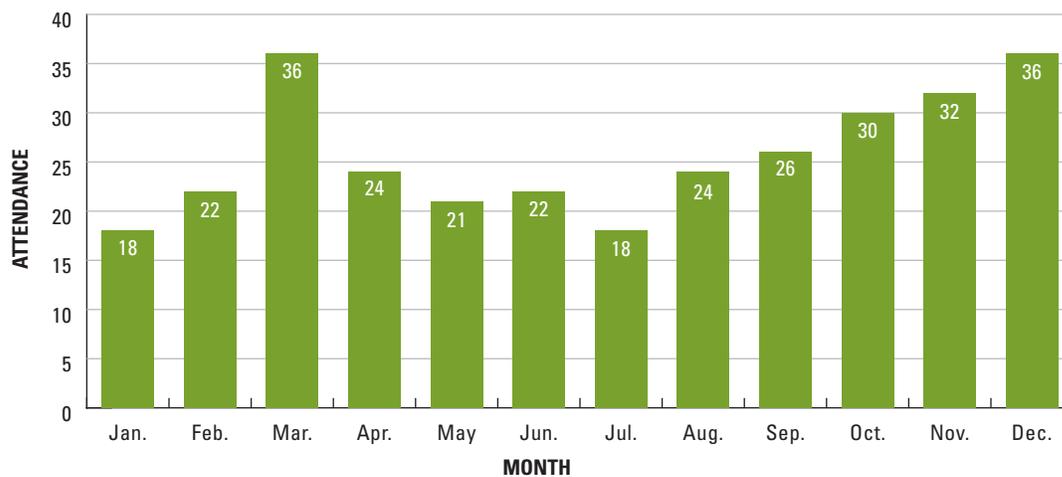
Analyzing Data

Once a jail completes data collection, the process of data analysis begins and the effects of a program emerge. A basic tool for analyzing data is **descriptive analysis**.¹⁰ Evaluators use descriptive statistics to present the basic features of the data collected. Descriptive analysis may be as simple as summing or averaging results or taking a large set of data and presenting it in a manageable form. In a process evaluation, statistics will likely be relatively straightforward. Descriptive information should be presented objectively, in quantitative terms where possible, as illustrated in exhibit 3-4.

Inferential analysis is another tool for analyzing data. A jail may use this type of analysis to infer conclusions beyond the results of the raw data alone. In an outcome evaluation, evaluation questions may focus on the effects of particular program activities and seek to establish whether there is a relationship (and how strong) between a program and its intended results. For example, jail program staff may want to see whether inmate participation in a behavior modification program correlates to a subsequent reduction in the level of property damage in a housing unit. A simple inferential analysis is possible using statistical functions on spreadsheet programs with the data that the jail collects. Enlisting the aid of statisticians may be necessary for a more complex analysis of this nature.

Regardless of the tools a jail uses in analyzing its data, the analysis should include interpretation of the results. Interpretation puts the results in context and allows those who review the data to draw conclusions. The analysis should provide stakeholders with conclusions

EXHIBIT 3-4. GED PROGRAM MONTHLY ATTENDANCE



¹⁰ William M. Trochim, *The Research Methods Knowledge Base*, 2nd ed., www.socialresearchmethods.net/kb, accessed December 6, 2009.

about the program, including lessons learned and recommendations for improvement.

Communicating the Results of the Evaluation

In developing a plan for communicating the results of a program evaluation, a jail should think about the following:

- With whom does the jail need to share the results?
- What information do they need?
- How should the jail communicate the information?

A jail should make the evaluation results available to the stakeholders in a program, particularly those who are likely to be key users of the information. Stakeholders, as indicated in chapter 2, may include the sheriff, jail staff, funding authorities, program partners, inmates, and the community.

A jail does not need to share all evaluation results with all stakeholders, however. The sheriff and governing board, for example, are more likely to be interested in the bottom line—whether the program works and whether it produces a good value for the investment. Staff and program managers, on the other hand, may need to know detailed implementation results to be able to identify needed program improvements. It is important to understand what amount and type of information each stakeholder desires in order to provide information that meets their needs. Exhibit 3-5 presents a model for tailoring evaluation questions to answer the concerns of various groups of jail stakeholders.¹¹

The primary use of evaluation information is to provide feedback for program improvement.

The evaluation information should help jail program staff determine the extent to which a program is meeting its stated objectives and whether it is contributing to overall behavior management goals. Therefore, a jail should frame evaluation information in terms of the intermediate indicators and desired outcomes it defines in the logic model at the beginning of a program. A jail can communicate much of the evaluation information that staff receive, particularly from formative and process evaluations, in the early stages of the planning process and during implementation. This information may also be communicated informally among the key internal stakeholders. More formal methods may be necessary for communicating evaluation information to external stakeholders and interested parties.

Methods for formally communicating evaluation information include full written reports, executive summaries, briefing papers, slide presentations, media releases, and Internet postings. The methods a jail uses to communicate the evaluation results depend on the audience and what information that audience desires. Providing a full report, for example, might help key program staff design program improvements. Conversely, an executive summary with information on the cost-effectiveness of a program might be sufficient for the sheriff and funding authorities. A slide presentation may be the most effective way to communicate program results to program partners, community organizations, and other policymakers. A strong evaluation report includes the following:¹²

- Subject program description.
- Statement about the evaluation questions and the purpose of the evaluation.
- Description of actual data collection methods a jail uses.

¹¹ W.K. Kellogg Foundation, *Logic Model Development Guide: Using Logic Models to Bring Together Planning, Evaluation, and Action* (Battle Creek, MI: W.K. Kellogg Foundation, 2004), www.wkkf.org/knowledge-center/Resources-Page.aspx, accessed December 6, 2009.

¹² A. Baker and B. Bruner, *Evaluative Thinking, Bulletin 6 – Using Evaluation Reports* (Cambridge, MA: Bruner Foundation), <http://brunerfoundation.org/ei/docs/EvaluativeThinking.bulletin.6.pdf>, accessed December 6, 2009.

EXHIBIT 3-5. EXAMPLES OF EVALUATION QUESTIONS TO USE WITH JAIL STAKEHOLDERS

Audience	Typical Questions	Evaluation Use
Jail program staff and program partners	<ul style="list-style-type: none"> • Is the jail reaching the target population? • Are the inmates satisfied with the program? • Is the jail running the program efficiently? • How can the jail improve the program? 	Programming decisions and day-to-day operations.
Inmate participants	<ul style="list-style-type: none"> • Did the program help me? • Did I find it interesting and worthwhile? • Is the program suited for the target population? • What would improve the program for others? 	Decisions about continuing participation.
Sheriff and jail administration	<ul style="list-style-type: none"> • Whom does the program serve? • What difference has the program made? • Is the program reaching its target population? • What do staff and participants think about the program? • Is the program worth the cost and effort? 	Decisions about commitment and support. Knowledge about the utility and feasibility of a program's approach.
Governing authority/funders	<ul style="list-style-type: none"> • Is the jail achieving what it promised? • Is the program working? • Is the program worth the cost? 	Accountability and future funding decisions.
Community	<ul style="list-style-type: none"> • Does the program contribute to community well-being and safety? • Is the program cost-effective? 	Decisions about support.

Source: Adapted from W.K. Kellogg Foundation, *Logic Model Development Guide: Using Logic Models to Bring Together Planning, Evaluation, and Action* (Battle Creek, MI: W.K. Kellogg Foundation, 2004) p. 40, www.wkkf.org/knowledge-center/Resources-Page.aspx, accessed December 6, 2009.

- Summary of key findings (including tables, graphs, vignettes, quotes, etc.).
- Discussion or explanation of the meaning and importance of key findings.
- Suggested action steps.
- Next steps for the program and the evaluation.
- Issues for further consideration.

Stakeholders use the evaluation results for various purposes, some of which have timelines and deadlines of their own. For example,

governing boards and grant agencies may have deadlines for submitting funding requests. A jail should provide evaluation information, to the extent possible, to intended users in time for it to meet their needs.

Responsibility for Program Monitoring and Evaluation

The evaluation plan should identify individuals who will be responsible for program monitoring and evaluation activities. The evaluation team may include jail staff and program partners. The assignment of responsibility will

ensure that key tasks are not overlooked and the individuals understand their roles in the process.

Summary

Implementing inmate activities and programs that reduce negative inmate behavior in the jail is more likely to be successful if those activities and programs are the product of careful planning. Successful programs bring about change, and jails build those programs on the basis of solid knowledge of what works and a clear understanding of the jails' needs and desired outcomes. Most jail administrators know what they want—a jail that is safe, clean and quiet—and they may even know what they want to do to achieve that goal. What is often missing is how to get there. This chapter provides a methodology for program planning, implementation, and evaluation that jail administrators can use in providing inmate activities and programs as a positive element of an inmate behavior management plan. The list below presents the steps in planning and implementing a program:

- **Describe the problem**—Clearly and succinctly explain the problems you hope to address.
- **Assess inmate needs**—Assess the needs of the inmate population and the jail that are contributing to the problem.
- **Establish goals and objectives**—Establish goals and objectives for the program that describe the desired outcomes and provide direction for staff and other key stakeholders.
- **Determine program activities**—Identify the inmate activities and programs you want to implement and the steps necessary to implement the activities.
- **Identify required resources**—Resources needed to implement inmate programs and activities may include money, staff, time, materials, equipment, and space.
- **Design the program**—Effective programs link the problem to the intervention (inputs, activities, and outputs) and the result (outcome). Logic models are excellent program planning and evaluation tools.
- **Implement the program**—Implement the desired activities and programs, monitoring the implementation and tracking results.
- **Evaluate the program**—Collect and analyze key data to assess progress toward meeting desired outcomes. Use the evaluation information to improve the program and demonstrate the effectiveness of the jail's approach.

Program evaluation is a critical element of the process. Evaluation does not need to be complicated or costly but needs to be well thought out and considered from the very beginning of program planning. Key steps in organizing the evaluation process include the following:

- Reaching agreement on the purpose of the evaluation.
- Selecting the evaluation model to use.
- Deciding on the evaluation questions to answer.
- Developing a plan for data collection and tracking.
- Developing a plan for data analysis.
- Developing a plan for communicating the results.
- Designating responsibility for program monitoring and evaluation.

Chapter 4 describes a range of inmate activities and programs that a jail can implement as a means to reduce negative inmate behavior. Administrators are encouraged to use the program planning and evaluation tools described in this chapter to achieve the most benefit from the programs in managing inmate behavior.

Inmate Activities and Programs

4

The range and types of inmate activities and programs that a jail may develop to help reduce negative inmate behavior include:

- Work inside the housing unit.
- Work outside the housing unit.
- Unstructured activities inside the housing unit.
- Structured activities inside the housing unit.
- Organized programs inside the housing unit.
- Organized programs outside the housing unit.

This guide presents specific examples of activities and programs in the pages that follow. Each example briefly describes the activity or program and includes information on delivery methods, required resources, implementation examples and tips, and suggested information to collect for program evaluation. Appendix C, *Program Examples*, indexes the program examples by subject, type (activity, reform, reintegration), complexity, and cost.

The program descriptions in this chapter represent a compilation of the programs and activities that jails across the country have used. Appendix D, *Program Resources*, references the specific jails participating in the survey on program and activity use and implementation in jails. For the survey respondents who reported using a particular product or program, this guide includes information on websites that have more information about the products and programs.

Key Decisions in Selecting and Implementing a Program

There are some broad questions to consider when deciding whether to implement any specific program. The sections below address those questions in detail.

Why?

As discussed in chapter 3, a goal expresses the overall purpose for a program initiative, and objectives are statements that describe the results a jail hopes to achieve and outlines how it plans to achieve those results.

- Why does the jail want to implement activities and programs?
- What does the jail hope to achieve by implementing a program?
- What are the jail's goals and objectives?

What?

As discussed in chapter 2, three types of programs support effective inmate behavior management:

- **Activity**—Programs designed to keep inmates actively and productively engaged.
- **Reform**—Programs designed to provide inmates with knowledge and skills to address current personal needs.
- **Reintegration**—Programs designed to provide inmates with assistance and information to help them prepare to return to the community.

All three program types support effective inmate behavior management. A jail may choose to have a mix of programs designed to meet its goals and objectives.

- What activities does the jail currently provide?
- Will the proposed activity help the jail achieve its stated goals and objectives?

Who (Inmates)?

An integral part of selecting an activity or program for a jail is knowing which inmates will be able to take advantage of the program and what the needs and interests of those inmates are. This will help the jail select activities and programs that inmates are more likely to use.

- Which inmates will be eligible to attend the program?
- Will the program be available to all inmates or to certain classifications of inmates only?
- Does the program require screening of inmates based on need, length of stay, or other criteria?
- Does participation in the program require a referral from a specified individual or agency?
- If access to the program is restricted, is the process to select participants documented and fair?
- Do excluded groups have alternate access to the activity or information? If not, has the jail clearly articulated its reasons and are they defensible?

Who (Staff)?

As those who most likely will implement the proposed activities and programs, staff must be aware of and become champions of the implementation. Such support will reduce internal resistance.

- Who will provide the activity?
- Does the program require a leader or instructor?
- Who is an appropriate leader—a volunteer, security staff, program staff, staff from another agency, or a paid provider?
- For programs not requiring a leader, who is responsible for obtaining, distributing, and monitoring program materials?
- Does the program require security supervision in addition to a program leader or instructor?
- Does the program require ongoing coordination in addition to a program leader or instructor?

When?

The scheduling of an activity or a program's implementation may affect a jail's ability to secure external support, monetary resources, and staff and inmate backing. In addition, programs requiring appropriated funds may be subject to state and local budget cycles.

- When is an appropriate time to schedule the program?
- What other activities affect the scheduling of this program?
- When is the designated leader or instructor available to administer the program?
- What annual application or renewal deadlines must the program meet?

Where?

If a jail is to implement an activity or program, space must be available for leaders and participants inside the jail. Programs with external locations must address security and

transportation issues while meeting other program-specific criteria.

- What space does the jail need for the activity and/or for storage of program materials?
- Can the activity take place inside an inmate housing area or is separate space required?

How?

Different jails may need to implement an activity or program differently than other jails. A jail should consider its own access to resources or its ability to secure new ones.

- What are the specific details and processes for providing the activity?
- What materials and equipment does the jail need; how will the jail obtain, monitor, and store its equipment?
- What is the minimum or maximum number of inmates who can attend the program?
- Will the jail repeat the program for different housing areas or groups of inmates?
- If the jail is using volunteers to administer the program, has the jail oriented the volunteers to the jail and do they understand their role in supporting security?
- Is the process for volunteers entering the jail smooth and stress-free?
- Will the jail need to escort inmates to and from a program area?
- Is there a process for documenting inmate attendance at the program?

By answering these questions during the program planning process, a jail will increase the chances for successful implementation of a program and for achieving its overall goal for the program.

Determining the Complexity and Cost of a Program

Determine the complexity of a program by evaluating five elements:

1. The **materials and equipment** a jail needs for the program and how difficult they are to obtain.
2. The **space** a jail needs for a program.
3. Whether the program will need a **program leader** and the training a program leader will need.
4. The **supervision staff** that a jail may require apart from a program leader.

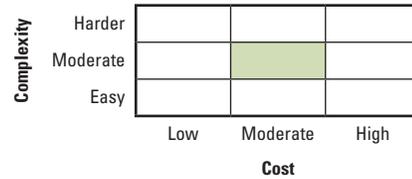
5. The active, ongoing **coordination** that a program will require to continue.

Determine the cost of a program by evaluating the cost of **materials and equipment** and the cost of providing a **program leader**. The different elements of complexity and cost will present different levels of challenge to each jail. Programs provided outside of a jail, for example, may also have additional costs for transportation, security, or nonjail staff involved in the program. Therefore, a program may be more or less complex and costly to deliver, depending on the needs of each jail.

Adult Basic Education

Subject: Education

Type: Reform



Goal: Provide adult basic education (ABE) classes in the jail.

Program Description

ABE is education for adults—from those with limited or no formal schooling to those without a high school diploma—that teaches reading, writing, and math skills.

Program Delivery Methods

- Group classes.
- One-on-one tutoring sessions.
- Self-study materials.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • ABE textbooks and workbooks. • Assessment instruments. • Computer-based assessment tools. 	<ul style="list-style-type: none"> • Classroom/multi-purpose room. • Separate space in a dayroom. 	<ul style="list-style-type: none"> • Trained instructors. • Community volunteers. • College interns. 	<ul style="list-style-type: none"> • Local school districts. • Colleges/universities. • Literacy organizations. • State departments of education.

How It Works

The jail asks inmates coming into the jail about the highest grade level they achieved in school. The ABE coordinator/teacher then conducts a formal assessment for interested inmates who report completing less than the 9th grade. Based on the assessment, inmates attend classes in basic reading, writing, and math skills several times each week. Because the education levels of inmates may vary widely, instructors must prepare to respond to individual needs. One-on-one tutoring sessions and self-study materials are also available. The jail conducts reassessments to measure progress.

Tips for Successful Implementation

- Encourage inmates to participate by making individual contact with eligible inmates.
- Small jails can combine ABE and general educational development (GED) course preparation to make optimal use of space and instructors.

Information to Collect

- Number of ABE classes held.
- Number of inmates attending classes, tutoring, and receiving self-study materials.
- Number and type of instructors.
- Pre- and postassessment scores of participating inmates.
- Inmate rule violations before and after participating in the ABE program.
- Inmate participation in ABE classes in the community after release.

Alcoholics Anonymous

Subject: Treatment

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Conduct Alcoholics Anonymous (AA) meetings in the jail.

Program Description The purpose of an AA program is to provide inmates with the opportunity to achieve and maintain sobriety by participating in AA meetings while in jail.

- Program Delivery Methods**
- Group classes
 - One-on-one tutoring sessions

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • AA books and pamphlets. 	<ul style="list-style-type: none"> • Private meeting room. 	<ul style="list-style-type: none"> • Community volunteers. 	<ul style="list-style-type: none"> • Local AA chapter.

How It Works

Volunteers from the local Alcoholics Anonymous chapter conduct meetings once each week. Both a male and a female volunteer come to the jail. If there are both male and female inmates who want to participate, the jail holds two separate meetings. If there are no female inmate participants, the female volunteer joins the men’s meeting; this helps keep female volunteers interested in coming to the jail. AA volunteers participate in the jail’s regular volunteer training program and conduct the meetings without security staff in the room. Separate times are available for inmates to meet one-on-one with a volunteer AA sponsor. In an agreement with local judges and the AA chapter, to encourage meeting attendance after release, inmates whom the court orders to attend AA meetings are not given credit for attending meetings in the jail.

Tips for Successful Implementation

- Implement a formal volunteer program to recruit, screen, train, and monitor jail volunteers.

Information to Collect

- Number of AA meetings the jail holds.
- Number of meetings the jail cancels and reason for cancellation.
- Number of inmates (male and female) attending group meetings and one-on-one sessions.
- Number of AA volunteers (male and female).
- Feedback from participating inmates on their awareness/understanding of the AA program.
- Inmate rule violations before and after participating in the AA program.
- Inmate participation in AA meetings in the community after release.

Animal Care Programs

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Allow inmates to care for domestic animals in the jail.

Program Description

Animal care programs bring domestic animals, often dogs, into the jail. The purpose of animal care programs is to provide inmates with the opportunity to interact with animals and learn animal care techniques.

Program Delivery Methods

- Individual inmates foster shelter animals.
- The jail keeps an animal as a pet.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Appropriate food for each animal. • Animal care supplies (collars, leashes, food and water bowls, etc.). 	<ul style="list-style-type: none"> • Appropriate shelter for each animal. • Appropriate access to outdoor space. 	<ul style="list-style-type: none"> • Designated staff person or volunteer to coordinate the program. 	<ul style="list-style-type: none"> • Local animal shelters.

How It Works (Foster Care)

The jail has a formal agreement with the local animal shelter to provide animals in need of foster care, along with appropriate food and supplies. The jail assigns each animal to a different inmate; the inmate is responsible for the animal 24 hours a day, 7 days a week. The inmate takes care of all the needs of the animal, including house training and obedience issues. As each animal reaches maturity and is ready for adoption into the community, the jail releases it to the animal shelter and replaces it with a new animal.

How It Works (Pet Care)

After evaluating the animal for health, temperament, and demeanor, the jail places a single animal into a jail housing area as a pet. Inmates volunteer for animal-handler duties on a rotating base with the purpose of learning basic pet-handling responsibilities, including walking, cleaning of shelter, feeding, watering, grooming, and cleanup. A program coordinator is responsible for the animal on a long-term basis and can respond if the jail needs to remove an animal from the program for any reason.

Information to Collect

- Number of inmates participating in the animal care program.
- Number of animals the jail will foster.
- Feedback from participating inmates on their awareness/understanding of animal care.
- Inmate rule violations before and after participating in the animal care program.

Behavior Change Programs

Subject: Treatment

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates develop behavioral skills to function more effectively in society.

Program Description

Behavior change programs provide inmates with information and tools to examine and modify negative behaviors. Topics include anger management, decisionmaking, changing thinking patterns, and interpersonal skills.

Program Delivery Methods

- Single-session presentations.
- Multiple-session small-group classes.
- Ongoing small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Informational hand-outs and worksheets. • Prepared curricula with workbooks and facilitator guides. 	<ul style="list-style-type: none"> • Private classroom or multipurpose room. 	<ul style="list-style-type: none"> • Trained jail staff. • Community agency staff. • Trained volunteers. 	<ul style="list-style-type: none"> • Local mental health, substance abuse, or other community agencies. • Colleges/universities.

How It Works

Staff from community agencies come into the jail weekly to provide programs that encourage positive behavior change. Presenters use prepared content or develop materials locally. They present informational topics in single sessions or on an ongoing basis. Inmates may ask to take part in the single-session programs and are approved to join at any time. Presenters may feature more indepth topics as specific multiweek courses. For these programs, inmates may request the course and are approved only prior to the beginning of the course.

Tips for Successful Implementation

- Provide a mix of classes—some that allow inmates to join at any time and others that are “closed” to build group cohesion and allow lessons to build on each other.

Information to Collect

- Number and type of programs held.
- Number of inmates attending each type of program.
- Number of community agencies participating in program delivery.
- Feedback from participating inmates on the value of the programs.
- Pre- and postassessment tests of inmate knowledge of the presented information.
- Inmate rule violations before and after participating in the programs.

Board Games and Card Games

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide board games and card games for inmate use.

Program Description

Board games, jigsaw puzzles, and playing cards provide inmates with positive ways to pass the time.

Program Delivery Methods

- Unsupervised use in inmate living areas.
- Supervised games and tournaments.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Board games. • Jigsaw puzzles. • Playing cards. 	<ul style="list-style-type: none"> • Storage space inside or outside inmate living areas. • Dayrooms. • Multipurpose rooms. 	<ul style="list-style-type: none"> • Jail staff. • Community volunteers. 	<ul style="list-style-type: none"> • Community organizations. • Community members.

How It Works

The jail uses funds from its budget or commissary fund to purchase a variety of board games, jigsaw puzzles, and playing cards. Members of the community may also wish to donate items. A set of games is placed in each inmate living area for free use. Additional games, including jigsaw puzzles, are available for individual checkout through the jail library. A program staff member inventories the games monthly, removing and replacing damaged items. Periodically, program staff conduct tournaments, including those for such games as chess, checkers, and trivia. In the special-needs housing areas, mental health staff conduct weekly supervised board game play to encourage positive interaction with peers and staff.

Tips for Successful Implementation

- Conduct a regular inventory of games in the housing areas. Remove and replace worn and damaged items to encourage respectful use of the materials.

Information to Collect

- Number of games purchased and donated.
- Feedback from housing area officers on inmate behavior before and after the introduction of games in the units.
- Inmate rule violations before and after introducing games in the units.

Community Resource Information Programs

Subject: Life Skills

Type: Reintegration

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with information about local community resources.

Program Description Community resource information programs provide inmates with basic information about resources available in the community, including educational development, employment, and human services agencies.

Program Delivery Methods

- Single-session presentations.
- Multiple session small-group classes.
- Community resource handouts compiling information from various agencies.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Handouts provided by the presenting agency. 	<ul style="list-style-type: none"> • Multipurpose room. • Separate space in dayroom. 	<ul style="list-style-type: none"> • Representatives from local community agencies. • Community volunteers. • Jail staff. 	<ul style="list-style-type: none"> • Local community service agencies.

How It Works

Representatives from local community agencies come to the jail on a scheduled basis to provide information on what services they provide and how inmates can access those services. For some agencies, inmates can begin the registration process prior to release. Participating community resource agencies include adult basic education centers; community colleges and universities; financial assistance offices; health, mental health, and substance abuse treatment facilities; transportation providers; food and shelter assistance providers; women’s services agencies; and job search and employment training agencies.

Tips for Successful Implementation

- Survey local agencies to determine the types of services they provide, eligibility requirements (specifically for ex-inmates), and their willingness to share information in the jail.

Information to Collect

- Number and type of community resource presentations.
- Number of inmates attending.
- Number of community resource handouts distributed.
- Feedback from inmates on the usefulness of the information presented.
- Number of inmates registering for services prior to release and using services after release.

Computer Labs

Subject: Education

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
Cost				

Goal: Provide inmates with access to computers for a variety of uses.

Program Description

A computer lab supports educational classes, provides a venue for computer-skills training, and is available for individual use.

Program Delivery Methods

- Ongoing small-group computer classes.
- Computer time for inmates participating in other educational classes.
- Open computer-use sessions.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Computers. • Software. • Peripheral equipment and supplies such as printers and paper. 	<ul style="list-style-type: none"> • Room with appropriate wiring, ventilation, and furnishings. 	<ul style="list-style-type: none"> • Knowledgeable staff or volunteers. 	<ul style="list-style-type: none"> • Local school districts. • Colleges/universities. • Local businesses.

How It Works

The jail receives donations of or purchases computers for use in an inmate computer lab. The jail networks the computers and connects them to an “instructor” computer. The jail offers classes on basic computer literacy and common office-based software. The computer lab supports educational programs such as adult basic education, general educational development (GED) preparation, and education enrichment. The jail gives inmates open computer-use times to write letters, prepare legal paperwork, and complete other projects.

Tips for Successful Implementation

- Plan ahead for ongoing maintenance of equipment and software.
- Develop a clear policy on inmate access to the Internet.

Information to Collect

- Number and type/amount of donations in support of the computer lab.
- Number of inmates using the computer lab.
- Inmate feedback on the value of the computer lab.
- For computer skills training, pre- and postassessment tests of inmate computer skills.
- Inmate rule violations before and after using the computer lab.

Consumer Education

Subject: Life Skills

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates develop effective living skills.

Program Description Consumer education programs focus on helping inmates understand the day-to-day basic living skills needed to get along in society.

Program Delivery Methods

- Single-session presentations.
- Multiple-session small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Materials, handouts, and worksheets for each topic. 	<ul style="list-style-type: none"> • Multipurpose room. • Separate space in dayroom. 	<ul style="list-style-type: none"> • Trained jail staff. • Community agency staff. • Trained volunteers. 	<ul style="list-style-type: none"> • Community agencies. • Local school districts. • Colleges/universities.

How It Works

The jail presents consumer education classes weekly. Topics include money management (understanding paychecks, budgets, banking services, credit, and loans and interest rates), consumerism (shopping guidelines and skills, buying a car, warranties, consumer rights, insurance, and Internet consumerism), and living in the community (obtaining housing, accessing health services, and voter registration). Classes include lectures, discussions, practical demonstrations, and hands-on experience that allows inmates to practice the skills they are learning.

Tips for Successful Implementation

- Prepare class materials to accommodate various educational levels among participants.

Information to Collect

- Number and topics of programs presented.
- Number of inmates attending each program.
- Number of community agencies participating in program delivery.
- Feedback from participating inmates on the value of the programs.
- Pre- and postassessment tests of inmate knowledge of the information presented.
- Inmate rule violations before and after participating in the programs.

Creative Arts Programs

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with the opportunity to explore the creative arts.

Program Description

Creative arts programming includes art, crafts, writing, and music activities. The goals of creative arts programming can be both instructional and therapeutic.

Program Delivery Methods

- Single-session activities.
- Multiple-session small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Instructional work-books, art slides and books, music CDs and players, musical instruments. • Consumable art, craft, writing, and music supplies. 	<ul style="list-style-type: none"> • Multipurpose room. • Secure storage. • Cleanup space and materials. 	<ul style="list-style-type: none"> • Community volunteers. • Trained art/music therapists. 	<ul style="list-style-type: none"> • Local school district. • Colleges/universities. • Local arts organizations.

How It Works

Local student, amateur, and professional artists, writers, and musicians come into the jail regularly to provide creative arts programming. The strengths and interests of the instructors help determine the specific topics. Art classes include drawing, calligraphy, sculpture, art appreciation, and art therapy. Crafts classes include holiday cardmaking and the crafting of ornaments, picture frames, magnets, and other small items appropriate for gift giving. Writing instruction includes classes in poetry, short stories, and essay writing. Music classes include instrument instruction, singing, songwriting, music appreciation, and music therapy. The jail holds inmate presentations, including art shows and musical performances, several times each year.

Tips for Successful Implementation

- Conduct regular inventories of equipment and supplies.
- Develop a policy and procedure for handling completed art/crafts projects.
- Implement a formal volunteer program to recruit, screen, train, and monitor volunteers.

Information to Collect

- Number and type of programs held.
- Number of inmates attending each type of program.
- Feedback from participating inmates on the value of the programs.
- Feedback from housing area officers on inmate behavior after participation in the programs.
- Inmate rule violations before and after participating in the programs.

Criminal Justice System

Subject: Life Skills

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates learn to interact positively with criminal justice agencies.

Program Description

Criminal justice system programs provide basic information on the various agencies in the criminal justice process, including pretrial, public defenders, the district attorney's office, probation, and parole.

Program Delivery Methods

- Single-session presentations.
- Multiple-session small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Informational literature provided by criminal justice agencies. 	<ul style="list-style-type: none"> • Multipurpose room. 	<ul style="list-style-type: none"> • Criminal justice agency staff. • Knowledgeable jail staff. 	<ul style="list-style-type: none"> • Local criminal justice agencies. • State departments of corrections and community corrections.

How It Works

Staff from agencies in the criminal justice system come to the jail regularly to provide basic information about the agency and help inmates understand how to interact effectively with the agency. Using materials that the agencies provide, knowledgeable jail staff present programs to educate inmates on what to expect when entering into the state department of corrections or community corrections system.

Tips for Successful Implementation

- Provide active supervision of programs to ensure positive inmate behavior toward presenters.

Information to Collect

- Number and type of presentations.
- Number of inmates attending each type of presentation.
- Feedback from participating inmates on the value of the presentations.
- Feedback from presenters on the value of the interaction.
- Inmate rule violations before and after participating in the program.

Educational Enrichment

Subject: Education

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with advanced and alternative educational opportunities.

Program Description

Educational enrichment programs provide classes for inmates who have a high school diploma, general educational development (GED), or postsecondary education. Educational enrichment programs also provide classes on topics not normally covered in adult basic education and GED programs.

Program Delivery Methods

- Group classes.
- Single-session presentations.
- Self-study materials.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Postsecondary self-study materials. • Workbooks and handouts for topic being presented. • Instructional videos. 	<ul style="list-style-type: none"> • Multipurpose room. • Dayrooms. 	<ul style="list-style-type: none"> • Jail staff. • Community volunteers. 	<ul style="list-style-type: none"> • Local library. • Colleges/universities. • Community agencies.

How It Works

The jail provides inmates interested in postsecondary education with materials for self-study. Volunteers and staff instructors provide ongoing educational enrichment classes open to all interested inmates. Examples of topics include current events, goal setting, and publishing an inmate newsletter. The jail regularly shows instructional videos borrowed from the local library. Educational speakers from the community provide single-session presentations in the jail.

Tips for Successful Implementation

- Tap into the skills of interested staff and community members to identify educational enrichment opportunities.
- Contact individuals and groups making educational presentations in the community and invite them to conduct a session in the jail.

Information to Collect

- Number of inmates using college-preparation and postsecondary self-study materials.
- Number and type of educational enrichment programs conducted.
- Number of inmates attending educational enrichment programs.
- Feedback from participating inmates on the value of each program.
- Feedback from volunteer presenters on the quality of the interaction/experience.
- Feedback from housing area officers on inmate behavior after program participation.
- Inmate rule violations before and after participating in educational enrichment programs.

Employment Skills

Subject: Life Skills

Type: Reintegration

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates improve employment skills.

Program Description

Employment skills programs provide inmates with information on the skills needed to get and keep a job.

Program Delivery Methods

- Ongoing group classes.
- Single-session presentations.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Workbooks and hand-outs for each topic. • Video camera and playback equipment. 	<ul style="list-style-type: none"> • Multipurpose room. • Dayrooms. 	<ul style="list-style-type: none"> • Jail staff. • Community agency staff. • Community volunteers. 	<ul style="list-style-type: none"> • Job placement agencies. • Vocational-technical schools. • Trade unions. • Military branches.

How It Works

Using a combination of jail staff and presenters from local community agencies, the jail presents an 8-week employment skills program several times each year. Topics include identifying and managing barriers to employment, assessment of skills and interests, effective employment search methods, job applications, resumes, cover letters and thank-you letters, answering conviction questions, appropriate interview etiquette and language, good grooming, mock interview sessions, employment retention principles, and job advancement. Those inmates that participate in all sessions offered over the 8-week period are eligible to attend a community-based job-seeking program upon release. Representatives from vocational-technical schools, county job placement agencies, trade unions, and the military come into the jail quarterly to provide information on employment opportunities.

Tips for Successful Implementation

- Work with community agencies to help inmates make employment connections they can use upon release.

Information to Collect

- Number of employment skills classes held.
- Number of inmates attending each class and number of inmates completing the employment skills series.
- Number of community agencies participating in program delivery.
- Feedback from participating inmates on the value of the programs.
- Pre- and postassessment tests of inmate knowledge of the information presented.
- Inmate rule violations before and after participating in the programs.
- Inmate participation in community-based job-seeking programs upon release.

English as a Second Language

Subject: Education

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide English as a Second Language (ESL) classes in the jail.

Program Description

English as a Second Language programs teach English, including communication and writing skills, to inmates whose native or primary language is not English. ESL classes teach nonnative English speakers new vocabulary for everyday situations, including family, work, and social environments.

Program Delivery Methods

- Group classes.
- One-on-one tutoring sessions.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • ESL instructional materials. 	<ul style="list-style-type: none"> • Multipurpose room. 	<ul style="list-style-type: none"> • Volunteer ESL instructors. 	<ul style="list-style-type: none"> • Local community agencies. • Local school districts. • Colleges/universities.

How It Works

At intake, inmates are asked if their native language is English. Education staff contact nonnative English speakers to see if participating in ESL classes is of interest to them. A volunteer ESL instructor from the local community college provides classes in the jail 3 days each week. This allows for consistent participation and improvement by interested inmates. Weekly individual tutoring sessions supplement classroom training.

Tips for Successful Implementation

- Encourage inmates to participate by making individual contact with eligible inmates.
- Use ESL materials designed specifically for adults learning English.

Information to Collect

- Number of ESL classes held.
- Number of inmates attending classes and participating in one-on-one tutoring.
- Pre- and postassessment of participating inmates.
- Inmate rule violations before and after participating in the program.
- Inmate participation in ESL classes in the community after release.

Exercise Classes

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with opportunities to maintain and improve physical fitness.

Program Description

Instructor-led exercise classes take a variety of forms, including aerobics, circuit training, strength training, and creative movement/yoga.

Program Delivery Methods

- Group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Music (CD/MP3). • Exercise mats. • Exercise DVDs. • TV/DVD player. • Exercise posters. • Supportive footwear. 	<ul style="list-style-type: none"> • Open, ventilated space. 	<ul style="list-style-type: none"> • Jail staff. • Volunteers. 	<ul style="list-style-type: none"> • Colleges/universities. • Local gyms/health clubs. • Public library.

How It Works

Volunteer instructors provide a variety of weekly exercise classes. Aerobics class lasts approximately 1 hour and consists of warmup, floor work, continuous movement (aerobics), and cooldown. Circuit training is a multistation workout hour. Inmates move from station to station, completing exercises at each, including jumping rope, situps, and pushups. Strength training includes exercises concentrating on major muscle groups including abdominals, hips, legs, arms, chest, and back. Creative movement/yoga classes facilitate relaxation and stress management. On days when an instructor is not present, the jail may use exercise videos from the local library to guide classes.

Tips for Successful Implementation

- Work with the medical staff to clear inmates for participation in exercise classes.
- Implement a formal volunteer program to recruit, screen, train, and monitor jail volunteers.

Information to Collect

- Number and type of exercise classes held.
- Number of inmates attending exercise classes.
- Pre- and postprogram physical fitness assessment of participating inmates.
- Inmate rule violations before and after participating in exercise classes.

Faith-Based Living Skills

Subject: Spirituality

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates develop skills to function more effectively in society.

Program Description

Religious organizations provide a variety of programs that focus on the role of spirituality and religion in making life changes and transitioning from jail to the community.

Program Delivery Methods

- Group classes.
- Designated housing unit.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Handouts supplied by the presenting group. 	<ul style="list-style-type: none"> • Multipurpose room. • Dayroom. • Designated housing unit. 	<ul style="list-style-type: none"> • Volunteers. 	<ul style="list-style-type: none"> • Local churches and religious organizations.

How It Works

The jail offers weekly faith-based living skills programs. These programs take a faith-based approach to a variety of topics, including anger management, healthy living, stress management, life skills, job readiness, parenting, healthy relationships, and overcoming addictions. In addition to weekly programs available to all inmates, one faith-based inmate housing area is set aside for interested inmates to provide peer support and avoid negative influence from nonparticipating inmates.

Tips for Successful Implementation

- Clearly advertise these programs as faith-based to avoid misunderstandings.
- Maintain the integrity of a faith-based housing area by placing only interested inmates in the unit.
- Implement a formal volunteer program to recruit, screen, train, and monitor jail volunteers.

Information to Collect

- Number of faith-based living skills programs held.
- Number of inmates attending faith-based living skills programs.
- Number of inmates housed in the faith-based housing area.
- Feedback from participating inmates on the value of faith-based living skills programs.
- Inmate rule violations before and after participating in faith-based living skills programs.
- Inmate rule violations in the faith-based housing area compared with other housing areas.

General Educational Development (GED)

Subject: Education

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Offer general educational development (GED) preparation and testing in the jail.

Program Description

The GED exam provides adults with an equivalent of a high school diploma. GED programs offer test preparation and testing.

Program Delivery Methods

- Individual self-study materials.
- Individual tutoring sessions.
- GED classes.
- GED testing.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • GED study materials. • GED pretest materials. • Online GED materials. 	<ul style="list-style-type: none"> • Classroom. • Multipurpose room. • Individual study space. 	<ul style="list-style-type: none"> • GED instructors. • Volunteer tutors. • GED test administrator. 	<ul style="list-style-type: none"> • Local school district. • Community colleges. • Adult education agencies. • State department of education.

How It Works

The jail asks inmates at intake about their highest level of schooling completed. The GED instructor contacts those inmates who report that they do not have a high school diploma. The jail offers GED preparation classes several times each week that cover the topics included on the GED test, including math, reading, writing, social studies, and science. Volunteers provide individual tutoring sessions. Inmates must pass a GED pretest before being eligible to take the official GED test. The jail offers the GED test monthly, with an official test administrator provided by a local agency.

Tips for Successful Implementation

- Encourage inmates to participate by making individual contact with eligible inmates.
- Combine adult basic education and GED classes to make best use of space and instructors.
- Determine if the jail or the individual inmate will cover the cost of taking the GED test.
- Have a community contact for inmates to continue GED classes after they are released.

Information to Collect

- Number of GED classes held.
- Number of inmates attending classes, tutoring, and receiving self-study materials.
- Preassessment, GED pretest, and GED test scores of participating inmates.
- Number of inmates receiving the GED.
- Inmate rule violations before and after participating in the GED program.
- Inmate participation in GED classes and testing in the community after release.

Health Education

Subject: Life Skills

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with information that promotes a healthy lifestyle.

Program Description

Health education programs covering a variety of topics are provided by community agencies and jail medical staff.

Program Delivery Methods

- Single-session presentations.
- Ongoing small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Handouts or work-sheets for each topic. 	<ul style="list-style-type: none"> • Multipurpose room. 	<ul style="list-style-type: none"> • Jail medical staff. • Community agency staff and volunteers. 	<ul style="list-style-type: none"> • County health department. • Local health and wellness agencies. • Jail medical contractor.

How It Works

Local health agencies come into the jail regularly to provide informational sessions. Examples include Planned Parenthood, which provides education sessions on human sexuality, reproduction, birth control, STDs/HIV, and referral to other appropriate community resources and service providers; the local/regional AIDS Project, which provides an educational program on prevention, protection, and early detection of sexually transmitted diseases; American Red Cross, which conducts a program on health-related topics; and Cooperative Extension agencies, which provide information on healthy nutrition, caloric content of common foods, and the benefits of eating wisely. In addition, jail medical staff present informational sessions on topics such as blood pressure, cancer awareness, stress management, and dental hygiene.

Tips for Successful Implementation

- Provide a formal setting for these programs to allow instructors and inmates to discuss difficult topics maturely.

Information to Collect

- Number and type of programs held.
- Number of inmates attending each type of program.
- Number of community agencies participating in program delivery.
- Feedback from participating inmates on the value of the programs.
- Inmate rule violations before and after participating in the programs.

Inmate Work: Community-Based

Subject: Work

Type: Reintegration



Goal: Build inmate work skills and accomplish needed work in the community.

Program Description Offsite inmate work programs use supervised inmate work crews to perform work in the community.

- Program Delivery Methods**
- Work crews supervised by jail staff.
 - Work crews supervised by agency staff.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Tools and equipment for the assigned tasks. • Vehicles to transport inmates to offsite work locations. 	<ul style="list-style-type: none"> • Storage space for jail-owned tools, equipment, and vehicles. 	<ul style="list-style-type: none"> • Jail staff. • Agency staff. • Job-specific trainers and/or supervisors. 	<ul style="list-style-type: none"> • Local governmental agencies. • Local nonprofit organizations.

How It Works

During sentencing, the court authorizes inmates to participate in community work programs. The classification unit screens the authorized inmates. The jail then has the final decision to accept or reject inmates for participation in the program. The inmates perform work for local government units and nonprofit agencies. Examples of tasks include groundskeeping, janitorial services, vehicle washing, and painting. Jail staff responsible for training inmates to perform the assigned tasks supervise some of the work crews. Staff from the agency for which the work is being performed train and supervise other work crews.

Tips for Successful Implementation

- Develop formal policies and procedures for screening and selecting inmates for participation, training, supervising inmate work crews, and awarding good time.
- Provide equal work opportunities for male and female inmates.

Information to Collect

- Number of inmates participating in community work programs.
- Number of agencies using inmate work crews.
- Number of hours of work that inmates perform in the community.
- Dollars saved by having inmate crews perform the work.
- Inmate rule violations before and after participating in inmate work in the community.
- Inmate rule violations by participating inmates compared with nonparticipating inmates.

Inmate Work: Jail-Based

Subject: Work

Type: Reintegration

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
Cost				

Goal: Build inmate work skills and accomplish needed work in the jail.

Program Description

Inmates perform a variety of work in the jail, contributing to sanitation, food service, maintenance, and other jail operations.

Program Delivery Methods

- Housekeeping.
- Inmate worker programs.
- Onsite inmate work crews.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Tools, equipment, and supplies to perform assigned duties. 	<ul style="list-style-type: none"> • Storage space for tools, equipment, and supplies. 	<ul style="list-style-type: none"> • Jail staff. • Job-specific trainers and/or supervisors. 	<ul style="list-style-type: none"> • Contractors.

How It Works

All inmates must clean their cell areas daily. Each housing unit has designated “pod workers” who are responsible for housekeeping tasks such as vacuuming, dusting, cleaning bathroom areas, and trash collection. Pod workers earn additional privileges such as later lockdown times, but they do not earn good time. Interested inmates may apply to participate in the inmate worker and onsite work crew programs. Inmates in these programs live in a separate unit and earn good time. The classification unit screens approvals and considers medical, security, and behavioral criteria. The inmate work program assigns inmates to perform kitchen, laundry, facility cleaning, and facility maintenance work. Inmate workers in the kitchen have the opportunity to participate in a formal training program leading to a food safety certificate. Onsite inmate work crews perform duties such as washing patrol cars, groundskeeping, gardening, and snow removal.

Tips for Successful Implementation

- Develop formal procedures for screening and selecting inmate workers and work crews.
- Develop formal procedures for training and supervising inmate workers.
- Develop formal procedures for awarding good time.
- Provide equal work opportunities for male and female inmates.

Information to Collect

- Sanitation inspection results for inmate cells and housing areas.
- Number of inmates participating as pod workers, inmate workers, and members of onsite work crews.
- Number of hours of work that inmates in the jail perform.
- Inmate rule violations by participating inmates compared with nonparticipating inmates.
- Number of inmates receiving work-training certificates.

Library Services

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
Cost				

Goal: Provide inmates with access to reading materials.

Program Description

Library services provide inmates with access to informational, educational, and recreational reading materials.

Program Delivery Methods

- In-house library.
- Library materials provided in housing units.
- Circulating library cart.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Books, magazines, newspapers, and law library materials for inmate use. • Library supplies. 	<ul style="list-style-type: none"> • Library room with space for materials, browsing, and seating. 	<ul style="list-style-type: none"> • Jail staff. • Local public library staff. • Volunteers. 	<ul style="list-style-type: none"> • Public library. • Newspaper/magazine distributors. • Bookstores. • Community service agencies.

How It Works

The library is open to inmates in general population living areas once each week. The library collection includes local newspapers, popular magazines, a variety of fiction and nonfiction books, and law library materials. Individual inmates may have up to six books at a time checked out from the library; inmates must use all other materials in the library. Inmates whose classification does not permit them to visit the library directly have access to a small collection of books in their housing unit and may request additional books and law library materials from the library. Jails can purchase materials through money from the inmate welfare fund and the jail budget as well as through donations solicited from community members and local agencies and businesses.

Tips for Successful Implementation

- Select materials to meet inmates' informational, educational, and recreational needs.
- Conduct a regular inventory of materials in the library and in the housing areas.
- Remove and replace worn and damaged items to encourage respectful use of the materials.

Information to Collect

- Number of inmates attending the library and number of books checked out from the library.
- Number of library materials purchased and received as donations.
- Cost of purchased items.
- Feedback from inmates on the value of the library.
- Feedback from housing area officers on inmate behavior after library attendance.
- Inmate rule violations before and after library attendance.

Mental Health Programs

Subject: Treatment

Type: Reform



Goal: Respond to inmates’ mental health needs and provide tools to increase wellness.

Program Description Mental health programs on a variety of topics expand mental health services beyond individual counseling and case management.

- Program Delivery Methods**
- Single-session presentations.
 - Multiple-session small-group classes.
 - Ongoing small-group classes.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Informational hand-outs and worksheets for each topic. 	<ul style="list-style-type: none"> • Private classroom or multipurpose room. 	<ul style="list-style-type: none"> • Mental health professionals (jail staff, community agency staff, volunteers). 	<ul style="list-style-type: none"> • Local mental health agencies. • Medical/mental health contractors. • Colleges/universities.

How It Works

Mental health professionals provide programs on a weekly basis. Topics include journaling, domestic abuse, grief and loss, and dealing with trauma. Professionals present informational topics in single sessions or on an ongoing basis. Inmates may ask to attend these programs and are approved to join at any time. More indepth topics are presented as specific multiweek courses. Inmates must ask to attend these programs and have mental health staff approve their participation prior to the beginning of the course.

Tips for Successful Implementation

- Provide a mix of classes—some that allow inmates to join at any time and others that require registration. Courses requiring registration help build group cohesion and allow lessons to build on each other.

Information to Collect

- Number and type of mental health programs the jail holds.
- Number of inmates attending each type of program.
- Number and type of program presenters (agency staff, contractors, college interns).
- Feedback from participating inmates on the value of the programs.
- Feedback from presenters on the quality of the program.
- Inmate rule violations before and after participating in the programs.
- Number of inmates participating in community mental health services after release.

Narcotics Anonymous

Subject: Treatment

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide Narcotics Anonymous (NA) meetings in the jail.

Program Description

The purpose of an NA program is to help inmates overcome drug addiction by participating in NA meetings in the jail and learning to live drug-free, productive lives.

Program Delivery Methods

- Group meetings.
- One-on-one meetings.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • NA books and pamphlets. 	<ul style="list-style-type: none"> • Multipurpose room. • Private meeting room. 	<ul style="list-style-type: none"> • Community volunteers. 	<ul style="list-style-type: none"> • Local NA chapter.

How It Works

Volunteers from the local NA chapter conduct meetings once each week. Both a male and a female volunteer come to the jail. If both male and female inmates want to participate, the jail holds two separate meetings. If there are no female inmate participants, the female volunteer joins the men's meeting; this helps keep female volunteers interested in coming to the jail. NA volunteers participate in the jail's regular volunteer training program and conduct the meetings without security staff in the room. Separate times are available for inmates to meet one-on-one with a volunteer NA sponsor. In an agreement with local judges and the NA chapter, to encourage meeting attendance after release, inmates whom the court orders to attend NA meetings are not given credit for attending meetings in the jail.

Tips for Successful Implementation

- Implement a formal volunteer program to recruit, screen, train, and monitor jail volunteers.
- If your community does not have a local NA chapter, contact NA chapters in neighboring larger metropolitan areas to locate potential volunteers.

Information to Collect

- Number of NA meetings the jail holds.
- Number of meetings the jail cancels and reason for cancellation.
- Number of inmates (male and female) attending group meetings and one-on-one sessions.
- Number of NA volunteers (male and female).
- Feedback from participating inmates on their awareness/understanding of the NA program.
- Inmate rule violations before and after participating in the NA program.
- Inmate participation in NA meetings in the community after release.

Parenting and Family Classes

Subject: Life Skills

Type: Reintegration

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Help inmates improve and maintain positive family connections.

Program Description

Parenting and family classes focus on helping inmates improve parenting skills and personal and family relationships. Programs may be informational or may assist inmates in maintaining family connections while in jail.

Program Delivery Methods

- Multiple-session small-group classes.
- Individual family counseling sessions.
- Individual book reading recording sessions.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Handouts/worksheets for each topic. • Children’s books. • Audio recording equipment/supplies. • Mailing supplies. 	<ul style="list-style-type: none"> • Multipurpose room. • Separate space in dayrooms. 	<ul style="list-style-type: none"> • Jail staff. • Agency staff. • Community volunteers. 	<ul style="list-style-type: none"> • Local family support agencies. • Local library. • Local bookstores.

How It Works

Jail staff, agency staff, and community volunteers work together to provide a variety of parenting and family support programs in the jail. Jail and agency staff provide instructional classes covering topics including balancing family and work, child support and coparenting, healthy relationships, fathering, and becoming a couple or parent. A local family support agency assists approved inmates in maintaining connections with their families while incarcerated and in transitioning back into the family upon release. Community volunteers run a book reading program that allows approved inmates to record themselves reading a children’s book on tape. The inmate welfare fund then covers the cost of mailing the book and tape to the inmate’s child.

Tips for Successful Implementation

- For programs that assist inmates in maintaining contact with their families/children, have a formal process to approve inmates for participation that involves the courts if necessary.

Information to Collect

- Number of programs held and the number of inmates attending each program.
- Number of inmates participating in the book reading program and number of books mailed.
- Feedback from participating inmates on the value of the programs.
- Inmate rule violations before and after participating in the programs.
- Number of inmates participating in family support agency services after release.

Recreational Sports

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Improve inmates' health and behavior through physical activity.

Program Description

Equipment is made available for a variety of unsupervised recreational activities, encouraging inmates to make productive use of recreational areas.

Program Delivery Methods

- Outdoor recreation.
- Indoor recreation.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Sports equipment. • Supportive footwear. 	<ul style="list-style-type: none"> • Outdoor areas. • Indoor areas. • Equipment storage. 	<ul style="list-style-type: none"> • Jail staff. 	<ul style="list-style-type: none"> • Local health clubs and sports businesses.

How It Works

The jail makes a variety of sports equipment available for inmates to use. A designated staff member is responsible for equipment control and inventory. Outdoor recreation areas located adjacent to the housing areas have basketballs, soccer balls, footballs, handballs, racquetballs and racquets, and playground balls. Outdoor areas have lines painted to set up courts for various games, including half-court basketball and two-walled handball and racquetball. Table tennis is set up in the outdoor recreation areas during warm months and moved into the housing units during cold months. Housing units for approved classifications feature universal weight machines. Inmates receive a medical clearance and complete an orientation to the equipment before being allowed to use the weight machines.

Tips for Successful Implementation

- Conduct regular inventories of sports equipment and replace damaged equipment to encourage respectful use of the equipment.

Information to Collect

- Sports equipment purchased and donated.
- Number of inmates using the sports equipment.
- Feedback from inmates on the value of the sports equipment.
- Feedback from housing area officers on the value of sports equipment as a behavior management tool.

Religious Involvement

Subject: Spirituality

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with access to religious services/programs during incarceration.

Program Description

Religious programs provide inmates with access to religious services, one-on-one counseling, and religious studies.

Program Delivery Methods

- Large group services.
- Small-group programs/religious studies.
- One-on-one counseling sessions.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Religious texts and handouts. 	<ul style="list-style-type: none"> • Multipurpose room. • Dayroom. • Private meeting space. 	<ul style="list-style-type: none"> • Jail chaplain. • Community volunteers. 	<ul style="list-style-type: none"> • Local churches and religious organizations.

How It Works

Local community churches and religious organizations provide a variety of religious programs. To allow inmates of all faiths to participate, both denominational and nondenominational church services are provided weekly. Weekly religious studies provide an opportunity for small-group religious discussion in a less formal atmosphere than a religious service. The in-house chaplain and community volunteers provide one-on-one religious counseling to interested inmates. If an inmate requests religious services or counseling in a faith not represented by existing volunteers, the chaplain contacts a member of the faith in the community to ask him/her to come into the jail. Community groups also provide special religious presentations, including music, drama, comedy, and holiday programs.

Tips for Successful Implementation

- Implement a formal volunteer program to recruit, screen, train, and monitor jail volunteers.
- Maintain diversity by implementing a process to approve new religious programs.

Information to Collect

- Number and type of religious programs held.
- Number of inmates participating in religious programs and one-on-one religious counseling.
- Number of religious volunteers.
- Number of requests for religious services or counseling in a faith not represented by existing volunteers.
- Feedback from inmates on the value of religious programs.
- Inmate rule violations before and after participating in religious programs.
- Number of inmates participating in religious activities after release from jail.

Special Presentations and Videos

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
Cost				

Goal: Provide activities in the jail that mirror cultural activities in the community.

Program Description

Special presentations and videos introduce inmates to new ideas and activities, provide a change of pace to jail routine, and involve the community in the jail.

Program Delivery Methods

- Large-group single-session presentations.
- Small-group single-session presentations.
- Video presentations.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Presentation equipment provided by presenting group. • Videos/DVDs. • Video/DVD viewing equipment. 	<ul style="list-style-type: none"> • Large multipurpose room or gymnasium. • Secure storage space. 	<ul style="list-style-type: none"> • Jail staff. • Community presenters. 	<ul style="list-style-type: none"> • Local community groups. • Local library. • Local businesses.

How It Works

The jail holds special monthly presentations. The classification unit determines which inmates/housing units are eligible to attend the presentations. The program coordinator surveys local newspapers and publications to identify community-based programs that may be appropriate for presentation in the jail. Community members and groups are often willing to come into the jail on a one-time or occasional basis, as this represents a much less significant commitment than volunteering regularly. Topics include travel and adventure, health and fitness, theater, comedy, music, and holiday activities such as Christmas caroling. After the presentation, the program coordinator sends thank-you letters to special presenters. Educational videos present special topics when community presenters are not available.

Tips for Successful Implementation

- Provide special presenters with a formal jail briefing prior to their presentation.
- Schedule jail staff to supervise inmates during special presentations.

Information to Collect

- Number and type of special presentations.
- Number of inmates attending special presentations.
- Feedback from inmates on the value of special presentations.
- Feedback from community presenters on the quality of the experience.
- Inmate rule violations before and after attending a special presentation.

Substance Abuse Education

Subject: Life Skills

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Increase inmates' awareness of substance abuse and treatment options.

Program Description

Substance abuse education programs provide inmates with basic information on substance abuse and treatment options.

Program Delivery Methods

- Single-session presentations.
- Ongoing small-group sessions.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Informational handouts. 	<ul style="list-style-type: none"> • Multipurpose room. • Dayrooms. 	<ul style="list-style-type: none"> • Jail staff. • Agency staff. • Volunteers. 	<ul style="list-style-type: none"> • Community substance abuse agencies.

How It Works

Local substance abuse agencies come to the jail weekly to provide inmates with basic information about the basic principles of recovery and the physiological, psychological, and emotional effects of addiction. They also provide information on treatment options available in the community. Sessions are open to all interested inmates. Substance abuse education programs provide information only. The jail refers inmates interested in pursuing treatment to other programs in the jail and to community treatment options.

Tips for Successful Implementation

- Prepare a handout of substance abuse services available in the community, including those that provide help for families of substance abusers.

Information to Collect

- Number of substance abuse education programs the jail holds.
- Number of inmates attending substance abuse education programs.
- Number of community agencies participating in program delivery.
- Feedback from participating inmates on the value of the programs.
- Pre- and postassessment tests of inmate knowledge of the information the programs present.
- Inmate rule violations before and after participating in the programs.
- Number of inmates participating in jail substance abuse treatment programs after attending substance abuse education programs.
- Number of inmates participating in community substance abuse programs after release.

Substance Abuse Treatment

Subject: Treatment

Type: Reform

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with intensive substance abuse treatment.

Program Description

Substance abuse treatment programs are intensive multiweek programs run by professional substance abuse counselors.

Program Delivery Methods

- Multisession small groups.
- Individual counseling and transition planning.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Educational handouts and workbooks. 	<ul style="list-style-type: none"> • Multipurpose room. • Designated housing unit. 	<ul style="list-style-type: none"> • Professional substance abuse counselors. • Substance abuse agency staff. 	<ul style="list-style-type: none"> • Local substance abuse agencies.

How It Works

Substance abuse treatment staff screen and place inmates in the substance abuse treatment program based on their identified substance abuse problems, anticipated length of stay, and commitment to treatment. Participation requires a minimum anticipated length of stay of 90 days. To remain in the program, inmates must participate in specified group and individual treatment and education sessions. Topics include drug education, relapse prevention, cognitive restructuring, anger and stress management, domestic violence and assault awareness, support system/ongoing continuing care, emotional well-being, and HIV/AIDS/health awareness. The substance abuse treatment program includes transitional services, arranging followup appointments, treatment, and monitoring after release.

Tips for Successful Implementation

- Team with community substance abuse treatment agencies to provide continuity of care.
- Include services for inmates' families by referring them to community agencies that can provide support and education.
- Maintain the integrity of a designated substance abuse treatment housing area by placing only participating inmates in the unit.

Information to Collect

- Number of inmates participating in and completing the program.
- Feedback from participating inmates on the value of the substance abuse program.
- Rule violations in a designated substance abuse treatment unit compared with other housing units.
- Number of inmates participating in community substance abuse treatment after release.

Team Sports

Subject: Recreation/Leisure

Type: Activity

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Provide inmates with an opportunity to reduce stress and improve physical fitness.

Program Description

The jail adapts a variety of team sports for structured, supervised play.

Program Delivery Methods

- Supervised team sports.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Sports equipment. • Supportive footwear. 	<ul style="list-style-type: none"> • Indoor recreation area. 	<ul style="list-style-type: none"> • Jail staff. • Volunteers. 	<ul style="list-style-type: none"> • Colleges/universities. • Local health clubs/sports businesses.

How It Works

The jail schedules each housing area for indoor recreation several times each week. It adapts team sports, including those below, for supervised play in the jail's indoor recreation area:

- Basketball—In a downsized gymnasium, the number of players on a side is reduced to four-on-four or three-on-three. Inmates form multiple teams and adapt their play to the court size.
- Volleyball—Teams have up to six players on a side. Multiple teams rotate play.
- Takraw (Kick Volleyball)—This volleyball-style game uses a smaller, lighter ball. Players use only their feet, knees, chest, and head to hit the ball.
- No Equipment Baseball—Teams play using a foam baseball and an arm/hand as a bat.
- Kickball—This baseball-style game uses an inflated rubber ball.
- Other games such as badminton, soccer, tag football, etc.

Supervising staff enforce rules, maintain control, and distribute playing time equally.

Tips for Successful Implementation

- Encourage inmates to try different activities by mixing new games with traditional favorites such as basketball and volleyball.

Information to Collect

- Number of hours of team sports offered to each housing unit weekly.
- Number of inmates participating in team sports.
- Feedback from inmates on the value of team sports.
- Feedback from housing area officers on the effect of team sports on inmate behavior.
- Rule violations before and after participating in team sports.

Transition Programs

Subject: Life Skills

Type: Reintegration

Complexity	Harder			
	Moderate			
	Easy			
		Low	Moderate	High
		Cost		

Goal: Assist inmates with reintegration into the community upon release.

Program Description

Transition programs assess the risks and needs of inmates nearing release, and then they connect inmates to needed community resources before and after release.

Program Delivery Methods

- Small-group classes.
- One-on-one transition planning.

Possible Resources Required

Equipment/Materials	Space	Staffing	Funding/Partnerships
<ul style="list-style-type: none"> • Forms and handouts. 	<ul style="list-style-type: none"> • Multipurpose room. 	<ul style="list-style-type: none"> • Jail staff. • Agency staff. • Volunteers. 	<ul style="list-style-type: none"> • Community agencies.

How It Works

The transition program coordinator identifies and interviews inmates who are within 30 days of release. Inmates needing transition assistance then work with volunteers from local community agencies. The jail and local agencies provide many services, including:

- Assistance in obtaining legal identification, including birth certificates, Social Security cards, state ID cards, and driver's licenses.
- Assistance in obtaining medical and dental insurance and cards.
- Assistance in obtaining financial help through Supplemental Security Income, Social Security Disability Insurance, or the Supplemental Nutrition Assistance Program.
- Credit counseling.
- Scheduling mental health and medical appointments.
- Referrals to substance abuse treatment.
- Job-seeking and employment assistance.
- Assistance in securing housing, transportation, and clothing.
- Referrals to legal resources.

Tips for Successful Implementation

- Create and maintain connections to a variety of community resource agencies.

Information to Collect

- Number of inmates receiving transition assistance.
- Number of community agencies providing transition assistance in the jail.
- Feedback from inmates on the value of transition assistance.
- Number of inmates continuing contact with assistance agencies after release from jail.

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APPENDIX A WORKSHEETS



Sample Program/Initiative Planning Worksheet.....	83
Program/Initiative Planning Worksheet	84
Sample Individual Program Implementation Worksheet.....	86
Individual Program Implementation Worksheet	87
Sample Program/Initiative Evaluation Worksheet.....	89
Program/Initiative Evaluation Worksheet	92

SAMPLE PROGRAM/INITIATIVE PLANNING WORKSHEET

Statement of the Problem

Define and describe the inmate behavior problem(s) you hope to address.

The jail has been experiencing the following inmate behavior problems in the general population housing units:

- Inmates pound on the cell doors and yell across the dayroom.
- Inmates spend most of their time sitting in their cells or watching television.
- Over the past 3 months, the number of inmate fights has risen 20 percent over the previous 3-month period.

Needs Assessment

Define the inmate and jail needs you hope to address.

Inmate Needs

- Safe, clean, and quiet environment.
- Positive activities to reduce boredom and idleness.
- Opportunities to address individual needs. (A review of intake screens shows that 50 percent of inmates do not have a high school diploma or GED.)

Jail Needs

- Safe, clean, and quiet jail.
- Inmate respect for and compliance with jail regulations and rules.

Goal

Define the overall mission and purpose of the program initiative.

Increase safety and order in the general inmate population while providing opportunities for inmates to address individual needs.

Objectives

Describe the results you hope to achieve.

Short-Term Objectives

Strategy: Increase inmate competencies and reduce inmate idleness.

- Increase the proportion of general population inmates participating in structured activities from 25 percent in 2010 to 75 percent in 2011.
- Increase the proportion of eligible general population inmates participating in organized reform and reintegration programs from 10 percent in 2010 to 25 percent in 2011.

Intermediate Objectives

Strategy: Establish positive inmate behavior as the norm in the general population.

- Reduce the rate of rule violations (number of violations/ADP) among inmates in the general population from 25 percent in 2010 to 10 percent in 2012.
- Increase the time in the daily schedule in which inmates have the opportunity to participate in structured activities and programs from 2 hours in 2010 to 6 hours in 2012.

Long-Term Objectives

Strategy: Keep inmates occupied with productive activities.

- Reduce costs for inmate medical treatment because of fights or other misbehavior from \$20,000 in 2010 to \$5,000 in 2013.
- Increase the proportion of inmates in the general population who never receive a sanction for a major rule violation while in custody from 50 percent in 2010 to 75 percent in 2013.

PROGRAM/INITIATIVE PLANNING WORKSHEET

Statement of the Problem

Define and describe the inmate behavior problem(s) you hope to address.

Needs Assessment

Define the inmate and jail needs you hope to address.

Inmate Needs

Jail Needs

Goal

Define the overall mission and purpose of the program initiative.

PROGRAM/INITIATIVE PLANNING WORKSHEET (CONTINUED)

Objectives

Describe the results you hope to achieve.

Short-Term Outcome Objectives

Intermediate Outcome Objectives

Long-Term Outcome Objectives

SAMPLE INDIVIDUAL PROGRAM IMPLEMENTATION WORKSHEET

Goal

Enter the program goal identified on the Program Planning Worksheet.

Increase safety and order in the general inmate population while providing opportunities for inmates to address individual needs.

Program Selected

Enter a specific program that the jail will implement to achieve the goal.

Education program to address the needs of inmates with low literacy levels.

Inputs

List the resources needed to develop and deliver the program.

- Funding: Direct funding for materials and equipment/furnishings.
- Staffing: Volunteers from the local literacy outreach agency.
- Equipment: Classroom tables and chairs, file cabinet, a teacher work area/desk.
- Materials: Literacy workbooks and handouts; pencils, paper, and other school supplies.
- Space: Classroom space separate from inmate housing areas and storage space for materials.

Activities (Process Objectives)

List the steps needed to develop and deliver the program.

- | | |
|--|--|
| <ul style="list-style-type: none"> • Establish the criteria for a literacy program. • Identify and contact a service provider. • Establish an agreement with a service provider. • Recruit, select, and train teacher/volunteers. • Designate space and procure needed equipment. | <ul style="list-style-type: none"> • Procure program materials. • Schedule program classes. • Identify inmates eligible to participate. • Enroll inmates and start classes. • Monitor progress. |
|--|--|

Outputs

Identify the direct products of program activities.

- A written implementation plan.
- Number of classes held.
- Number of inmates participating.
- Average grade level increase in reading and writing skills.

Outcome (Outcome Objectives)

Outline the intended results or benefits of the program.

Short-Term Outcomes	Intermediate Outcomes	Long-Term Outcomes
<ul style="list-style-type: none"> • Increased literacy skills. • Improvements in decisionmaking and interpersonal skills. • More positive outlook on current situation and future opportunities. 	<ul style="list-style-type: none"> • Increased participation in activities and programs. • Reduced incidence of negative behavior. • Increased capacity of inmates to self-manage their behavior. 	<ul style="list-style-type: none"> • Decrease in the number and severity of behavior-related incidents resulting in harm to inmates or staff. • Decrease in recidivism.

INDIVIDUAL PROGRAM IMPLEMENTATION WORKSHEET

Goal

Enter the program goal identified on the Program Planning Worksheet.

Program Selected

Enter a specific program that the jail will implement to achieve the goal.

Inputs

List the resources needed to develop and deliver the program.

Activities (Process Objectives)

List the steps needed to develop and deliver the program.

Outputs

Identify the direct products of program activities.

INDIVIDUAL PROGRAM IMPLEMENTATION WORKSHEET (CONTINUED)

Outcome (Outcome Objectives)

Outline the intended results or benefits of the program.

Short-Term Objectives

Intermediate Objectives

Long-Term Objectives

SAMPLE PROGRAM/INITIATIVE EVALUATION WORKSHEET

Program/Initiative

Enter the program or initiative that the jail will evaluate.

Inmate Literacy Program

Responsible Individual

Identify the person responsible for monitoring and evaluating the program/initiative.

Inmate Program Supervisor

Purpose of the Program/Initiative Evaluation

Outline the purpose of the program.

- Demonstrate that the jail implemented the program as planned and identify needed improvements.
- Determine if the program is effective in increasing inmate literacy levels.
- Determine if the program is contributing to improved inmate behavior.

Evaluation Questions

What questions do you want answered?

Process Questions

Questions that assess the quality of program implementation and delivery.

-
- Did the jail conduct a survey to determine the level of need and interest in the program?
 - Did the jail allocate funding and in-kind resources?
 - Did the jail identify and select a service provider?
 - Did the jail establish an agreement with the service provider?
 - Did the jail recruit, select, and train teachers/volunteers according to plan?
 - Did the jail designate adequate space for the program?
 - Did the jail procure essential equipment and furnishings?
 - Did the jail procure program materials?
 - Did the jail add program classes to the master activity schedule?
 - Did the jail identify inmates eligible to participate in the program and make them aware of the program?
 - Did the jail conduct the literacy classes as planned?
 - How many eligible inmates actually attended classes?
 - How many eligible inmates completed the program?

Outcome Questions

Questions that assess success in achieving goals.

Short-Term Outcomes

- Did participating inmates exhibit increased literacy skills?
- Did participating inmates indicate that they had an improved outlook on their current situation and future opportunities?

Intermediate Outcomes

- Did participating inmates also participate in other programs?
- Did participating inmates have a reduced incidence of rule violations?

Long-Term Outcomes

- Were participating inmates successful in returning to the community?
- Did the jail see a reduction in the number and severity of behavior related incidents?

SAMPLE PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Data Collection: Process information

Identify what process information you need and how you will obtain it.

Process Information	Process Indicator(s)	Process Data Sources
Program planning documentation completed.	Program planning documents.	<ul style="list-style-type: none"> • Need/interest survey. • Service provider agreement.
Resources obtained (funding, staffing, materials, equipment, space).	Available resources.	<ul style="list-style-type: none"> • Budget documents. • Volunteer training records and sign-in logs.
Program conducted.	Number of times the program was offered and the number of inmates participating.	<ul style="list-style-type: none"> • Master activity schedule. • Program attendance logs.

Data Collection: Outcome information

Determine what outcome information you need and how you will obtain it.

Short-Term Outcome Information	Short-Term Outcome Indicators	Short-Term Outcome Data Sources
Increased inmate literacy skills.	Literacy level of inmates participating in the program.	<ul style="list-style-type: none"> • Literacy tests (before and after program participation).
Improved inmate outlook on the current situation and future opportunities.	Number of inmates reporting an improved outlook on their current and future prospects.	<ul style="list-style-type: none"> • Inmate surveys.
Intermediate Outcome Information	Intermediate Outcome Indicators	Intermediate Outcome Data Sources
Increased participation in inmate programs.	Number of inmates participating in programs.	<ul style="list-style-type: none"> • Program attendance logs.
Reduced rate of rule violations.	Number of rule violations by program participants.	<ul style="list-style-type: none"> • Incident reports.
Long-Term Outcome Information	Long-Term Outcome Indicators	Long-Term Outcome Data Sources
Decreased percentage of inmates returning to jail for a new offense within 30 days of release.	Number of inmates returning to jail for a new offense within 30 days of release.	<ul style="list-style-type: none"> • Admissions log.
Reduced rate of serious incidents involving inmates in the general population.	Number of serious incidents divided by the average daily population.	<ul style="list-style-type: none"> • Incident reports. • Census reports.

Data Analysis

(Explain how will you analyze data, draw conclusions, and make recommendations.)

Data will be gathered, reviewed, and summarized. The process and outcome questions identified above will be answered, based on the available data. The program evaluator will make recommendations regarding potential improvements to the process and potential adjustments to the program to enhance outcome achievement.

SAMPLE PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Communicating the Results

(Outline what, with whom, and how you communicate evaluation results.)

Evaluation results will be communicated as follows:

- The program evaluator will prepare an executive summary for the sheriff, funding authority, and literacy service provider. This document will record the use of resources; summarize program participation, literacy testing results, and inmate survey results; and offer an overall evaluation of program effectiveness.
 - The program evaluator will prepare a detailed program evaluation report for jail staff and volunteers responsible for program development and delivery. This document will include an analysis of the program implementation process, detailed program statistics, and specific suggestions for improving both the process and outcome achievements.
 - The jail will include statistics on participation and results for the literacy program in a section of the jail's annual report.
-

PROGRAM/INITIATIVE EVALUATION WORKSHEET

Program/Initiative

Enter the program or initiative that the jail will evaluate.

Responsible Individual

Identify the person responsible for monitoring and evaluating the program/initiative.

Purpose of the Program/Initiative Evaluation

Outline the purpose of the program.

Evaluation Questions

What questions do you want answered?

Process Questions

Questions that assess the quality of program implementation and delivery.

- Did the jail conduct a survey to determine the level of need and interest in the program?
- Did the jail allocate funding and in-kind resources?
- Did the jail identify and select a service provider?
- Did the jail establish an agreement with the service provider?
- Did the jail recruit, select, and train teachers/volunteers according to plan?
- Did the jail designate adequate space for the program?
- Did the jail procure essential equipment and furnishings?
- Did the jail procure program materials?
- Did the jail add program classes to the master activity schedule?
- Did the jail identify inmates eligible to participate in the program and make them aware of the program?
- Did the jail conduct the literacy classes as planned?
- How many eligible inmates actually attended classes?
- How many eligible inmates completed the program?

PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Outcome Questions

Questions that assess success in achieving goals.

Short-Term Outcomes

Intermediate Outcomes

Long-Term Outcomes

PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Data Collection: Process information

Identify what process information you need and how you will obtain it.

Process Information

Process Indicator(s)

Process Data Sources

Data Collection: Outcome Information

Determine what outcome information you need and how you will obtain it.

Short-Term Outcome Information

Short-Term Outcome Indicators

Short-Term Outcome Data Sources

SAMPLE PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Intermediate Outcome Information

Intermediate Outcome Indicators

Intermediate Outcome Data Sources

Long-Term Outcome Information

Long-Term Outcome Indicators

Long-Term Outcome Data Sources

SAMPLE PROGRAM/INITIATIVE EVALUATION WORKSHEET (CONTINUED)

Data Analysis

(Explain how will you analyze data, draw conclusions, and make recommendations.)

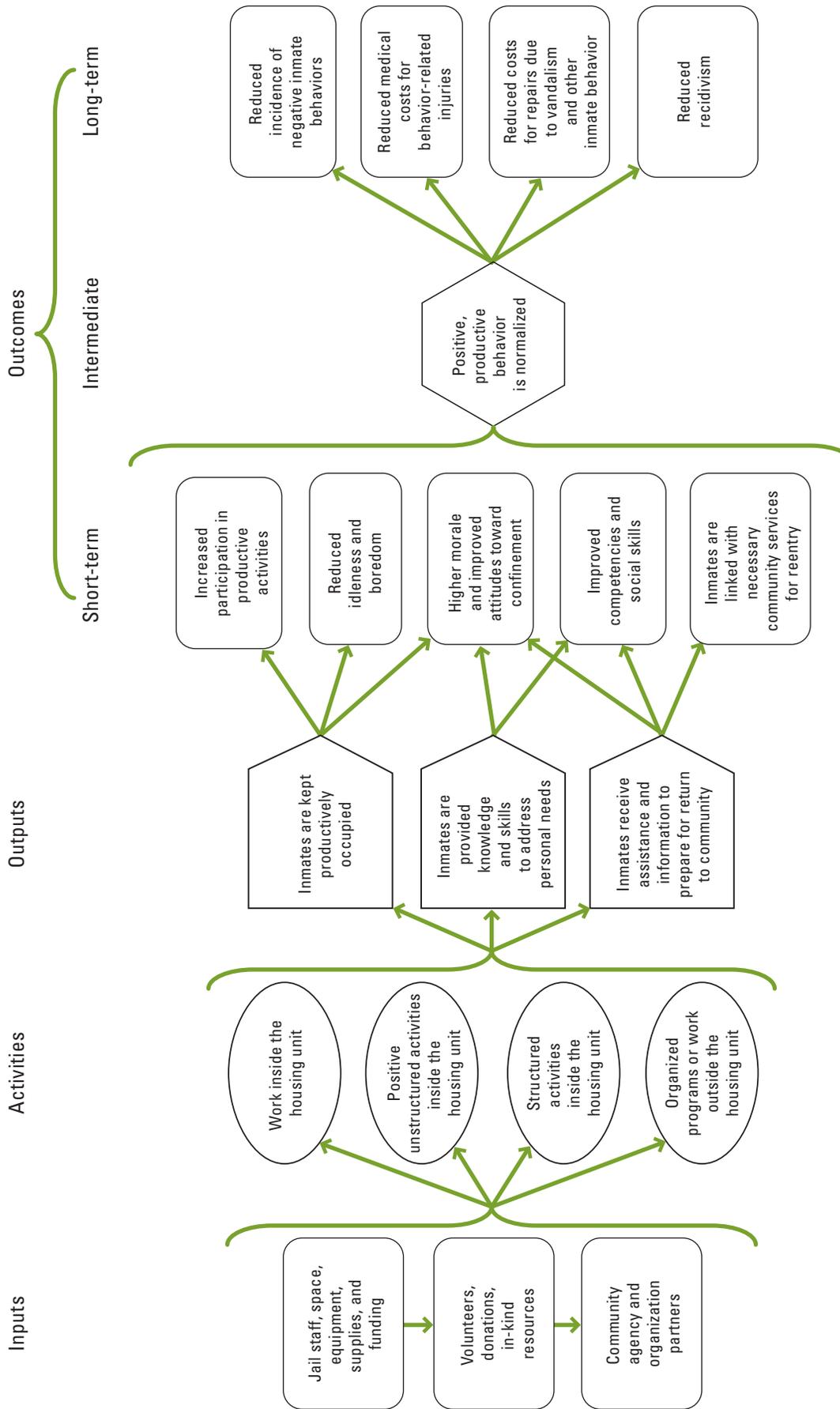
Communicating the Results

(Outline what, with whom, and how you communicate evaluation results.)

APPENDIX B LOGIC MODEL FLOWCHART



LOGIC MODEL FOR INCREASING SAFETY AND ORDER IN THE INMATE GENERAL POPULATION



APPENDIX C PROGRAM EXAMPLES



Program Examples



The following section presents program examples categorized by subject, type, complexity of implementation, and cost. Many programs fall into more than one category; the lists here are simply one way of categorizing the programs and provide a quick reference for jail administrators and staff considering new programs. When deciding whether or not to implement a particular program, an individual jail will need to determine how each potential program fits into achieving the jail's goals and objectives.

Program Examples by Subject

Education (provides inmates with technical skills training and basic schooling)

- Adult basic education
- Computer labs
- Educational enrichment
- English as a Second Language
- General educational development (GED) courses

Life Skills (trains inmates on the basics of self-care)

- Community resource information programs
- Consumer education
- Criminal justice system
- Employment skills
- Health education
- Parenting and family classes
- Substance abuse education
- Transition programs

Recreation/Leisure (helps inmates channel their energy into productive endeavors)

- Animal care programs
- Board games and card games
- Creative arts programs
- Exercise classes
- Library services
- Recreational sports
- Special presentations and videos
- Team sports

Spirituality (provides an outlet for inmates to channel energy into their religious beliefs)

- Faith-based living skills
- Religious involvement

Treatment (helps inmates overcome abusive habits or behaviors)

- Alcoholics Anonymous
- Behavior change programs
- Mental health programs
- Narcotics Anonymous
- Substance abuse treatment

Work (provides inmates with a constructive outlet for excess energies)

- Inmate work: community-based
- Inmate work: jail-based

Program Examples by Type

Activity (encourages inmates to use their time positively)

- Animal care programs
- Board games and card games
- Computer labs
- Creative arts programming
- Exercise classes
- Inmate work: jail-based
- Library services
- Recreational sports

- Special presentations and videos
- Team sports

Reform (enhances personal growth and self-improvement)

- Adult basic education
- Alcoholics Anonymous
- Behavior change programs
- Consumer education
- Criminal justice system programs
- Educational enrichment
- English as a Second Language
- Faith-based living skills
- General educational development (GED)
- Health education
- Mental health programs
- Narcotics Anonymous
- Religious involvement
- Substance abuse education
- Substance abuse treatment

Reintegration (helps inmates transition back into the community)

- Community resource information programs
- Employment skills
- Inmate work: community-based
- Parenting and family classes
- Transition programs

Program Examples by Complexity

Least/Less Complex (requires minimal time and resources to implement)

- Alcoholics Anonymous
- Board games and card games
- Community resource information programs
- Criminal justice system
- Educational enrichment
- Faith-based living skills

- Inmate work: jail-based
- Narcotics Anonymous
- Recreational sports
- Religious involvement
- Special presentations and videos
- Substance abuse education

Moderately Complex (requires a good deal of time and resources to implement)

- Adult basic education
- Behavior change programs
- Consumer education
- Creative arts programs
- Employment skills
- English as a Second Language
- Exercise classes
- General educational development (GED)
- Health education
- Inmate work: community-based
- Library services
- Mental health programs
- Parenting and family classes
- Team sports

More/Most Complex (requires substantial time and resources to implement)

- Animal care programs
- Computer labs
- Substance abuse treatment
- Transition programs

Program Examples by Estimated Cost

Least Expensive (requires a minimal monetary investment)

- Alcoholics Anonymous
- Board games and card games
- Narcotics Anonymous

Less Expensive (requires a small monetary investment)

- Community resource information programs
- Consumer education
- Criminal justice system programs
- Educational enrichment
- Employment skills
- English as a Second Language
- Exercise classes
- Faith-based living skills
- Health education
- Inmate work: jail-based
- Parenting and family classes
- Religious involvement
- Special presentations and videos
- Substance abuse education
- Team sports

Moderately Expensive (requires a considerable monetary investment)

- Adult basic education
- Animal care programs
- Behavior change programs
- Creative arts programs
- General educational development (GED)
- Inmate work: community-based
- Library services
- Mental health programs
- Recreational sports
- Substance abuse treatment
- Transition programs

More/Most Expensive (requires a substantial monetary investment)

- Computer labs

APPENDIX D
**PROGRAM
RESOURCES**



Program Resources

D

The program examples in this guide derive from survey research results from jails across the nation. The following resource list references the specific jails participating in the survey that reported using a particular product or programming strategy. The list also provides Web addresses for more information on specific products and strategies. The surveyed jails did not provide the websites listed; rather, the authors of this guide researched and included them here for reference.

Adult Basic Education

Some jails in the survey reported using computer-based systems designed to meet the individualized needs of adult learners. One example is Learning 2000 (Larimer County, CO), www.learning2000.com/mainpage.htm, accessed December 6, 2009.

Animal Care Programs

Two jails in the survey, in Kent County, MI, and Larimer County, CO, reported using animal care programs.

Behavior Change Programs

Some jails in the survey reported using prepared curricula or therapeutic models, which may provide materials such as workbooks and facilitator guides:

- **Character First** (Larimer County, CO)
www.characterfirst.com, accessed December 6, 2009
- **Dialectical Behavior Therapy** (Douglas County, KS)
<http://behavioraltech.org>, accessed December 6, 2009

- **Houses of Healing** (Douglas County, KS)
www.lionheart.org/prison/houses_of_healing, accessed December 6, 2009

- **Moral Reconciliation Therapy** (Auglaize County, OH)
www.moral-reconciliation-therapy.com, accessed December 6, 2009

- **Steps to Economic and Personal Success—STEPS** (Kent County, MI)
www.thepacificinstitute.us/v2/files/pdfs/BRO-STEPS.pdf, accessed December 6, 2009

- **Thinking for a Change—National Institute of Corrections** (Douglas County, KS, and Ramsey County, MN)
http://nicic.org/Library/016672, accessed December 6, 2009

Education Enrichment Classes

Some jails in the survey reported providing a variety of educational assessments beyond adult basic education and general educational development preparation. One example is the Vocational Inventory (Ramsey County, MN) at *www.pearsonassessments.com/caiv.aspx*, accessed December 6, 2009.

Employment Skills

Douglas County, KS, and Ramsey County, MN, reported having employment skills programs that include mock interviews.

English as a Second Language

Websites with information on teaching English as a second language include:

- *www.esl-galaxy.com/adults.html*, accessed December 6, 2009

- *http://humanities.byu.edu/elc/Teacher/teacherguidemain.html*, accessed December 6, 2009

Faith-Based Living Skills Programs

Kent County, MI, and Montcalm County, MI, reported having a separate housing area for inmates participating in religious programming.

General Educational Development

Douglas County, KS, reported using an alternate, non-general educational development, high school diploma completion program.

Inmate Work: Community-Based

Kent County, MI, reported using a variety of offsite work programs, including inmate work crews and cooperation with local employers to employ inmates before and after release. Larimer County, CO, and Montcalm County, MI, reported using offsite inmate work crew programs.

Inmate Work: Jail-Based

Some jails reported providing inmates with formal training to do work in the jail. One example is food service training: ServSafe (Montcalm County, MI), *http://www.servsafe.com*, accessed December 6, 2009.

Library

The American Library Association is a source of information on correctional library services. See *www.ala.org*, accessed December 6, 2009.

Mental Health Programs

Some jails in the survey reported using prepared curricula that provide materials such as workbooks, DVDs, and facilitator guides. One example is Beyond Trauma (Larimer County, CO, and Ramsey County, MI), www.hazelden.org/OA_HTML/ibeCCtpItmDspRte.jsp?item=10426, accessed December 6, 2009.

Religious Involvement

Jails in the survey reported working with a variety of local organizations to provide religious programs and services. Larimer County, CO, also reported working with a national organization, Prison Fellowship, www.prisonfellowship.org, accessed December 6, 2009.

Substance Abuse Treatment

Boulder County, CO, and Kent County, MI, reported having substance abuse treatment programs that house participating inmates separately from nonparticipants.

Transition Programs

Boulder County, CO, Douglas County, KS, Kent County, MI, and Ramsey County, MI, reported having formal transition programming.

The National Institute of Corrections has a Transition from Jail to the Community initiative, <http://nicic.gov/JailTransition>, accessed December 6, 2009.

APPENDIX E
**RESOURCES
PRODUCED BY
THE NATIONAL
INSTITUTE OF
CORRECTIONS**



Resources Produced by the National Institute of Corrections



The National Institute of Corrections (NIC) is a resource for stakeholders involved in improving jails, prisons, pretrial and posttrial services, community corrections, offender workforce development, and other offender and defender services. NIC's resources include models, training, technical assistance, publications, and other tools to improve service delivery and increase the competencies and knowledge of correctional staff.

The following is a list of NIC programming publication resources:

- **Career Resource Centers Software (NIC Accession Number 020931)**
Correctional staff can use the resources that this software package provides as a foundation for the development of career resource centers in prisons, jails, or community corrections offices. Resources include informational videos and a self-paced group-facilitated curriculum that staff can use to train volunteers and/or offenders in career planning and job-search assistance.
- ***Cognitive-Behavioral Treatment: A Review and Discussion for Corrections Professionals* (NIC Accession Number 021657)**
This publication informs correctional and probation/parole professionals about the availability and benefits of cognitive-behavioral treatment services geared toward the specific risks and needs of offender populations.
- **A Model for Social Justice: Collaboration Between Faith-Based and Community Organizations and Corrections (NIC Accession Number 022542)**
This 3-hour NIC distance learning satellite/Internet broadcast, which aired in September 2007, examines the myths, realities, boundaries and benefits of collaboration between corrections and faith-based and community organizations.
- **National Directory of Programs for Women with Criminal Justice Involvement (www.nicic.gov/wodp)**
This easy-to-access database provides practitioners, policymakers, and community members with information on programs and services for women in the criminal justice system across the country. The database

includes programs and services for women at all stages of criminal justice involvement, in both correctional facilities and the community.

■ **Offender Employment Specialist (OES): Building Bridges (NIC Accession Number 021698)**

This curriculum and facilitator's guide present an entry-level training program for professionals who assist offenders in securing and retaining employment. The set includes more than 5 hours of video incorporated into a 3-day curriculum that consists of individual modules that facilitators and participants can use over a longer period of time.

■ **Thinking for a Change: An Integrated Approach to Changing Offender Behavior (NIC Accession Number 018311)**

Thinking for a Change is an offender program that uses integrated cognitive approaches to changing behavior to restructure offenders' thinking and teach prosocial

cognitive skills. This 32-hour program is an advanced-level course that trains facilitators to deliver the program.

■ ***TPC Reentry Handbook: Implementing the NIC Transition from Prison to the Community Model* (NIC Accession Number 022669)**

This handbook is a resource for a broad range of stakeholders involved in improving transition and reentry practices. The handbook presents the Transition from Prison to the Community model and summarizes the experiences and accomplishments of the eight states that have helped develop and improve the model.

NIC offers these resources at no cost. Most are available by contacting the NIC Information Center at 800-877-1461 or by searching the NIC website library at www.nicic.gov. In addition to these publications, NIC offers training and technical assistance to correctional staff. Find out more about this training on the NIC website.

U.S. Department of Justice
National Institute of Corrections

Washington, DC 20534

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