

**REPORT OF THE**  
**JOINT SUBCOMMITTEE ON THE ECONOMIC**  
**PRODUCTIVITY OF THE PRISON POPULATION**  
**AND ON WORK RELEASE PROGRAMS**  
**TO**  
**THE GOVERNOR**  
**AND**  
**THE GENERAL ASSEMBLY OF VIRGINIA**



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**Report of the  
Joint Subcommittee on the Economic  
Productivity of the Prison Population  
and on Work Release Programs**

**To  
The Governor and the General Assembly of Virginia  
Richmond, Virginia  
January, 1982**

To: The Honorable Charles S. Robb, Governor of Virginia  
and  
The General Assembly of Virginia

**INTRODUCTION**

The Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs was authorized to conduct its study by Senate Joint Resolution No. 91 agreed to during the 1980 Session of the General Assembly. The study was continued during 1981 pursuant to Senate Joint Resolution No. 128 agreed to during the 1981 Session. Each of these resolutions may be found in the appendices to this report.

Senate Joint Resolution No. 91, 1980 requested that the Joint Subcommittee:

1. Study the manner in which prison labor is employed to find ways in which such labor can be made more productive and remunerative for the purpose of reducing the cost which must be borne by the taxpayer for the maintenance of such prisoners in the state system of corrections.
2. Consider the way in which the employment of prison labor is related to rehabilitation and to the system of probation and parole to assure that the demonstrated willingness of prisoners to work and to study is closely related to the awarding of "good time" and the eligibility for probation and parole.
3. Study the expansion of the state-operated work release program and mechanisms to provide financial incentives to localities to establish or to expand existing local work release programs.

The Joint Subcommittee was further requested to review these matters by the 1981 Session of the legislature:

1. The laws of the Commonwealth of Virginia and the United States governing prison industries and the disposition of their products.
2. The impact on the private sector of expanding prison industries with designated products and the need for additional financial support by the Commonwealth of these industries in order for them to expand.
3. The utilization of work release and other work-related activities as they relate to probation and parole.

Appointed to serve on the Joint Subcommittee were: Stanley C. Walker of Norfolk, Chairman and William A. Truban of Woodstock, Vice Chairman from the Senate Committee on Finance; Frank W. Nolen of New Hope and Ray L. Garland of Roanoke from the Senate Committee on Rehabilitation and Social Services; Frank M. Slayton of South Boston and Alson H. Smith, Jr. of Winchester from the House Committee on Appropriations; and J. Samuel Glasscock of Suffolk, Joan S. Jones of Lynchburg, Robert C. Scott of Newport News and Norman Sisisky of Petersburg from the House Committee on Health, Welfare and Institutions.

**ACTIVITIES OF THE JOINT SUBCOMMITTEE**

During 1980, the Joint Subcommittee heard comprehensive presentations from T. Don Hutto, Director of Corrections, on work-related activities in state correctional facilities and on state work release programs and from Dr. Charles K. Price, Superintendent of the Rehabilitative School Authority, on the involvement of adult prisoners in vocational programs of the R.S.A.

In the fall of 1980, the members toured prison industries at the Virginia Correctional Center for Women in Goochland, at Powhatan Correctional Center and at the Penitentiary.

During 1981, the Joint Subcommittee met with representatives of the Department of Corrections and the Department of Highways and Transportation. At this meeting the utilization of prisoners by the Department of Highways and Transportation for highway maintenance and construction was reviewed.

Provisions in the 1982-84 budget of the Department of Corrections for maintenance and operations and for capital outlay for prison industries and agricultural programs were discussed with the Joint Subcommittee in the summer of 1981. Mr. Hutto, Director, also reviewed progress being made by the Department in achieving its official objectives for prison work opportunities as stated in the agency's Action Plan for 1980-90.

## **FINDINGS**

### **Work Opportunities in State Correctional Facilities**

In recent years the prison population has risen faster than available, meaningful jobs within the prison system. The population increased from 8100 prisoners in 1980 to 8558 in October of 1981. Of the total prison population, 8355 prisoners are considered employable by the Department of Corrections. The remaining 203 are unable to work due to medical limitations. The Division of Adult Institutional Services of the Department of Corrections presently employs 6142 prisoners with an additional 401 involved in work release programs administered by the Division of Youth and Community Services.

While more than 200 prisoners are estimated by the Department to be working in 1981 over 1980 figures, these new jobs are not in skilled labor but in "make-work" jobs. Approximately 10% of the prison population is idle each day and another 10% is under-employed. In some instances, three to four prisoners are assigned to a job which one prisoner could handle. These are generally "cadre jobs" in the institutions, such as working in the kitchen, sweeping floors and maintaining prison grounds. According to testimony by T. Don Hutto, Director of Corrections, 20% of the total available manpower in the state system is not involved in productive labor.

Appendix B of this report includes tables provided by the Department of Corrections which summarize each of the prison enterprises operated by the Department. The tables describe the industry, note the location of the enterprise and detail both current and potential employment levels, dollar volumes and unit volumes. These tables illustrate that if all prison industries operated at optimum capacity, hundreds of additional prisoners could be employed in meaningful occupations and the Commonwealth could realize a significant increase in revenues and savings generated by the productive use of prison labor.

Work programs in the state corrections system in which prisoners work include: prison industries, agricultural programs, highway labor and construction projects.

### **PRISON INDUSTRIES**

Twenty-one prison industries are operated today in 20 locations around the Commonwealth. Included in these industries are furniture manufacturing, clothing, footwear, signs and license plates, dentures, data processing services, printing and laundering. In October of 1981, 675 prisoners were employed in these industries, assigned to these jobs by institutional classification committees. Total sales of goods and services for fiscal year 1980-81 were \$8.9 million which represents a profit of approximately 13%. Notably, \$2.1 million of the \$8.9 million accounts for sales to the Division of Motor Vehicles. In fiscal year 1979-80 sales to the Division of Motor Vehicles were inflated by \$4.2 million as a result of the sale of license plates which occurs every 5 years. For 1980-81 the average

earnings per prisoner were \$14,455. The following chart indicates the productivity of prison industries from 1975 to 1981.

**Division of Correctional Enterprises,  
Department of Corrections  
(Prison Industries Only)**

<u>Fiscal Year</u>	<u>Total Prisoners Employed</u>	<u>Total Sales</u>	<u>Average Per Prisoner</u>
75-76	567	\$3,625,807	\$ 6,395
76-77	671	4,348,716	6,481
77-78	722	5,104,121	7,069
78-79	757	6,327,444	8,358
79-80	737	11,457,857	15,546
80-81	675	8,890,044	14,455

As noted earlier in this report, a total of 6142 prisoners are employed by the Division of Institutional Services. The total prisoner work force by category of employment within the Department of Corrections is illustrated by the chart which follows:

**Adult Institutional Services  
Department of Corrections  
Total Prisoner Work Force by Category**

<u>Employment Category</u>	<u>Total Prisoners Employed</u>
Enterprises	675
Maintenance and Housecleaning	2031
Agribusiness	525
Food Service	1170
Road Work	1026
Clerical and Support	488
Institutional Contract with Outside Agencies	31
Capital Construction	196
Work Release	401
Miscellaneous	57
<b>Total</b>	<b>6142</b>

All prisoners who work are paid a base rate of forty cents per day. Of this amount \$25 is held in an account until the prisoner's release. The remainder he can spend on personal needs in the prison commissary. Ten to fifty cents per day can also be earned as a bonus by prisoners who do good work. The bonus is based on a rating system by which the prisoner is evaluated on attendance, attitude, cooperation, work habits and compliance with job rules.

Prisoners employed in industrial enterprises earn an average of \$43 per month in incentive pay. This is awarded to the workers in a particular shop when production for the month exceeds an established level. During 1980-81, industrial enterprises paid its prison workers \$365,801 in bonuses and incentive pay or \$2.29 per day per prisoner in addition to the forty cents per day base rate.

The Virginia General Assembly, like many other state legislatures and the Congress of the United States, has restricted the sale of prison goods and services. Section 53-63 of the Code of Virginia limits the sale of articles produced and services provided by prisoners to federal, state and local public agencies within or without the Commonwealth. No articles produced or services provided may be bought, sold or acquired by exchange on the open market with a few narrow exceptions. (These exceptions include nonprofit, volunteer lifesaving and first aid crews, rescue squads and fire departments.) Products of any printing enterprise in a state correctional facility may be sold only to state departments, institutions and agencies.

The Division of Correctional Enterprises does pursue orders for goods and services from other agencies. Section 53-67 of the Code of Virginia requires "all departments, institutions and agencies of this State... [to] purchase from the Director [of Corrections] all articles and services required by such departments, institutions... [and] agencies... for their use or the use of the person or persons whom they assist financially". While § 53-69 empowers the Director of Purchases and Supply to exempt agencies from this requirement, § 53-70 provides that "no such department, institution or agency of



the State shall be allowed to evade the meaning of § 53-67... by slight variations from standards adopted by the Director, when the articles produced or manufactured by him... are reasonably adapted to the actual needs of such department, institution or agency."

State departments, institutions and agencies have not been significant customers of the goods and services produced by prison industries. Specifications for articles requisitioned by agencies have been so varied that the Director of Purchases and Supply frequently has placed orders with private vendors instead of the Division of Correctional Enterprises.

In an effort to standardize the specifications for office furniture, an interagency committee was established with the cooperation of the secretaries of the Governor's cabinet to study designing a line of furniture which will meet the needs of all using agencies and permit Correctional Enterprises to build up an inventory to meet future orders. This interagency committee has recommended that any agency which wishes to purchase furniture from other than the Department of Corrections be required to obtain approval for such purchases from the Governor's secretary responsible for that agency. As of the completion of this report, the Governor's cabinet has not approved this recommendation. Efforts are now being made to send more state business in this area to prison industries.

Within the prison industries system, state general fund dollars are primarily needed for capital outlay. Start up costs are very high for new industries. The budget of the Department has merely maintained the status quo in prison industries since 1976. New monies appropriated to the corrections system have been spent on building new facilities in the last several years.

In the 1982-84 budget of the Department, \$9,246,300 is requested for the maintenance and operation of prison industries for the first year and \$9,512,500 for the second year. All of these monies are special revenue funds. The target budget includes maintenance and operations funding for new or improved services at six facilities: Brunswick Correctional Center - school bus repair shop; Powhatan Correctional Center - expansion of meat packing plant and a microfilm processing unit; Bland Correctional Center - glove manufacturing ; Southampton Correctional Center - laundry; and Buckingham Correctional Center - metal industries. An addendum request for prison industries includes \$1,976,100 for 1982-83 and \$1,670,100 for 1983-84. This includes 18 new positions, additional inventory for certain locations, additional delivery costs due to new operations, and additional operating costs for eyeglass, brick and cinderblock manufacturing operations.

The Department of Corrections is in the planning and construction stages for three medium security institutions to be located in Brunswick County, Buckingham County and Nottoway County. The Brunswick facility will house a school bus repair shop which will employ 50 prisoners. The Buckingham facility will operate a metal furniture manufacturing shop employing 80 prisoners. The facility planned for Nottoway County will have a wood parts manufacturing shop that will employ 80 prisoners. Therefore, the new medium security institutions will provide employment for 210 prisoners.

## **AGRICULTURAL PROGRAMS**

In September 1981, the Department was farming 9301 acres of land at 23 locations in the Commonwealth. A total 525 prisoners were working in these farming and gardening operations. In calendar year 1980, \$1.3 million worth of agricultural products were produced. This amounts to about \$2,476 per prisoner per year of productivity.

The agribusiness or farming program provides high quality food products for consumption by the prison population at a lower cost than purchases in the market place. Such foodstuffs produced by the Department are priced by the Department of Purchases and Supply at 20% below their fair market value. This program produces approximately 65% of the food commodities needed to feed the inmate and employee population. The Department estimates that it provides 100% of the pork products, 60% of the beef and 60% of the dairy products consumed by the populations in state correctional facilities. Crops raised in the farming program include corn, hay, soybeans, potatoes, wheat, rye and orchard and garden crops.

Agricultural programs are financed through the individual correctional facilities where the farming goes on. The major institution in each region supervises the farming operations of all the facilities in that region.

In the 1982-84 budget of the Department, \$5,056,900 is requested for the funding of agricultural programs. Included in the addendum budget is \$348,900 for farming operations at St. Bride's Correctional Center and Augusta County Field Unit #10. There have been no significant capital outlay appropriations for farming operations in the last several years.

## **HIGHWAY LABOR**

The state convict road force was created by the General Assembly in 1906. Under the administration of the Penitentiary, the road force provided laborers for the construction of Virginia's highway system. As the highway work progressed, the road camps were relocated. Today these correctional field units are permanently located, and 26 of the units have 1026 prisoners working on highway maintenance or construction under the auspices of the Department of Highways and Transportation. A few prisoners are also employed by local political subdivisions maintaining publicly-owned property. As of August, 1981, one-third of all prisoners housed in correctional field units were employed in highway labor. This job program thus represents a major means of keeping prisoners occupied.

Monies for funding prison labor on the highways are appropriated to the Department of Highways and Transportation. Twelve dollars per prisoner are paid to the Department of Corrections for each day of prison labor on the highways. Of the \$12, 90% is applied against the cost of maintaining and operating field units, and 10% is paid to the prisoner. The Department was paid approximately \$2.1 million in fiscal year 1979-80 by the Department of Highways and Transportation in return for prison labor. This amounts to about \$2,066 per prisoner per year of productivity.

The efficiency of using prison labor to maintain and build roads for the Commonwealth has been debated by the Department of Highways and Transportation during the last couple of decades. The Department has contended that there are too many prisoners to work in certain rural areas, that while prisoners can perform some jobs productively, many they cannot, and the experience with prisoners using highway equipment has not been good. Monies in the Highways budget for the last couple of biennia have become extremely tight. The Department would like to reduce its allocation of prison labor from the current quota of 1026 to around 650 for the remainder of the 1980's. The Department of Corrections maintains that the reduction of jobs for prisoners on the highways would significantly compound an existing idleness problem in the correctional field units. Monies to operate the field units would also have to be found to replace the lost revenue.

The Department of Corrections has budgeted \$2,286,000 for each year of the 1982-84 biennium from revenues paid by the Department of Highways and Transportation. These revenues will be used to pay for the maintenance and operation of the correctional field units. This amount accounts for the employment of 1026 prisoners in highway maintenance and construction during the next biennium. The Department of Highways and Transportation budgets an additional \$4 million for 1982-84 for the administration of the prison labor program.

## **CONSTRUCTION PROJECTS**

Prison labor is used on construction projects undertaken by the Department of Corrections, where possible. Compared to the bid prices of private industry, the Department estimates this saves 25% to 35% of the labor costs involved with these projects. Due to the time constraints under which prisoners work and the more restrictive purchasing procedures for supplies used on in-house work, this means of construction does take longer to complete.

As of November, 1981, the Department had 56 construction projects either in the planning or construction stage. Twenty-two of these projects were using inmate labor. These projects involved \$9 million worth of construction and had 196 prisoners at work. The total number of prisoners involved in construction projects increased from 250 in 1980 to 273 in 1981.

Several capital outlay projects have been requested in the 1982-84 biennium where the potential exists for using prison labor. These projects total almost \$7 million and range from constructing an officers' quarters at Powhatan Correctional Center at a cost of \$1,790,000 to upgrading a potato house at James River Correctional Center at a cost of \$24,000. Which projects receive approval and the availability of prison labor subject to job location and complexity will determine the number of prisoners who can be so employed.

## Work Release Programs

Work release programs were initiated in Vermont in 1906 and were utilized only sparingly and intermittently by two or three states until the mid-1950's. At this time the concept of work release became more generally known and accepted by local criminal justice officials. The Virginia General Assembly authorized the establishment of a state work release program in 1968.

State law authorizes the Director of Corrections to establish work release programs whereby a prisoner who is proficient in a trade or occupation and is trustworthy can be employed by private individuals, corporations or state agencies. Such prisoners may also be permitted to attend educational and other related community activity programs that are not available within a state correctional facility.

The Department of Corrections operates four work release centers and has two work release programs operated out of other facilities in accordance with § 53-38 of the Code of Virginia. There are a few prisoners in the state work release program who are housed in local jails. The state work release centers are located in Pulaski, Woodbridge, Chesterfield County and Richmond. The Richmond center is for women. Southampton Correctional Center and Patrick Henry Correctional Unit have work release programs operated out of their facilities.

As of October, 1981, 401 prisoners were participating in work release programs operated by the Department. During fiscal year 1980-81, 754 prisoners were placed in the program, a 1.3% decrease over the previous year. Of this number, 375 or 50.3% successfully completed the program and were paroled or discharged. Sixty-three or 8.4% were removed from the program for technical violations of work release rules or for absconding from the job site, which constitutes escape. Aside from the 16 escapees who constituted about 4% of the total daily population, no prisoner was removed from the program for a felony conviction. The remaining 37.3% of the prisoners were still in the program at the time these figures were compiled.

During 1980-81, prisoners on work release earned approximately \$1.1 million in wages. The Department retained \$307,995 to defray the cost of keeping the prisoners and their pro rata share of administering and supervising the program as provided in § 53-38 of the Code. At the prisoners' request, \$65,583.20 of their wages was sent to their families. After taxes and other deductions, prisoners are permitted to keep \$60 to \$90 every two weeks for their daily expenses. The remainder of their earnings are placed in special accounts pending their release.

To be eligible for work release, prisoners must generally be near parole eligibility and be relatively free of serious institutional violations. A work release coordinator is responsible for placing eligible inmates in the program. Counselors at the work release units are responsible for locating appropriate jobs for them.

The jobs held by prisoners range from computer analyst to unskilled labor. Most prisoners are assigned to jobs such as factory work, dish washing, garbage collecting and meat processing. Many prisoners at the Pulaski Work Release Center work in furniture plants in that area. Most of the work releasees work as semi-skilled or unskilled labor.

Local jails also operate work release programs, authorized by § 53-166.1 of the Code. The sophistication and utilization of these programs vary widely.

There is no money in the 1982-84 budget of the Department of Corrections to expand state-operated work release programs. Funds in the amount of \$5,155,600 have been targeted to continue operations for 288 prisoners participating in work release programs and 47 prisoners assigned to cadre status during the next biennium. Capital outlay requests for work release programs include improvements at three locations and amount to \$1,188,250 for the biennium.

## Vocational Education Through

### the Rehabilitative School Authority

The Rehabilitative School Authority (RSA) was created by the legislature in 1974 to consolidate

all educational programs and facilities in state correctional facilities and in juvenile facilities operated by the Department of Corrections. (See § 22.1-339 et seq. of the Code of Virginia .) In addition to its academic programs, the RSA provides vocational and technical courses to teach prisoners skills valuable in the work world. Adult prisoners spend an average of 15 hours per week in educational or vocational classes. Juveniles who are incarcerated attend an average of 30 hours of classes each week.

Three broad categories of vocational education are offered by RSA: occupational-vocational education, post-secondary education and apprenticeship training.

#### OCCUPATIONAL-VOCATIONAL EDUCATION

These courses are taught by RSA staff members and are designed to teach a student the technical aspects of a particular trade or industrial skill through classroom involvement. Activities alternate between individual or small group learning and "hands on" or laboratory experiences.

During fiscal year 1980-81, 1107 students participated in occupational-vocational courses. Entry into these classes is organized according to a staggered schedule. Of the 1107 students, 463 were enrolled in courses in September, 1981 and 616 certificates had been earned. More than 150 certificates were earned in fiscal year 1980-81 over the previous year.

Courses available in the area of occupational vocational education to prisoners in certain correctional facilities include: auto body, auto mechanics, auto servicing, boiler room helper, bricklaying, building maintenance, business education, carpentry, climate control, commercial sewing, cosmetology, drafting, electricity, electronics, furniture repair, heavy equipment operator, machine shop, offset printing, plumbing, power mechanics, sheet metal, upholstery and welding. These courses are offered on a half-day basis. Prisoners work the other half of a day.

#### POST-SECONDARY VOCATIONAL EDUCATION

The Rehabilitative School Authority sponsors and hosts courses offered by the Elizabeth Brant School of Business, Patrick Henry Community College and Wytheville Community College.

Instructors from the Elizabeth Brant School of Business teach small business management skills to prisoners at nine state correctional facilities. During fiscal year 1980-81, 541 students were involved in these courses. As of September, 1981, 304 were working to earn their one-year certificates. This is more than twice the number of students who were working toward their certificates in September, 1980. Students earned 193 of these certificates during 1980-81.

Carpentry instruction is offered to prisoners at the Patrick Henry Correctional Unit through Patrick Henry Community College. During 1980-81, 96 students participated in this program, and 94 students earned their one-year certificates for completing the course. In September, 1981, 16 students were still enrolled.

Wytheville Community College offers instruction at Bland Correctional Center in blueprint reading, electricity, fast food service, fast food management and water/waste water operation. Participating in this program in 1980-81 were 123 students, of whom 11 were still enrolled in September, 1981. Forty-one one-year certificates were earned in 1980-81.

None of these post-secondary education courses are funded with general fund or special revenue monies appropriated to the RSA. These courses are paid for through the Comprehensive Employment and Training ACT (CETA) or Basic Educational Opportunities Grants and permit RSA to use community resources for correctional education. This policy allows RSA to focus its own resources on basic educational opportunities for prisoners through its occupational-vocational courses and apprenticeship programs. Like the occupational-vocational courses, the post-secondary vocational program is structured on a half-day basis.

#### APPRENTICESHIP TRAINING

These programs are jointly provided by the RSA and Department of Corrections. Ten skill areas are involved: baker, barber, butcher, cook, dental laboratory technician, drafter, general maintenance, industrial millwright, electrician and printer. The courses are structured to make

maximum use of practical learning opportunities available within state correctional facilities. "On-the-job" learning experiences are supervised by staff of the Department of Corrections. RSA instructors offer supplementary classroom activities to support and expand student work opportunities.

During fiscal year 1980-81, 53 students participated in these programs and 15 completed their courses. In September, 1981, 46 students were still enrolled. RSA apprenticeship programs require two to four years for completion.

#### **COORDINATION BETWEEN THE REHABILITATIVE SCHOOL AUTHORITY AND THE DEPARTMENT OF CORRECTIONS**

Specific efforts are made to coordinate vocational programs in which prisoners participate and prisoners' other activities in the corrections system. This coordination centers around prison industries and the assignment of prisoners to job responsibilities. Lists of prisoners who have completed RSA programs are forwarded to the Correctional Enterprises and Corrections Construction Units in the Department. This helps the Department determine how to most appropriately use prisoner skills learned in RSA vocational education programs. In state correctional facilities, the RSA principals work with the Institutional Classification Committees to see that prisoners are assigned to jobs which use and extend their skills and help accomplish necessary tasks within the facility.

RSA and Corrections administrators meet periodically to plan vocational programs for new state correctional facilities. A prime example is found in the planning for Brunswick Correctional Center, scheduled to open in early 1983, where the School Bus Repair Correctional Enterprise will be implemented. To support this program, RSA will initiate vocational classes in upholstery, auto mechanics and auto body repair.

Vocational courses are implemented by RSA in accordance with the Standards of Quality prescribed by the State Board of Education. To establish a new course a projected labor market must be identified and graduates must have reasonable opportunities for employment in the field. Prisoners are not trained, for example, in fields where the stigma of being an "ex-convict" will present an overwhelming impediment to getting a job.

An Advisory Council for RSA Vocational Educational Programs has been established to enlist citizen input and support for course design, implementation and management. A varied group of occupations and professions from business and industry is represented on the Council. Liaisons have also been established with professional and occupational associations, institutions of higher education with vocational education departments and the State Division of Industrial Development. All of these links with the Department of Corrections and the private sector permit RSA to better tailor its courses to the needs of Corrections and the changing labor market in Virginia.

#### **CONCLUSIONS and RECOMMENDATIONS**

The Joint Subcommittee has found that its inquiries about training and work opportunities for prisoners in the state correctional system have been beneficial. An effort has been made in this report to briefly summarize the current status of available jobs within the prison system and the vocational education opportunities available to prisoners who choose to better themselves. The Joint Subcommittee appreciates the support of the staffs of the Department of Corrections and the Rehabilitative School Authority in the conduct of this study.

In light of the information presented to the Joint Subcommittee during this study as well as the knowledge gained through touring several prison industries operating in state correctional facilities, the following recommendations are submitted to the Governor and the 1982 Session of the General Assembly for their consideration. Legislation implementing the recommendations of the Joint Subcommittee can be found in Appendix C of this report.

#### **Continuing the Joint Subcommittee**

During its deliberations, the Joint Subcommittee has become aware of the pressing need to

develop and to improve work opportunities for prisoners in state correctional facilities. In several instances, present work forces could be increased if a minimal amount of operational funds were provided to either update or purchase machinery or to provide additional supervision.

The Joint Subcommittee believes that the encouragement and support of the General Assembly is a vital component to the development and improvement of work opportunities for prisoners. Therefore, it is recommended that the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs be continued. The Joint Subcommittee shall concentrate on fostering employment opportunities for prisoners in state correctional facilities and on monitoring the recommendations contained in its report to the Governor and 1982 Session of the General Assembly. The Joint Subcommittee shall conclude its work in time to make recommendations to the 1983 Session of the General Assembly.

### **Increasing Prison Labor for Highway**

#### **Construction and Maintenance**

In a 1981 study of the Department of Highways and Transportation, the Joint Legislative Audit and Review Commission (JLARC) noted that prison labor for highway construction and maintenance benefits both the highway and the corrections system. The report states, "While day-to-day management of the inmates has proven difficult for DHT [Department of Highways and Transportation] in some parts of the State, important maintenance tasks are accomplished in some areas where DHT claims its employees would not perform the tasks. DOC [Department of Corrections] claims to experience fewer discipline problems when inmates are allowed out of correctional facilities to work on the roads."

In order to increase the use of prison labor on the highways, the Joint Subcommittee considered the feasibility of recommending that prison labor be used to construct small bridges throughout the Commonwealth. It is recommended that this concept be explored further by the Joint Subcommittee and by the Departments of Corrections and Highways and Transportation during 1982. The practicability of initiating pilot projects for small bridge construction should be explored within the context of the Joint Subcommittee's continuing study.

In addition, the Joint Subcommittee recommends that the Department of Highways and Transportation be required to increase the number of prisoners participating in the highway maintenance and construction program by 250 prisoners during 1982. The current number of prisoners participating in the program is 1,026. The Joint Subcommittee offers amendments to the budget of the Commonwealth for the 1982-84 biennium to fund the prisoners' pay for their labor and to fund costs of the Departments of Highways and Corrections to provide adequate supervision of the prisoners while working on the highways. It is recommended that the sum of \$1,028,827 be appropriated to finance the cost of increasing the number of prisoners working on the highway by 250 in 1982. Of the total sum, \$24,143 would be used to pay the per diem salaries and bonuses of 101 A Custody prisoners involved in highway labor; \$35,617 would be used to pay the per diem salaries and bonuses of 149 B Custody prisoners. The costs of supervision would include \$592,977 to pay the salaries and benefits of 35 highway foremen and \$376,090 to pay the salaries and benefits of 18 correctional officers.

### **Expansion of the Printing and Data Processing Services**

#### **of the Department of Corrections**

In 1980, the Department of Purchases and Supply closed its printing operation which supplied printed material to a number of state agencies. If the Department of Corrections had taken over these printing services, the penitentiary print shop could have realized \$100,000 in proceeds from the business and an increase of 8 more jobs for prisoners. The penitentiary print shop could have met the demand for services with no increase in operating costs. The Department of Corrections, however, did not assume this additional responsibility for printing services.

During fiscal year 1980-81, the total cost of printing services provided to state agencies was over \$10,000,000. The Department of Corrections has assured the Joint Subcommittee that the penitentiary print shop could increase its current operation which now provides about \$300,000 worth of printing services to state agencies. The optimum capacity of the presently structured penitentiary print shop would provide approximately \$600,000 worth of printing for agencies of the Commonwealth. If the penitentiary print shop operated at maximum capacity, approximately 45 prisoners could be employed by the service. Presently, only 20 prisoners work in the print shop. In addition, the services provided by the Department of Corrections would be significantly less expensive than the cost of contracting with private agencies for printing services.

Similarly, correctional enterprises located at various facilities in the state corrections system provide a service of processing batched data onto tape or cards for entry into a computer. State agencies have varying volumes of "batch work." Most agencies have their own data operations. Increased prison employment and considerable savings to the state agencies would be realized if prisoners were employed by prison industries to do this work.

The Joint Subcommittee recommends, therefore, that a state-level task force be created to explore the expansion of printing and data processing services available through the Department of Corrections. The task force shall be composed of five members: the Secretary of Administration and Finance; the Secretary of Public Safety; the Director of the Department of Corrections; the Director of the Division of Purchases and Supply of the Department of General Services; and a member of the Virginia State Crime Commission. The task force shall be cognizant of the Joint Subcommittee's strong desire to maximize the volume of work and the number of prisoners employed in the state penitentiary print shop and in the data processing operations of prison enterprises. The task force shall explore the feasibility of expanding the current printing and data processing capacity of the Department of Corrections and of developing cooperative agreements with state agencies to purchase printing and data processing services available through prison enterprises.

The Director of the Department of Corrections is requested to report the recommendations of the task force to the Senate Committee on Rehabilitation and Social Services, Senate Committee on Finance, House Appropriations Committee and House Committee on Health, Welfare and Institutions prior to the 1983 Session of the General Assembly.

#### **Sale of Prison Goods to the Private Sector**

Virginia law currently authorizes prisoner produced goods to be purchased by only state and local government agencies and by nonprofit, volunteer rescue squads or fire departments. The Joint Subcommittee believes that it is very important to develop a market within Virginia for goods that are manufactured in correctional enterprises. Increased demand for prisoner produced goods will increase employment opportunities for incarcerated individuals while providing vitally needed revenues to develop and to improve prison industries.

Section 53-67 of the Code of Virginia specifies who may purchase goods produced by prison enterprises. The Joint Subcommittee recommends that § 53-67 be expanded to allow purchases by any nonprofit agency qualified as such by designation of the Internal Revenue Service. Thus, any nonprofit agency including volunteer rescue squads and fire departments would be allowed to purchase goods produced by prison enterprises.

#### **Industrial Development and Revenue Bonds**

During 1981, the Joint Subcommittee considered the feasibility of financing the expansion of prison industries through bonds issued under the Industrial Development and Revenue Bond Act or through the enactment of special bonding authority granted to the State Board of Corrections. The Joint Subcommittee believes that the concept of issuing bonds to finance prison industries is valid and timely. At present, however, there is insufficient information to determine the most effective method of issuing and administering the bonds. The Joint Subcommittee recommends that further consideration be given this proposal. It is recommended that the bonding authority concept be a primary component of the Joint Subcommittee's continuing study in 1982.

## **Exceptions to the Purchase of**

### **Prisoner-Produced Goods**

Section 53-69 of the Code of Virginia allows the Director of the Division of Purchases and Supply to exempt state agencies or institutions from the statutory requirement to purchase articles and services of prison industries. The Joint Subcommittee believes that such exemptions should be allowed only in instances where the article or service cannot be produced according to specification or in instances where the Department of Corrections cannot deliver the article or service within the timeframe required. It is the position of the Joint Subcommittee that the Division of Purchases and Supply should be required to negotiate with the Department of Corrections for the purchase of necessary articles or services available through prison enterprises prior to approaching any other entity. If the article or service cannot be purchased from the Department of Corrections, the Director of the Division of Purchases and Supply shall be required to submit a written justification for any variance allowed with the Secretary of Administration and Finance, the Secretary of Public Safety and the Director of the Department of Corrections.

### **Work Release Programs**

The work release programs offered by the Department of Corrections have proven to be successful in preparing prisoners for meaningful employment after release from prison. The Joint Subcommittee believes that similar programs operated by local correctional systems would prove equally beneficial if the programs were fully utilized and developed. The Joint Subcommittee recommends, therefore, that local criminal justice officials be encouraged by the General Assembly to utilize and to develop work release programs for persons incarcerated in local jails.

Respectfully submitted,

Stanley C. Walker, Chairman  
William A. Truban, Vice Chairman  
J. Samuel Glasscock  
Joan S. Jones  
Robert C. Scott  
Norman Sisisky  
Frank M. Slayton  
Alson H. Smith, Jr.  
Ray L. Garland  
Frank W. Nolen



**Appendix A**

**Senate Joint Resolution No. 91 - 1980**

**Senate Joint Resolution No. 128 - 1981**

# ACTS OF ASSEMBLY

## ~ SENATE JOINT RESOLUTION NO. 91

*Establishing the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs.*

Agreed to by the Senate, March 7, 1980

Agreed to by the House of Delegates, March 6, 1980

WHEREAS, the General Assembly is concerned over the high and increasing cost of operating Virginia's system of corrections, the average annual cost of maintaining an adult prisoner in the State system of corrections now being in excess of eight thousand dollars; and

WHEREAS, the cost of providing additional space in which to house prisoners in the State system of corrections is now between fifty and sixty-two thousand dollars per inmate for new construction, depending upon the type of facility; and

WHEREAS, the actual cost of providing five hundred twelve beds at the new medium security prison being built in Brunswick County will be forty-eight thousand dollars per inmate; and

WHEREAS, the rate at which crimes against persons and property are committed in this Commonwealth is steadily rising; and

WHEREAS, under present policies, it is exceedingly difficult to reconcile the desire of the people for stricter enforcement of the law, and greater certainty of punishment, with the economic resources available to the State for the construction and operation of new prison facilities; and

WHEREAS, it would appear that the potential economic productivity of the people incarcerated in our prison system is far from being fully realized, and that it is reasonable to establish a goal of making the prisoners themselves responsible for earning at least fifty percent of the cost of operating the prison system; and

WHEREAS, prisoners should be allowed and required to contribute to their own self-support within the prison system; to make restitution to the victims of their crimes; to contribute to the support of those back home for whom they have a legal responsibility; and to create a capital stake against the day of their release; and

WHEREAS, certain federal and State laws and policies may militate against the highest and best economic utilization of the prison population; and

WHEREAS, national studies show work release programs to be viable alternatives to total confinement, thereby alleviating, in part, the existent overcrowded jail and prison conditions; and

WHEREAS, the economic advantages of the work release program to the inmate, his family and the corrections system are empirically demonstrable; and

WHEREAS, the benefits of the work release program to the inmate include the opportunity to preserve family and community ties, foster good work habits, obtain jobs which may continue after release, obtain employment skills and ease the transition from incarceration to community living; and

WHEREAS, present State and local work release programs have a limited capacity; less than one-fourth of Virginia's jails operate work release programs; and the impetus for development of local work release programs must be from the local sheriff, the judiciary and the local community; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, That a Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs is hereby created. The joint subcommittee is requested to study the manner in which prison labor is employed to find ways in which such labor can be made more productive and remunerative for the purpose of reducing the cost which must be borne by the taxpayers for the maintenance of such prisoners in the State system of corrections. The joint subcommittee should consider the way in which the employment of prison labor is related to rehabilitation and to the system of probation and parole to assure that the demonstrated willingness of prisoners to work and to study is closely related to the awarding of "good time" and the eligibility for probation or parole.

The joint subcommittee is also requested to study the expansion of the State-operated work release program and mechanisms to provide financial incentives to localities to establish or to expand existing local work release programs.

Senate Joint Resolution No. 91 con.

The joint subcommittee shall consist of ten members, four of whom shall be members of the Senate; and six of whom shall be members of the House of Delegates. The Chairman of the Senate Committee on Rehabilitation and Social Services shall name two members to the joint subcommittee from among the members of that committee. The Chairman of the Senate Committee on Finance shall name two members to the joint subcommittee from among the members of that committee. The Chairman of the House Committee on Health, Welfare and Institutions shall name four members to the joint subcommittee from among the members of that committee. The Chairman of the House Committee on Appropriations shall name two members to the joint subcommittee from among the members of that committee.

All agencies of State government are hereby directed to cooperate with the members of the joint subcommittee in the conduct of its inquiry and in the formulation of its report.

The joint subcommittee is requested to make any recommendations it deems appropriate to the Governor and the General Assembly prior to the nineteen hundred eighty-one session.

# ACTS OF ASSEMBLY

## SENATE JOINT RESOLUTION NO. 128

*Continuing the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs.*

Agreed to by the Senate, February 20, 1981  
Agreed to by the House of Delegates, February 19, 1981

WHEREAS, the 1980 Session of the General Assembly in Senate Joint Resolution No. 91 established the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs; and

WHEREAS, this subcommittee met during 1980 to consider the state of prison industries and work-related activities in the State corrections system and the status of State and local work release programs and to tour selected industries and vocational training programs in the prisons; and

WHEREAS, the subcommittee has identified certain issues which require further study before a comprehensive report can be formulated for the General Assembly; now, therefore, be it

RESOLVED by the Senate of Virginia, the House of Delegates concurring, That the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs is hereby continued. During 1981 the subcommittee shall review:

1. The State of Virginia and federal laws governing prison industries and the disposition of their products.
2. The impact on the private sector of expanding prison industries with designated products and the need for additional financial support by the State of these industries in order for them to expand.
3. The utilization of work release and other work-related activities as they relate to probation and parole.

The subcommittee is requested to coordinate its work with other legislative studies working in the field of corrections. The subcommittee shall make any recommendations it deems appropriate to the 1982 Session of the General Assembly. Any vacancy occurring on this committee shall be filled according to the provisions of Senate Joint Resolution No. 91 of the 1980 Session of the General Assembly.

The cost of this study shall not exceed \$4,500.

**Appendix B**

**Shop Data Summaries for Each**

**Industry Administered by**

**the Department of Corrections**

SHOP DATA SUMMARY

SHOP: Administration  
LOCATION: Offices of Correctional Enterprises  
DESCRIPTION: Administrative assignments such as Plastic Sign Making, Drafting, Graphic Arts, etc.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	N/A	N/A
<u>UNIT VOLUME:</u>	N/A	N/A
<u>EMPLOYMENT LEVEL:</u>	4	4

NOTE:

Men are transported from Pocahontas Correctional Unit, #13.

SHOP DATA SUMMARY

SHOP: Book Repair Shop

LOCATION: Staunton Correctional Center  
Staunton, Virginia

DESCRIPTION: Repairs and rebinds books. The bulk of these books are received from school districts. Present equipment is not sufficient to meet specifications for re-binding of library books.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$71,045	\$135,000
<u>UNIT VOLUME:</u>	15,830 volumes	30,000 volumes
<u>EMPLOYMENT LEVEL:</u>	14	Seasonal

NOTE:  
Highly seasonal summer work.

SHOP DATA SUMMARY

SHOP: Chair Factory  
LOCATION: State Penitentiary  
DESCRIPTION: Manufactures wood and upholstered chairs, and lounge furniture from parts made in the Wood Shop. Also capable of doing prototype work for style changes.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Wood Shop total	
<u>UNIT VOLUME:</u>	3,467	7,500
<u>EMPLOYMENT LEVEL:</u>	40	50



SHOP DATA SUMMARY

SHOP: Clothing Shop

LOCATION: Powhatan Correctional Center

DESCRIPTION: This shop is engaged in the production of dress trousers and shirts, work shirts, coveralls, utility jackets and aprons. Sample work is provided by this unit for new styling and all patterns are originated from this location.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 968,545 (total)	\$ 1.1 Million (total)
<u>UNIT VOLUME:</u>	80,184 Shirts 2,063 Coveralls	100,000 Shirts 3,000 Coveralls
<u>EMPLOYMENT LEVEL:</u>	55	70

SHOP DATA SUMMARY

SHOP: Data Services  
LOCATION: Powhatan Correctional Center  
DESCRIPTION: Records conversion to cards and/or tape for  
Customer Computer Entry.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Penitentiary Data Services	
<u>UNIT VOLUME:</u>	See Penitentiary Data Services	
<u>EMPLOYMENT LEVEL:</u>	17	17

SHOP DATA SUMMARY

SHOP: Data Services  
LOCATION: State Penitentiary  
DESCRIPTION: Records conversion to cards and/or tapes for customer computer entry.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$459,536 (total)	\$550,000 (total)
<u>UNIT VOLUME:</u>	57 million keystrokes per month	66 million key strokes per month
<u>EMPLOYMENT LEVEL:</u>	Day - 22 Night - 25	Day - 22 Night - 25

NOTE:

Capacity:

Penitentiary - 36 million key strokes per month  
Powhatan - 12 million key strokes month  
Goochland - 18 million key strokes month  
Total: 66 million key strokes per month

Equipment is leased and expansion can meet demand within 60 days.

SHOP DATA SUMMARY

SHOP: Data Services  
LOCATION: Virginia Correctional Center for Women  
Goochland, Virginia  
DESCRIPTION: Records conversion to cards and/or tape for  
Customer Computer Entry.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Penitentiary Data Services	
<u>UNIT VOLUME:</u>	See Penitentiary Data Services	
<u>EMPLOYMENT LEVEL:</u>	24	24

NOTE:

Two shift operation available.

SHOP DATA SUMMARY

SHOP: Dental Lab  
LOCATION: Southampton Correctional Center  
Capron, Virginia  
DESCRIPTION: Manufactures dental prosthetics from prescriptions  
and impressions.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$47,286	\$99,000.00
<u>UNIT VOLUME:</u>	1440 each/year	3000 each/year
<u>EMPLOYMENT LEVEL:</u>	5	10

SHOP DATA SUMMARY

SHOP: Enterprises Office Staff  
LOCATION: Enterprises Office  
DESCRIPTION: Female Inmates are used in the Enterprises Offices in Clerical, Filing, Janitorial and other capacities.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	N/A	N/A
<u>UNIT VOLUME:</u>	N/A	N/A
<u>EMPLOYMENT LEVEL:</u>	15	20

NOTE:

Overall office work load at capacity would create a need for more office help.

SHOP DATA SUMMARY

SHOP: Industrial Maintenance  
LOCATION: State Penitentiary  
DESCRIPTION: Provides preventive maintenance, repair and installation of equipment in industrial shops of the Penitentiary.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	N/A	N/A
<u>UNIT VOLUME:</u>	N/A	N/A
<u>EMPLOYMENT LEVEL:</u>	6	10

SHOP DATA SUMMARY

SHOP: Laundry #2  
LOCATION: Powhatan Correctional Center  
DESCRIPTION: This facility is presently engaged in finishing operations only. It will shortly provide washing service for inmate clothing, servicing the Powhatan Complex.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Goochland Laundry #1	
<u>UNIT VOLUME:</u>	See Goochland Laundry #1	
<u>EMPLOYMENT LEVEL:</u>	38	38

NOTE:

Capacity limited by restrictions on water discharge for treatment.



SHOP DATA SUMMARY

SHOP: Laundry #1

LOCATION: Virginia Correctional Center for Women  
Goochland, Virginia

DESCRIPTION: Engaged in the wash and finish operations of  
UVA Hospital Laundry. In addition it provides  
the wash facilities for all other customers,  
however, the finish operation takes place at  
Powhatan.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 788,275 (total)	\$ 788,275
<u>UNIT VOLUME:</u>	5,119,759 lbs.	at capacity
<u>EMPLOYMENT LEVEL:</u>	64	64

NOTE:

Capacity for one shift. Second shift will double this capacity.

SHOP DATA SUMMARY

SHOP: License Tag Shop

LOCATION: Powhatan Correctional Center  
State Farm, Virginia

DESCRIPTION: Shop manufactures all reflectorized license tags and temporary license tags for issue by the Division of Motor Vehicles.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$2,117,103	\$5,350,000
<u>UNIT VOLUME:</u>	900,000 pair	2,000,000 pair
<u>EMPLOYMENT LEVEL:</u>	26	26

NOTE:

Includes miscellaneous tag production by Penitentiary Tag Shop (36,249 plates).

SHOP DATA SUMMARY

SHOP: Meat Processing  
LOCATION: Powhatan Correctional Center  
DESCRIPTION: Slaughters Cattle and Hogs, produces sides, quarters, by-products, etc. Also butchers and freezes sides with portion control.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 892,632	\$ 1,750,000
<u>UNIT VOLUME:</u>	80 Head/wk.	175 Head/wk.
<u>EMPLOYMENT LEVEL:</u>	31	62

NOTE:

Phase II (Butchering and Portion Control) has recently been opened. Inmates slaughter in the morning and butcher in the afternoon. Operates at half ( $\frac{1}{2}$ ) capacity or less.

SHOP DATA SUMMARY

SHOP: Metal Shop  
LOCATION: State Penitentiary  
DESCRIPTION: Fabricates inmate beds, metal chair frames, lockers, picnic grills and tables, and specialty metal products.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 1,445,536	\$ 1.7 Million
<u>UNIT VOLUME:</u>	5,297 PC. Furniture 147,068 Sign Blanks	6,000 PC. Furniture 500,000 Sign Blanks
<u>EMPLOYMENT LEVEL:</u>	27	35

NOTE:

A metal manufacturing shop will be opened at the new Buckingham Medium Security Institution employing 50 inmates.

SHOP DATA SUMMARY

SHOP: Print Shop  
LOCATION: State Penitentiary  
DESCRIPTION: Printing Shop with Bindery Capability

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 285,000	\$ 600,000
<u>UNIT VOLUME:</u>	N/A	N/A
<u>EMPLOYMENT LEVEL:</u>	20	45

NOTE:

Best printing assignments are all kinds of flat forms, single side, including letterhead, but capability exists for two-sided printing.

The printing capacity of current equipment is between 24,000 and 95,000 impressions per hour, depending upon the size of the printed form. There is no redundance in equipment so capacity figures assume 100% machine operating time of present equipment. There is sufficient room in the Print Shop to double the amount of equipment, doubling the capacity and therefore doubling the inmate employment.

SHOP DATA SUMMARY

SHOP: Sewing Shop

LOCATION: Staunton Correctional Center  
Staunton, Virginia

DESCRIPTION: Garment Manufacturing, principally the production of pants for inmate consumption and coveralls for Correctional Officers. This Unit is also manufacturing denim lined jackets on a limited schedule.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Powhatan Clothing Shop	
<u>UNIT VOLUME:</u>	53,820 Pr. Trousers	60,000
<u>EMPLOYMENT LEVEL:</u>	25	40

NOTE:

Move anticipated to new quarters on the Institution. More room should allow installation of more equipment, increasing the capacity.

SHOP DATA SUMMARY

SHOP: Sewing Shop  
LOCATION: Virginia Correctional Center for Women  
Goochland, Virginia  
DESCRIPTION: Miscellaneous sewing operation for manufacture  
of Hats, Caps, Bibs, Coats, Blankets, Sheets, etc.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Sewing Operation at Powhatan	
<u>UNIT VOLUME:</u>	828 Mackinaws	1,200
	8,556 Jackets	10,000
	5,202 Blankets	15,000
	1,002 Laundry Bags	5,000
	and etc.	
<u>EMPLOYMENT LEVEL:</u>	18	18

SHOP DATA SUMMARY

SHOP: Shoe Shop

LOCATION: Southampton Correctional Unit  
Capron, Virginia

DESCRIPTION: Manufactures Dress and Work Shoes for Inmate  
population consumption.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$ 417,093	\$ 1.5 Million
<u>UNIT VOLUME:</u>	35 Cases/wk. 21,286 Pr.	100 Cases/wk. 60,000 Pr.
<u>EMPLOYMENT LEVEL:</u>	49	60



SHOP DATA SUMMARY

SHOP: Sign Reclamation

LOCATION: Halifax Field Unit #23  
South Boston, Virginia

DESCRIPTION: Operation reclaims used Highway Signs by sanding one surface or cutting to useful sizes. New sign blanks are cut and delivered to the Highway Department from this facility.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	No Shipments	N/A
<u>UNIT VOLUME:</u>	No Shipments	50,000 Blanks
<u>EMPLOYMENT LEVEL:</u>	7	12

NOTE:

Shop has been cutting signs and warehousing. Orders are currently being received for first shipments.

SHOP DATA SUMMARY

SHOP: Silk Screen (Signs)  
LOCATION: Powhatan Correctional Center  
DESCRIPTION: Manufacturing Silk Screened Signs ranging from such sizes as 3" x 6" to 4' x 4'. Typical of our customers is DMV, Fish & Wildlife, ABC Board etc.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Book Repair	
<u>UNIT VOLUME:</u>	See Book Repair	
<u>EMPLOYMENT LEVEL:</u>	5	5

NOTE:

SHOP DATA SUMMARY

SHOP: Tire Recapping  
LOCATION: St. Brides Correctional Center  
Chesapeake, Virginia  
DESCRIPTION: Receives worn tires from adjacent school districts,  
cities and counties, recaps them and returns them  
to owners.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$172,385	\$475,000
<u>UNIT VOLUME:</u>	3,258	8600 tires
<u>EMPLOYMENT LEVEL:</u>	24	30

SHOP DATA SUMMARY

SHOP: Wood Assembly

LOCATION: Powhatan Correctional Center

DESCRIPTION: This facility is presently engaged in the assembly of two lines of furniture. Both product lines include secretary desks, executive desks, and credenzas. The shop has basic woodworking equipment used for modifying or correcting cuts, angles, joints, etc.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	See Woodshop Total	
<u>UNIT VOLUME:</u>	See Woodshop Total	
<u>EMPLOYMENT LEVEL:</u>	28	28

SHOP DATA SUMMARY

SHOP: Warehouse Operation

LOCATION: Correctional Enterprises Warehouse located adjacent to Correctional Enterprises Offices.

DESCRIPTION: Operation provides labor for normal warehousing duties, packing, shipping, etc. Most produced goods are delivered throughout the state using these inmates as laborers.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	N/A	N/A
<u>UNIT VOLUME:</u>	N/A	N/A
<u>EMPLOYMENT LEVEL:</u>	20	40

SHOP DATA SUMMARY

SHOP: Wood Shop

LOCATION: State Penitentiary

DESCRIPTION: Engaged in the manufacture of executive style furniture (DMV) tables, wardrobes, and special furniture. They also provide most manufactured parts for the Chair Factory.

	<u>FY 1980-81</u>	<u>CAPACITY</u>
<u>DOLLAR VOLUME:</u>	\$1,225,946 (Total)	\$1,590,000
<u>UNIT VOLUME:</u>	2689 (Total)	3500
<u>EMPLOYMENT LEVEL:</u>	57	90

## **Appendix C**

### **Recommended Legislation**

**1. Joint resolution continuing the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs.**

**2. Joint resolution creating a task force to study the expansion of the printing and data processing services of the Department of Corrections.**

**3. Joint Resolution encouraging local criminal justice officials to utilize as fully as possible work release programs for incarcerated individuals.**

**4. A bill to amend §§ 53-67 and 53-69 of the Code of Virginia, relating to the sale of articles and services produced by prison labor.**

**SENATE JOINT RESOLUTION NO.**

**Continuing the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs.**

**WHEREAS, Senate Joint Resolution No. 91, agreed to by the 1980 Session of the General Assembly, established the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs; and**

**WHEREAS, the Joint Subcommittee was continued pursuant to Senate Joint Resolution No. 128 in 1981 and it issued a report and recommendations to the 1982 Session of the General Assembly; and**

**WHEREAS, the Joint Subcommittee has identified several issues which need to be addressed to improve or to develop employment opportunities for prisoners incarcerated in the state corrections system; now, therefore, be it**

**RESOLVED by the Senate of Virginia, the House of Delegates concurring, That the Joint Subcommittee on the Economic Productivity of the Prison Population and on Work Release Programs is hereby continued. The membership of the Joint Subcommittee shall continue to serve. Any vacancies in the membership of the Joint Subcommittee shall be filled by the chairman of the Senate Committee on Rehabilitation and Social Services or by the chairman of the House Committee on Health, Welfare and Institutions.**

**During 1982, the Joint Subcommittee shall focus its study on:**

**1. Increasing the prison labor force for highway construction and maintenance, including a determination of the feasibility of using prison labor to construct small bridges throughout the Commonwealth.**

**2. Expanding the printing and data processing operations of the Department of Corrections.**

**3. Encouraging private nonprofit organizations to purchase goods and services produced through prison enterprises.**

**4. Examining the feasibility of issuing bonds to finance prison industries.**

**5. Restricting exemptions from statutory mandates which require state agencies and institutions to purchase goods and services produced by prison enterprises.**

**6. Encouraging the development of local work release programs.**

**The Joint Subcommittee shall complete its work in time to make recommendations to the 1983 Session of the General Assembly.**

**The cost of this study shall not exceed \$6,000.**



**SENATE JOINT RESOLUTION NO.**

**Creating a task force to study the expansion of the printing and data processing services of the Department of Corrections.**

**WHEREAS, it is estimated that the total annual expense to the government of the Commonwealth for printing services during fiscal year 1980-81 was over ten million dollars, and**

**WHEREAS, the printing operations of the Department of Corrections are capable of utilizing prison labor to print official forms and documents required by the various agencies of state government; and**

**WHEREAS, the Department of Corrections operates a data processing service capable of processing batched data onto tape or cards for entry into a computer; and**

**WHEREAS, the use of prison labor to print state forms and documents and to perform batch work for data processing would reduce the costs to state government for printing and data processing services which are currently contracted out to private industry; and**

**WHEREAS, state departments, institutions and agencies have not been significant customers of the goods and services produced by prison industries; now, therefore, be it**

**RESOLVED by the Senate, the House of Delegates concurring, That a task force is hereby created to study the expansion of the printing and data processing services of the Department of Corrections. The task force shall be composed of five members: the Secretary of Administration and Finance; the Secretary of Public Safety; the Director of the Department of Corrections; the Director of the Division of Purchases and Supply of the Department of General Services; and a member of the Virginia State Crime Commission.**

**The task force shall direct its efforts toward the formulation of recommendations to maximize the volume of work and the number of prisoners employed in the state penitentiary print shop and in data processing operations of the Department of Corrections. In addition, the task force shall explore the feasibility of expanding the current printing and data processing capacities of the Department of Corrections and of developing cooperative agreements with state agencies to purchase printing and data processing services available through prison enterprises.**

**The Director of the Department of Corrections is requested to report the recommendations of the task force to the Senate Committee on Rehabilitation and Social Services, Senate Committee on Finance, House Appropriations Committee and House Committee on Health, Welfare and Institutions prior to the 1983 Session of the General Assembly.**

**HOUSE JOINT RESOLUTION NO.**

**Encouraging local criminal justice officials to utilize as fully as possible work release programs for incarcerated individuals.**

**WHEREAS, the General Assembly authorized the establishment of a state work release program in 1968; and**

**WHEREAS, § 53-38 of the *Code of Virginia* authorizes the Director of the Department of Corrections to establish work release programs whereby a prisoner who is proficient in a trade or occupation and is trustworthy can be employed by private individuals, corporations or state agencies; and**

**WHEREAS, the Department of Corrections operates four work release centers and has two work release programs operated out of other facilities while concurrently some local jails operate work release programs; and**

**WHEREAS, the advantages of work release activities are that incarcerated persons are provided meaningful employment and are able to contribute to the costs of their incarceration; and**

**WHEREAS, the skills and experience gained through participation in a work release program may prepare an incarcerated individual to find gainful employment upon release from the correctional facility; now, therefore, be it**

**RESOLVED by the House of Delegates, the Senate concurring, That local criminal justice officials are hereby encouraged to utilize and to develop work release programs at the local level; and, be it**

**RESOLVED FURTHER, That the Clerk of the House of Delegates is requested to forward copies of this resolution to the judges, Commonwealth's attorneys and sheriffs of each political jurisdiction of this Commonwealth.**

LD D 1/4/82 Hopper

A BILL to amend and reenact §§ 53-67 and 53-69 of the Code of Virginia, relating to the sale of articles and services produced by prison labor.

Be it enacted by the General Assembly of Virginia:

1. That §§ 53-67 and 53-69 of the Code of Virginia are amended and reenacted as follows:

**§ 53-67. Purchases by agencies and nonprofit organizations.— *Articles and services produced or manufactured by persons confined in state correctional facilities:***

**1. *Shall be purchased by all departments, institutions and agencies of this State the Commonwealth which are supported in whole or in part by the State shall, and all counties and districts of such counties, cities and towns and with funds from the state treasury for their use or the use of persons whom they assist financially. Except as provided in § 53-69, no such articles or services shall be purchased by any department, institution or agency of the Commonwealth from any other source; and***

**2. *May be purchased by any county, district of any county, city or town and by any nonprofit ; volunteer lifesaving or first aid crews, rescue squads and fire departments in this State may, purchase from the Director all articles and services required by such departments, institutions, agencies, and organizations for their use or the use of the person or persons whom they assist financially; or by such counties, districts, cities, towns, or organizations produced or manufactured by the Director by convicts or misdemeanants confined within the penitentiary or elsewhere employed within this State, including products of the State correctional institutions and no such article or service shall be purchased by any such department, institution or agency of the State from any other source unless excepted under the provisions of § 53-69. The purchase of services required herein may be excepted by the Director of the Department of Purchases and Supply in the event that such services do not meet the reasonable requirements of such department, institution or agency of the State; or in any case where the requisition for such service cannot be complied with substantially on account of an insufficient supply of the services required or otherwise agency which is exempt from taxation pursuant to § 501(c)(3) of Title 26 of the United States Code (Internal Revenue Code of 1954) .***

**§ 53-69. Exceptions as to purchases.— *Exceptions from the operation of the mandatory provisions of §§ 53-67 to 53-72 may be made in any case where in the opinion of The Director of the Department Division of Purchases and Supply may exempt a state department, institution or agency from the provisions of § 53-67 in any case where in the opinion of the Director, the article so produced or manufactured does not meet the reasonable requirements of such department, institution ; or agency of the State , or in any case where the requisition made cannot be complied with completely on account of an insufficient supply of the articles or supplies required or otherwise. In any case where the Director of Purchases and Supply grants an exemption from the provisions of § 53-67, he shall submit a written justification for the exemption to the Secretary of Administration and Finance, Secretary of Public Safety and the Director of the Department of Corrections.***

