

**REPORT OF THE
JOINT LEGISLATIVE
AUDIT AND REVIEW COMMISSION ON**

**Staff and Facility Utilization
by the Department of
Correctional Education**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



House Document No. 32

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PREFACE

In Item 618 of the 1985 Appropriations Act, the General Assembly directed JLARC to study manpower and facility utilization by the Department of Correctional Education (DCE). This study of DCE (formerly the Rehabilitative School Authority) was conducted in conjunction with other JLARC studies of the State correctional system.

We found that DCE is expanding and upgrading correctional education programs as intended when the General Assembly created DCE as a separate State agency in 1974. DCE's educational programs in major adult institutions, field units, and juvenile learning centers are among the Commonwealth's principal efforts to rehabilitate incarcerated individuals. Programs appear to be generally sound.

At major adult facilities, DCE and the Department of Corrections (DOC) should alleviate conditions that discourage inmate participation and should provide incentives to encourage participation. Although the need for basic academic instruction in prisons remains high, DCE's academic teachers are underutilized at some institutions. Enrollments should be increased or positions cut. Enrollments in vocational programs, on the other hand, are high but need to be better linked with work programs.

In correctional field units, educational programs are limited and need to be expanded. Consideration should be given to providing educational services in improved ways, including the designation of specified field units with an educational mission.

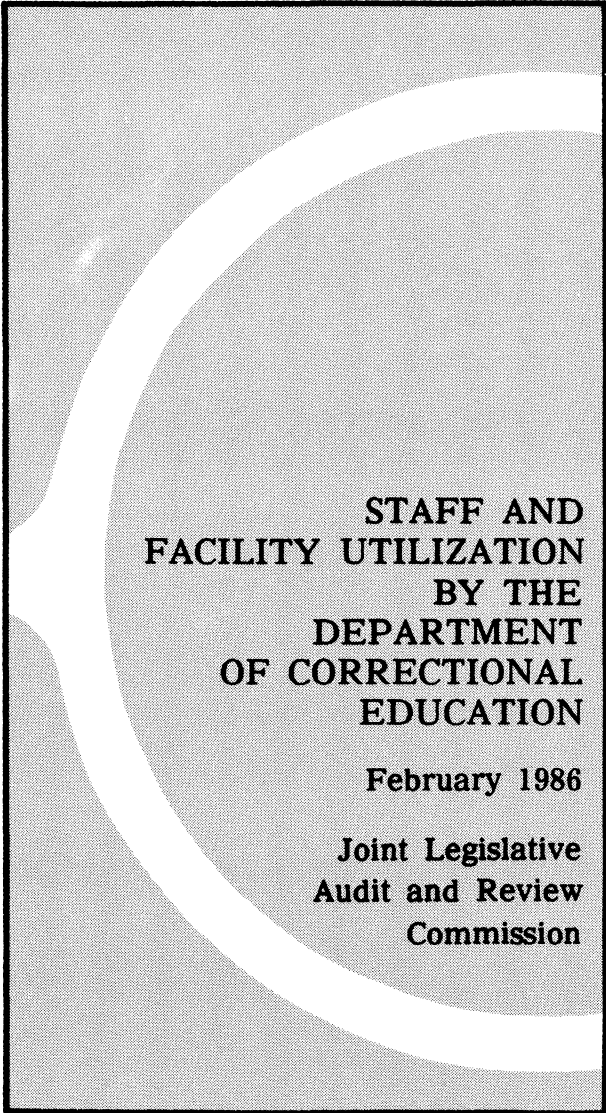
In the juvenile learning centers, DCE and DOC should focus on providing appropriate special education services to handicapped youths and on developing work-training programs for older youths. Although the number of DCE staff is generally adequate, declining numbers of youths in the learning centers warrant some position reductions.

On behalf of the Commission staff, I wish to acknowledge the cooperation and assistance provided by the staffs of DCE and DOC in the preparation of this report.



Philip A. Leone
Director

February 20, 1986



**STAFF AND
FACILITY UTILIZATION
BY THE
DEPARTMENT
OF CORRECTIONAL
EDUCATION**

February 1986

**Joint Legislative
Audit and Review
Commission**

The Department of Correctional Education (DCE) administers one of the principal rehabilitative programs of the State's correctional system. DCE was created as an independent agency in 1974 to operate educational programs for individuals confined in the Commonwealth's youth and adult correctional institutions. In June 1985, 48 DCE schools were serving 684 juveniles and 2,673 adults. Approximately 77 percent of DCE's \$9,183,565 fiscal year 1986 appropriation is for academic and vocational instruction; the balance is for administrative and support services.

Since 1974, the level and types of services provided by DCE have greatly expanded. For the most part, these services are efficiently and effectively provided. DCE

has established schools at all State correctional facilities and initiated new programs in apprenticeship, college, literacy, special education, and social education. The number of adult inmates earning vocational certificates and the equivalent of a high school diploma in 1985 is five times greater than the number in 1975. In the juvenile learning centers, where school enrollment and attendance is mandatory, enrollments have declined as the number of youth in the State correctional system has declined. During this same time, however, the number of youth earning the equivalent of a high

A JLARC REPORT SUMMARY

school diploma and completing vocational programs has increased.

Corresponding to expansions in correctional educational programs, DCE staff has increased significantly. The DCE maximum full-time employment level for fiscal year 1986 is 363 positions; approximately 50 percent (119 positions) greater than the full-time employment level in 1974. As of September 1985, DCE also maintained 66 additional wage (P-14) positions. Further, the Department of Corrections (DOC) currently provides and maintains 350 classrooms and offices for use by DCE personnel in State correctional facilities.

Study Mandate

Item 618 of the 1985 Appropriations Act directed JLARC to study staff and facility utilization by the Rehabilitative School Authority (renamed the Department of Correctional Education in July 1985). This study was to be conducted in conjunction with a series of studies of the correctional system in Virginia. To meet its legislative directive, JLARC evaluated effective utilization of DCE's programs and the adequacy of staff and facilities to carry out these programs.

JLARC used three major criteria to measure effective utilization of DCE's correctional education programs:

- Are the programs reaching the targeted incarcerated population in State

facilities?

- Are the programs accomplishing their educational and rehabilitative goals?
- Are educational programs an integrated part of the rehabilitative efforts within State correctional facilities?

Criteria to measure the adequacy of staff and facilities included:

- Are DCE's schools filled to the capacity that the assigned number of staff and amount of classroom space can accommodate?
- Does DCE meet staffing standards and other factors that determine need for personnel?

Principal Findings

By creating DCE as a separate agency with statewide jurisdiction over the education of incarcerated individuals in the custody of DOC, the General Assembly has ensured that its goals for correctional education are being addressed. Responsibilities for administration and management of education programs in correctional facilities have been clarified. Funds appropriated for educational purposes are expended for those purposes. And, overall growth and upgrading of correctional education programs are occurring.

Moreover, the level of cooperation between DCE and DOC appears higher than at any time in the past. Additional effort by these two agencies would be useful, however, to more effectively provide educational services to incarcerated adults and juveniles. Recommendations contained in this report generally intend to strengthen Virginia's unique method for providing correctional education through a separate State agency. Consolidating DCE with another State agency does not appear necessary or desirable.

The number of staff utilized by DCE to administer its programs is generally adequate. If enrollments in DCE's adult schools increase, additional instructional staff may be necessary to provide needed services. Field units, in particular, need expanded educational programs. However, some positions in adult schools are currently underutilized, and enrollments need to be increased to justify existing positions.

If enrollments are not increased, JLARC recommends that DCE's staff size be decreased from 429 to 416 positions, a net reduction of 10 full-time positions and three wage (P-14) positions. The recommended reductions in full-time staff are primarily: (a

SUMMARY OF RECOMMENDED STAFFING CHANGES

Facility	Current Positions* (Changes)					Totals	
	Teachers	Administrative	Clerical	Other	P-14	Current	Recommended**
Major Adult Schools	113(-4)	14	10	21	12(-3)	170	163
Field Units	7	2	1	0	20	30	30
Juvenile Learning Centers	110(-6)	13	9	30	33	195	189
Central Office	0	28	5	0	1	34	34
TOTALS	230(-10)	57	25	51	66(-3)	429	416

*As of September 1985.

** If enrollments do not increase.

Source: JLARC analysis of DCE staffing adequacy.

vocational teaching positions in the juvenile learning centers where small class sizes do not appear to justify the current number of positions, and (b) academic teaching positions in those adult schools where enrollments are far short of classroom capacities. Reductions in wage staff are administrative, instructional, and library assistant positions whose responsibilities could be assumed by other staff or inmate aides in adult schools (see Table).

DOC facilities utilized as DCE classrooms are adequate to serve the current number of inmates enrolled in DCE's programs. However, to partially accommodate long lists of inmates waiting to enroll in vocational programs in major adult facilities, DOC and DCE will need to identify space that can be converted to vocational classrooms. Limited use of available space in correctional field units is one of the principal factors that restricts inmate enrollments in those facilities to nine percent of the field unit population. Space is sufficient to provide required instruction to all youth in the learning centers.

MAJOR ADULT FACILITIES (pp. 11-42)

DCE provides the major rehabilitative service to adult inmates. DCE school staff provide education and training to almost one-third of the incarcerated population in major adult facilities. However, more than three-fourths of the adults confined in prisons as of June 1985 had not completed high school when they entered the system. The intent of DCE programs is to offer these adults the opportunity to acquire additional education and skills to lead a more productive life upon their return to the community.

Programs and Accomplishments

DCE offers as many as seven and as few as one type of educational program in each adult facility. There are also major differences in the level of inmate participation at each facility. Enrollments range from as high as 89 percent of the population to as low as 12 percent. Efforts to explore incentives and address institutional hindrances to participa-

tion in educational programs will be necessary to more consistently reach incarcerated adults at all major adult facilities.

Achievement of educational objectives is one measure of DCE program effectiveness. DCE has successfully achieved most of its goals for course completions in its vocational programs. Goals to achieve modest increases in the proportion of the population enrolling in school and completing the equivalent of a high school diploma have not been met. To promote program effectiveness in the future, DCE will also need to develop more systematic methods for measuring grade-level advances of inmates and the rehabilitative success of its programs.

Recommendation: DCE and DOC should jointly evaluate the merits of various incentives and their impact on school enrollment and attendance. DCE and DOC should also expand their efforts to identify conditions at major adult institutions that hinder inmate enrollment and attendance and identify specific strategies for alleviating these barriers to participation.

Recommendation: DCE should emphasize increased academic enrollments and the use of literacy programs to assist inmates in attaining basic reading, math, and language skills.

Recommendation: To ensure that enrollment and attendance reports accurately measure the extent to which inmates are participating in educational programs at each facility, DCE should adopt uniform procedures for calculating school enrollment and attendance. DCE should also develop and implement testing and evaluation methods to assess the results of its educational programs.

Program Integration

The extent to which educational programs are an integral part of the confinement and rehabilitative purposes of the State correctional system is another measure of program effectiveness. At the individual level, program integration requires identification of educational abilities and placement of inmates in appropriate academic and voca-

tional programs. Particularly, young handicapped inmates will need to be identified and served through special education programs as required by State and federal law. When applicable, educational goals also need to be an important part of the program plans developed for each inmate. At half of the adult facilities, however, DCE staff are not included on interdisciplinary teams with the DOC professionals who develop program plans for individual inmates.

Recommendation: *DCE and DOC should cooperate in developing and implementing a classification plan for assigning incoming eligible inmates to facilities where DCE will provide special education programs. DCE representatives should be included on the program planning teams at all adult facilities.*

At the institutional level, academic, vocational, and apprenticeship training needs to be integrated with institutional work. Yet, competition between relatively higher paying institutional jobs and school was frequently cited by DCE and DOC as a condition that limits school enrollments. Moreover, efforts to link inmates with education and work opportunities upon their release should build upon the training and experience they receive while incarcerated.

Recommendation: *Each DCE school should develop and implement a plan for providing supplemental academic instruction to vocational students in need of additional math, reading, and other skills. DCE and DOC should jointly develop and administer a plan for coordinating education programs with institutional jobs. To facilitate inmates' successful community readjustment, DCE should develop a standard social skills curriculum for all its schools, become more actively involved in pre-release and transition support activities, assist inmates to find education and training opportunities in their community, and coordinate these efforts with DOC.*

Adequacy of Staff and Facilities

DCE utilizes 158 full-time positions, 12 wage (P-14) positions, and 132 classrooms to serve the incarcerated population in major

adult facilities. In general, staff and facilities in the major adult schools are adequate but underutilized; an additional 348 inmates could be accommodated in DCE's academic and vocational classes without exceeding total capacity.

Academic teachers and classrooms, in particular, are underutilized. Only one-third of the academic programs at the 16 major adult schools are filled close to capacity. However, vocational classes in most facilities are filled near capacity, with long waiting lists for some. Further, the responsibilities of a few (P-14) positions can be assumed by other staff or inmate aides; therefore, these positions can be abolished.

Recommendation: *DCE and DOC should promote full utilization of DCE's programs. If enrollment levels continue at fiscal year 1985 levels, however, DCE should abolish an academic teacher position at Nottoway, St. Brides, Southampton, and the Virginia Correctional Center for Women, where inmate enrollments were far short of each school's academic capacity. If DCE is unable to increase academic enrollments in these four facilities during fiscal year 1986, these positions should be eliminated in fiscal year 1987. If academic enrollments in any other DCE major adult school decline during fiscal year 1986, DCE should also eliminate academic teacher positions in these facilities if the remaining teachers can instruct classes without exceeding their classroom capacities.*

Recommendation: *DCE should abolish three wage positions: the library assistant at St. Brides, the instructional assistant at Marion, and the administrative assistant position at Buckingham.*

Recommendation: *To accommodate additional vocational students within available space, DCE should review its classroom capacities and take steps to increase the number of vocational students per class without exceeding appropriate class sizes. In each major adult facility, DCE and DOC should identify additional space that could be converted to vocational classrooms and develop a plan to increase*

the number of inmates that can be accommodated in vocational classes.

CORRECTIONAL FIELD UNITS (pp. 43-62)

The scope of DCE's educational programs in field units is far more limited than in major adult facilities. Twenty-one of the 25 field units offer only adult education classes two nights a week. Many field unit classes are canceled during the summer. Only 42 inmates of approximately 2,500 confined in field units can be accommodated in field unit vocational classes offered at three facilities. Other educational programs such as apprenticeship, college, and literacy tutoring are even more limited.

Programs and Accomplishments

In contrast to major facilities where approximately one-third of the population is enrolled in educational programs, DCE is reaching only nine percent of the inmates in field units with its programs. Effective utilization of DCE programs and facilities in the field units is hindered by the lack of classes, institutional incentives, emphasis on educational goals, and space.

Institutional Incentives and Barriers. Most of the institutional incentives available to inmates confined in major adult facilities are not available in field units. However, DCE and DOC could explore institutional supports such as providing jobs in areas related to training and allowances for good conduct. Although the road work mission of the field units is cited as one of the principal obstacles to daytime education programs, 51 percent of the inmates spend their days within the facilities. The road work mission of the field units is not necessarily incompatible with education.

Recommendation: DCE and DOC should develop a system-wide plan for supporting inmates' participation in education programs at field units. DCE and DOC should also attempt to expand the number of educational programs in field units by offering classes during the day. DCE and DOC should cooperatively develop a work and school schedule for

inmates desiring additional education and training.

Program Integration. Educational programs will also need to be a more important part of inmates' incarceration in field units. Systematic educational testing, particularly to identify inmates eligible for special education, is an important first step. DCE and DOC will need to make subsequent efforts to incorporate educational goals within individual inmates' program plans and assist them in continuing education and training upon release.

Recommendation: DCE should develop and implement a plan for testing, referring, placing, and serving inmates eligible for special education who are confined in field units. DCE and DOC should promote the inclusion of educational goals in the program plans of field unit inmates desiring additional education or training. Anticipating that inmates in field units will soon be released, DCE should assist them in finding education and training programs in the community.

Adequacy of Staff and Facilities

Six full-time teachers and an average of 20 part-time teachers provided academic and vocational instruction to a monthly average of 224 inmates during fiscal year 1985. The number of DCE positions assigned to the field units was generally adequate to serve the number of inmates enrolled in DCE's programs. In five field units they were underutilized — enrollments were below 70 percent of capacity. As of September 1985, however, the part-time teacher positions at 10 field units were vacant and the units were consequently without an educational program. Examining the deployment of the two administrative positions, JLARC found that supervision of field unit teachers is inadequate.

In 17 of the 25 field units, there is insufficient space to provide separate classrooms for instruction. Consequently, evening classes are held in rooms that are used for other purposes during the daytime: dining halls, libraries, and recreation rooms. Many of these rooms are not used throughout the entire day, however, and could be used for

daytime classes when they are not used for other purposes.

Recommendation: DCE and DOC should identify and address the causes of low inmate enrollments in adult education classes at the Baskerville, Culpepper, Haynesville, Botetourt and Tazewell field units. At other field units where the number of inmates on waiting lists regularly averages close to class capacities, DCE and DOC should attempt to schedule an additional class. DCE should also continue its efforts to recruit and train inmate and community volunteers for the literacy program to supplement academic teachers.

Recommendation: DCE should fill vacant positions to provide at least one part-time teacher at all field units. To ensure that field unit teachers are regularly supervised, DCE should consider balancing the supervisory workload of the principal and assistant principal and assigning supervisory responsibilities on a geographic basis.

Recommendation: DCE and DOC should encourage inmates to participate in educational programs at field units. Existing rooms should be utilized for academic and vocational programs during the day when there is a sufficient number of inmates to participate.

Options for Expanding Field Unit Programs

The need for education programs in the field units is as great as, if not greater than, in the major adult institutions. Men confined in field units are generally closer to release than those in major facilities. Education and training will have more immediate applications for field unit inmates returning to the community. For those transferred from a major institution, the lack of education programs in field units interrupts education and training initiated within the major facilities. Upon their release, inmates with vocational training may not have had an opportunity to participate in or continue their training for two years or longer.

Recommendation: DCE and DOC should attempt to expand the availability of education programs to inmates confined in field units. DCE and DOC should consider options such as: (1) offering night classes more frequently, (2) increasing the use of staff and facilities during the day, (3) transporting inmates from field units to attend classes at major institutions as currently practiced between Capron and Southampton, and (4) designating an education mission for a limited number of field units in different regions of the State.

JUVENILE LEARNING CENTERS (pp. 63-86)

State laws and DOC policies that require school attendance ensure that all juveniles confined in the learning centers participate in DCE's educational programs. As required by the State Board of Education, DCE is attempting to provide incarcerated youths with educational programs comparable to public school programs.

Programs and Accomplishments

In general, DCE is reaching many of its educational goals for the educational advancement of incarcerated youths. To maintain educational programs as an integral part of juvenile incarceration, however, DCE and DOC will need to ensure that: (1) youth are placed in appropriate programs based on public school records and educational tests administered by DCE, (2) handicapped youth — 45 percent of the learning center population — receive appropriate special education services, (3) related work and training opportunities are provided to older youth, and (4) appropriate educational programs are developed if planned revisions in the sentence lengths of youths are authorized by the General Assembly.

Recommendation: To facilitate educational placement decisions in the learning centers, DOC court service units should ensure that educational records are included in the commitment documents for every youth at the time custody is transferred to DOC. To aid vocational placement decisions, DCE should conduct more thorough testing of older youths' vocational aptitudes and abilities.

Recommendation: DCE should continue its efforts to comply with special education laws and standards. Particular emphasis should be placed on recruiting special education teachers endorsed, at a minimum, to teach emotionally disturbed students, and on providing self-contained classes to youths required to receive those services by their Individual Education Programs.

Recommendation: DCE and DOC should develop a plan for expanding work programs for older incarcerated youth who have completed the equivalent of a high school diploma or who are studying toward completion in a GED program.

Recommendation: DOC should include DCE in its plans to implement a minimum length of stay classification system for the juvenile learning centers. DOC should not implement this plan without legislative authorization through an amendment to Section §16.1-285 of the Code of Virginia.

Adequacy of Staff and Facilities

A total of 162 full-time and 33 wage (P-14) positions are currently maintained by DCE to provide education programs in the learning centers for 12 months during the year. The number of academic teachers and teacher aides appear to be adequate, although final determination of the adequacy of these positions will depend upon the Department of Education's (DOE) reviews of DCE's compliance with special education requirements. Small vocational class sizes, which average from 4 to 8 students, suggest that DCE employs a few more vocational teachers in the learning centers than necessary. In addition, the responsibilities of some other special positions could be realigned.

The Department of Corrections provides and maintains 155 classrooms and offices for DCE's use in the seven learning centers and the Reception and Diagnostic Center. Classroom space is adequate to serve all youth confined in the learning centers. To receive federal funds for a social skills teacher at Oak Ridge, however, DCE and DOC will need to identify and provide a room in which to hold a separate social skills class.

Recommendation: DCE should provide the necessary number of teachers and aides wherever DOE finds them inadequate to comply with special education requirements. If DOE intends to require DCE to comply with an agency standard of no more than 10 students per one teacher and one aide, then the Board of Education should adopt a separate standard for a student-teacher ratio without an aide.

Recommendation: DCE should: eliminate two vocational teachers positions at Beaumont, two at Hanover, and one at Bon Air; transfer the vocational evaluator position from Beaumont to the Reception and Diagnostic Center; transfer the special activities supervisor position at Camp New Hope to DOC; and assign an instructional assistant rather than an academic teacher to monitor students suspended from classes at Beaumont.

Recommendation: DCE and DOC should identify a room at Oak Ridge that can be used to hold a separate social skills class. DCE should attempt to secure federal Chapter I funds to support the teaching position for the social skills classes.

CENTRAL OFFICE ADMINISTRATION AND INTER-AGENCY COORDINATION (pp. 87-102)

An 11-member board, the superintendent of the agency, and eight support units within the central office guide and support DCE's programs in the 48 facility schools. The 33 positions assigned to the central office staff provide guidance in each of the major program areas in addition to other central support functions in fiscal areas, personnel, planning, and general administration.

Central Office Administration

JLARC assessed the extent to which central office staff effectively fulfill their primary guidance and support functions and the adequacy of staff to perform those functions. JLARC found that certain key organi-

zational functions require greater emphasis utilizing existing staff positions: supervision of field personnel, standards development and program evaluation, transition support for inmates, and office automation.

Recommendation: The DCE superintendent, or the new assistant superintendent of adult schools, should set program and operational goals with the adult school principals. The adult school principals should be annually evaluated on their performance.

Recommendation: DCE should develop and implement a timetable for completing its evaluation of operational standards in all adult and youth schools by December 1986. Subsequent evaluations should be regularly conducted to assess and ensure continued efforts to achieve professional excellence in DCE schools.

Recommendation: DCE should fill the vacant transition agent position that is responsible for assisting incarcerated youths and adults in continuing their education upon release. After assessing the workload of the position and coordinating its responsibilities with DOC's parole function, DCE may wish to expand its level of support for inmates seeking additional education and training in the community.

Recommendation: DCE should automate many of its record-keeping, fiscal, and data processing functions in the central office. When completed, DCE should subsequently attempt to realize any resultant staffing efficiencies.

Inter-Agency Coordination

DCE and DOC must work closely together to provide a safe and secure correctional system that helps adults and youths lead crime-free lives after release. Overall, coordination between DCE and DOC is probably more successful now than at any time in the past. However, coordination between the two agencies could be strengthened at all levels: at the policy level between agency boards, at the planning and program development level between central offices, and at the administrative level between staffs at the institutions.

Recommendation: To facilitate cooperative planning and policy efforts, the General Assembly may wish to amend §53.1-2 to include the chairman of the Board of Correctional Education or another board representative designated by the chairman to serve in an ex-officio, non-voting capacity on the Board of Corrections.

Recommendation: DOC should ensure that DCE capital outlay requests receive the same priority as similar requests from their own institutional staff. To emphasize the most critical expansion, renovation, and repair needs in the DCE schools, the DCE central office should also prioritize the capital outlay requests of all school principals and submit their agency recommendations to DOC.

Recommendation: As a method for strengthening agency coordination at the institutional level, DCE and DOC should refine their "memorandum of understanding." This inter-agency agreement should contain specific strategies for addressing scheduling conflicts and other factors that prevent inmates from participating in education programs or otherwise impair coordinated security and program efforts within each institution.

Alternative Organizational Structures

Although Virginia is the only state in which a separate agency administers and operates educational programs in correctional facilities, this structure incorporates the strengths and avoids some of the disadvantages of other states' structures. Moreover, DCE is accomplishing legislative purposes for creating a separate agency. If DCE and DOC continue to strive for a coordinated approach to educating incarcerated individuals in the Virginia correctional system, then reorganization should not be necessary or desirable.

Recommendation: DCE should remain a separate State agency and school district with statewide jurisdiction over the education of incarcerated juveniles and adults in the custody of the Department of Corrections.

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I. INTRODUCTION

The Department of Correctional Education (DCE) was created as an independent agency in 1974 by the General Assembly. DCE operates educational programs for individuals confined in the Commonwealth's youth and adult correctional institutions. Section 22.1-342 of the *Code of Virginia* states that DCE "shall establish and maintain a general system of schools [and] shall include elementary, secondary, post-secondary, vocational, technical, adult, and special education schools."

DCE states its mission is to "facilitate student development through the rapid attainment of necessary skills, knowledge, and an increased sense of personal responsibility; thereby fostering human dignity, successful community adjustment, productive employment, and life goal satisfaction." In June 1985, 48 DCE schools served 684 juveniles and 2,673 adults. The number of adults includes approximately 350 inmates who were enrolled in DCE-sponsored apprenticeship and college programs but did not attend DCE academic and vocational classes.

The DCE maximum employment level for fiscal year 1986 is 363. Thirty-two of these positions are in the central office; the remaining positions are in the youth and adult institutions. As of September 1985, DCE also maintained 67 wage (P-14) positions.

The fiscal year 1986 appropriation for the DCE is \$9,183,565. Approximately 89 percent of this amount is general funding. The remaining 11 percent comes from federal funds provided under the Library Services Construction Act, Chapter I of the Education Consolidation and Improvement Act, and other sources. Of the total appropriation, 47 percent is budgeted for basic skills instruction, 30 percent is for occupational and vocational instruction, and 23 percent is for administrative and support services.

Evolution of a Separate Correctional Education Agency

Educational programs within Virginia's correctional institutions have existed for more than 150 years. In 1833, the Penitentiary Keeper reported that instruction was "allowed but not provided." An education program was first offered in 1844 and was probably staffed by church volunteers. In 1918 the General Assembly authorized classes to be held at the Penitentiary. Classes began in 1921, and an education director was appointed. The program expanded and eventually included the Women's Farm, field units, and new adult institutions. In 1920, four private institutions for juvenile delinquents became public institutions. Each had its own school administrator.

By the mid-1950s, all of the major correctional institutions had education programs staffed by State employees. In 1965, the youth and adult

instructional programs were merged into a statewide bureau in the Department of Welfare and Institutions.

DCE (originally named the Rehabilitative School Authority) was created after the Virginia State Crime Commission recommended in 1973 that a separate school authority be created. The creation of DCE coincided with legislative action that separated welfare from correctional functions by forming the Department of Corrections and the Department of Welfare. According to House Joint Resolution 18 (1978), DCE was created "in response to a lack of effective educational programs within the juvenile and adult correctional institutions of the Commonwealth." More specifically, the aims of the General Assembly in creating DCE were to:

- (1) place educational activities more clearly in the hands of educators;
- (2) clarify lines of communication in educational administration and management;
- (3) better identify budgetary needs;
- (4) ensure that funds appropriated for educational purposes are expended for those purposes; and
- (5) provide for the overall growth and upgrading of education programs.

[House Document 2, 1981]

Programs

The level and types of services provided by DCE have greatly expanded since 1974. DCE has established a school at each State correctional facility (16 new schools since 1974); started additional vocational programs; initiated a testing program of juveniles and adults, including testing for special education eligibility; centralized library services; and standardized curricula and transcripts.

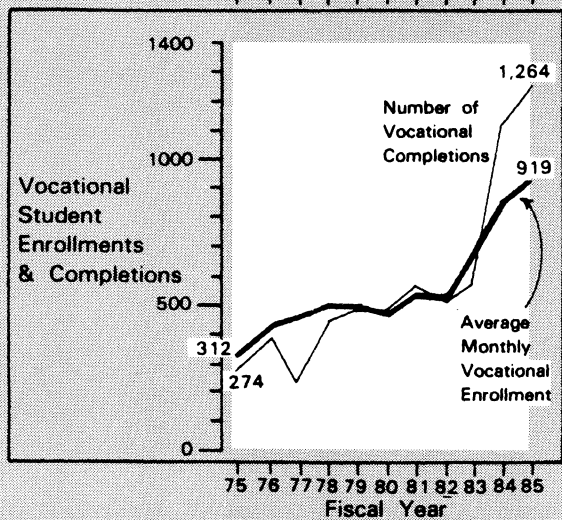
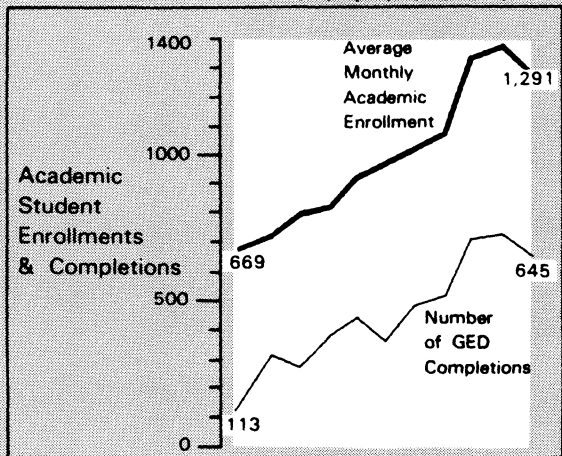
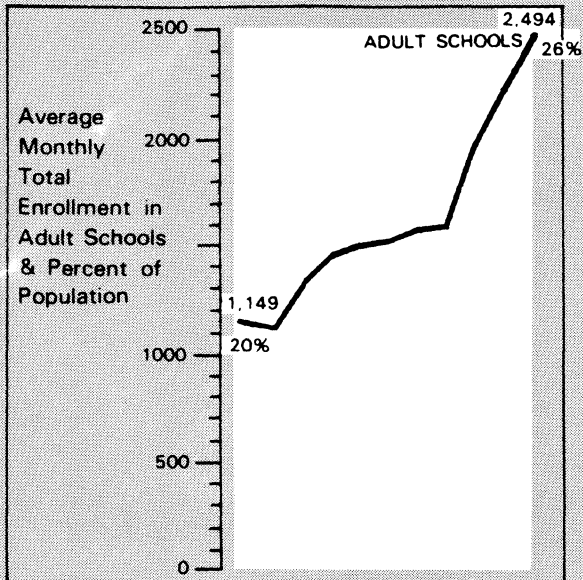
As the number of institutions and the inmate population have increased, the number of adult inmates enrolled in DCE programs has doubled since 1974. In June 1985, 26 percent of the incarcerated adult population were enrolled in DCE programs: approximately 31 percent of the inmates in the 15 major adult institutions and the major DCE school at the Harrisonburg field unit, and nine percent in all other field units. The number of inmates earning a vocational certificate or the equivalent of a high school diploma by passing the General Education Development (GED) test has also increased. In the juvenile learning centers, where school enrollment and attendance is mandatory, enrollments have declined as the number of youths in the State correctional system has declined. GED and pre-vocational program completions have increased, however (Figure 1).

Major Adult Facilities. DCE adult programs are concentrated in the major adult facilities, where 31 percent of the population is enrolled in DCE programs. DCE teachers instruct academic classes in all 16 of the major adult

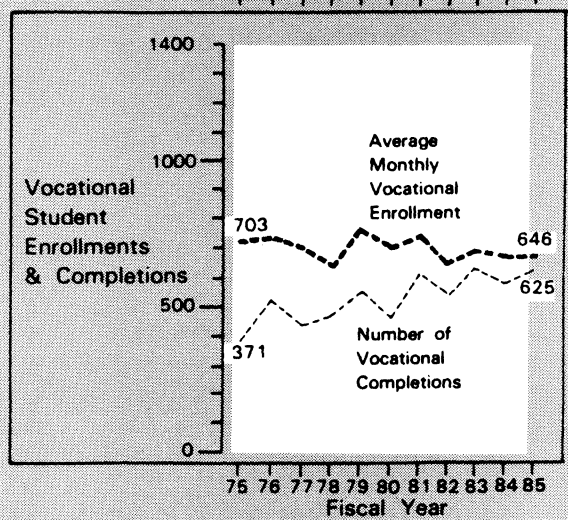
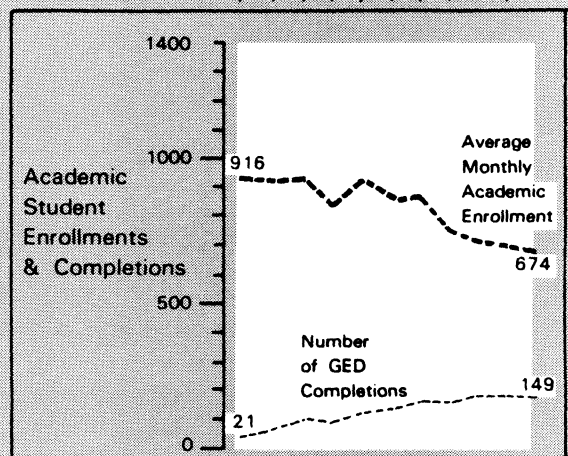
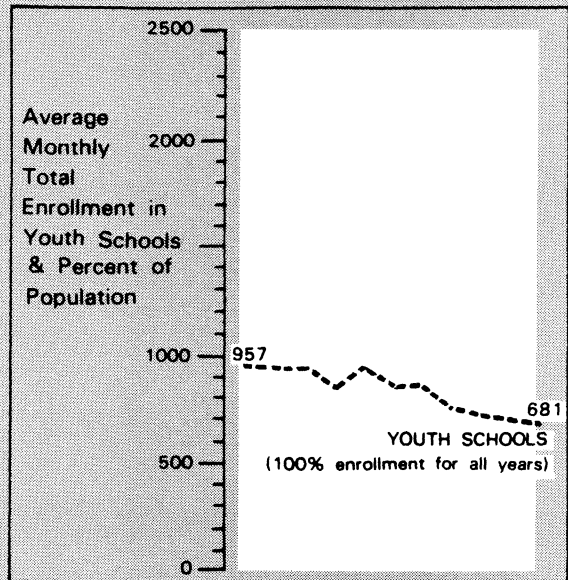
Figure 1

DCE School Enrollments & Program Completions For FY 1975 - FY 1985

ADULT SCHOOLS



YOUTH SCHOOLS



Source: DCE enrollment reports.

schools, instruct vocational classes in 13 facilities, and provide social skills and special education in adult facilities that generally confine younger offenders. Each of DCE's adult education programs is described in Chapter II of this report.

Adult Basic Education (ABE) and General Educational Development (GED) classes are rarely filled, but many vocational classes are usually filled to capacity with long waiting lists for some. Vocational completions have increased significantly since 1983, when the vocational programs in the new Brunswick, Buckingham, and Nottoway prisons became operational.

DCE personnel also coordinate apprenticeship, college, and literacy programs. Apprenticeship training is offered in 12 facilities, college programs in 10 facilities, and literacy volunteer programs in 11 facilities.

Adult Field Units. Only nine percent of the inmates confined in the 25 correctional field units are enrolled in DCE's educational programs. Educational opportunities in field units are limited. ABE and GED academic classes are usually taught only twice per week during the evening by a part-time instructor. Moreover, in fiscal year 1985, classes in 18 of the field units were cancelled during the summer or during months when DCE was unable to hire an instructor. One field unit was without any educational program for 9 months of the year. The average number of inmates enrolled in classes exceeded class capacities in 10 field units. Average daily attendance, however, was generally poor.

Only three field units offer vocational classes on-site to a total of 42 inmates (1.7 percent) of approximately 2,500 in the field unit population. Apprenticeship, college, and literacy programs are even more limited.

Juvenile Learning Centers. All youth confined in the learning centers must attend school. DCE attempts to provide courses comparable to those provided in public schools. Academic classes include: reading, language arts, math, library skills, health and physical education, social skills, art and music. Pre-vocational classes are also taught in such areas as electricity, welding, food service, cosmetology, career education, and others. State and federal special education laws require that DCE identify and provide special education services to eligible youth under the age of 22. DCE's juvenile education programs are described in Chapter IV of this report.

Staff and Facilities

As the number of programs and DCE schools have increased, staffing levels have also significantly increased. Most of the growth in DCE's staffing levels occurred in the adult institutions: nine new schools were added in new and existing correctional facilities between 1975 and 1985. Seventy-eight positions were added in the adult schools during this period. Staff in the youth schools increased slightly (by 12 percent) as DCE attempted to comply with Department of Education staffing standards (Table 1).

Central office staff increased from 9 to 32 between 1975 and 1985; staff in the central office comprise nine percent of the agency's total full-time staff. Increases in the central office staff are primarily the result of adding

Table 1
STAFFING LEVELS IN THE
DEPARTMENT OF CORRECTIONAL EDUCATION
FY 1974 - FY 1985

<u>Year</u>	<u>Type</u>			<u>Total</u>
	<u>Adult Schools</u>	<u>Youth Schools</u>	<u>Central Office</u>	
1974	89	146	9	244
1975	110	160	14	284
1976	120	168	16	304
1977	125	165	36	326
1978	132	160	28	320
1979	121	155	33	309
1980	118	157	31	306
1981	120	157	34	311
1982	135	162	32	329
1983	153	160	29	342
1984	151	162	29	342
1985	167	164	32	363

Source: DCE Personnel Office.

program staff to provide statewide direction for new programs, and support staff to perform clerical, fiscal, and personnel functions for the agency's expansion.

DCE provides its educational programs within correctional facilities. Consequently the Department of Corrections is responsible for providing and maintaining classrooms and offices for DCE's use. DCE has a separate central office in Richmond.

Central Office Personnel. In fiscal year 1985, 32 positions comprised the central office staff. Central office positions provide statewide guidance in each of the major program areas and administrative support; they all report to the superintendent of DCE. Two assistant superintendent positions in the central office supervise the seven youth school principals and the 14 adult school principals.

School Personnel. Principals at most adult facilities and all learning centers oversee the instructional, library, and clerical personnel at each school. Staff sizes in the adult schools range from one teacher at James River, who is supervised by the DCE principal at nearby Powhatan, to 20 staff at Southampton. A principal for the field unit schools supervises six full-time teachers and a monthly average of 20 part-time teachers in the field units. The Beaumont Learning Center for youth has 42 DCE staff; Oak Ridge has eight.

In major adult schools, the average number of students per class for each academic teacher ranges from 6 to 15 students. Vocational class sizes in adult schools range from 7 to 10 students. In field units, academic classes range from 5 to 17 students and vocational class sizes range from 7 to 10 students. Class sizes in youth schools, where DCE attempts to meet Department of Education standards and provide security during the day, are generally smaller. Average academic class sizes range from 6 to 11 students; vocational class sizes range from 4 to 8 students.

Facilities. DCE uses 195 classrooms and offices within DOC's major adult institutions and 155 within the juvenile learning centers. In field units, most of the classrooms are actually dining, library, or recreational areas during the day. DCE's central offices are in Richmond and occupy 10,740 square feet in the Monroe Tower State Office Building.

Location of DCE Within State Government

DCE is aligned with other agencies that have missions related to public safety under the Secretary of Transportation and Public Safety. The success of DCE's efforts to provide education opportunities to incarcerated adults and youth depends particularly upon the cooperation and support of the Department of Corrections. Institutional policies, practices, and competing activities affect the number of adult inmates that enroll in class and attendance in the youth schools.

DCE also interfaces with State agencies in other secretarial areas. The Department of Education establishes educational standards and personnel requirements for DCE programs and staff. DCE also serves in a coordinative role with the Department of Labor and Industry and the Virginia Community College System to offer apprenticeship training and college courses to inmates.

Organizational Structure. The Governor appoints the Board and Superintendent of the Department of Correctional Education. The Secretary of Transportation and Public Safety provides broad policy guidance to DCE and other agencies assigned to that secretariat and holds the DCE superintendent accountable for his administrative, fiscal, and program actions (Figure 2).

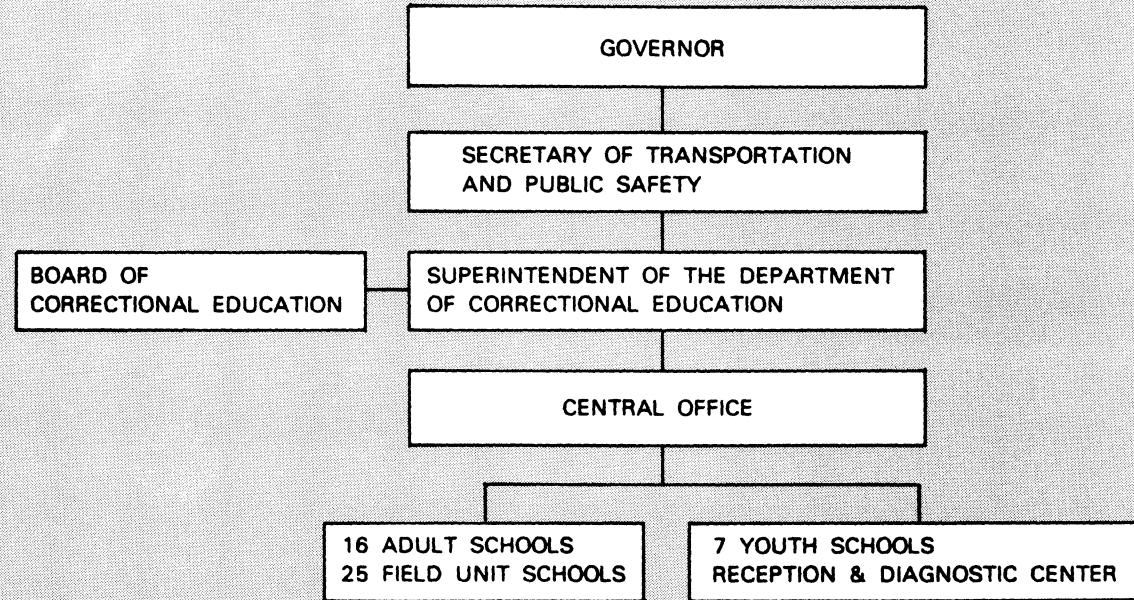
The Board of Correctional Education adopts rules and regulations for the DCE schools and provides policy guidance to DCE. Supervision and management responsibilities are vested in the Superintendent. He oversees the central office, 16 major adult schools, 25 field unit schools, 7 youth schools, and the Reception and Diagnostic Center for Youth.

Linkage with the Department of Corrections. DCE is linked with DOC at the board, central office, and institutional levels. The General Assembly provides a formal link between DCE and DOC at the board level. As directed by §22.1-341 of the *Code of Virginia*, two of the eleven members on the Board of Correctional Education shall be designated by the Director of the Department of Corrections. The chairman of the Parole Board also sits on the board for DCE. All serve in a non-voting capacity.

At the central office level, recent plans for revising the adult and juvenile correctional system by DOC will affect DCE's programs. DCE will

Figure 2

Organizational Structure



Source: JLARC representation of organizational structure.

need to coordinate educational programs with DOC's plans for a graduated release program for adults and a minimum sentence classification system for youth.

DOC's policies most profoundly affect DCE's programs at the institutional level, however. At some major adult institutions, almost all of the inmates are enrolled in education programs, while at others only approximately 10 percent participate. As few as five percent of the inmates confined in some field units are enrolled in education programs. Adult enrollments appear to be affected by the type of incentives, the amount of space allocated for education programs, the schedules of competing work activities, and the amount of participation by DCE staff in developing program plans.

At the juvenile learning centers, DOC requires all youth to attend DCE schools. However, by assigning youth to certain facilities, expecting teachers to serve in a security role, and scheduling other activities for youth, DOC affects the type and amount of instruction that incarcerated juveniles can receive from DCE.

Linkage with the Department of Education (DOE). The powers and duties of the DCE superintendent are set by the Board of Education (*Code of Virginia* §22.1-344). Moreover, DCE must meet the Board of Education standards in areas such as teacher certification, provision of special education services, and youth program standards. To ensure compliance with Board standards, DOE periodically evaluates DCE's youth schools. Also, the director of vocational education within DOE is a member of the DCE board in a non-voting capacity.

Linkage with the Department of Labor and Industry (DLI). Standards for the apprenticeship program are set by DLI. DCE employs a coordinator in its central office to assist school personnel and the Department of Corrections in developing DLI-approved apprenticeship training programs within the institutions. Work foremen from the Department of Corrections supervise the required work hours, and DCE instructors provide the related coursework required by DLI.

Linkage with Community Colleges. Teachers from area community colleges instruct college courses within correctional facilities. The Virginia Community College System pays the instructors; however, DCE sponsors the program by recruiting sufficient numbers of inmates and by requesting the community colleges to provide instructors.

JLARC Review

The General Assembly, in Item 618 of the 1985 Appropriations Act, directed JLARC to study manpower and facility utilization in the Rehabilitative School Authority (renamed the Department of Correctional Education in July 1985). JLARC is charged to submit a final report with recommendations for improved manpower and facility utilization to the Governor and General Assembly prior to the 1986 Session. This study was conducted in conjunction with a number of other JLARC studies of the State's correctional system. A copy of the study mandate is included as Appendix A.

Evaluation Criteria. To meet its legislative directive, JLARC evaluated program effectiveness and adequacy of staff and facilities. To assess adequate utilization of staff and facilities, JLARC first identified how staff and facilities were used and if they were effectively used to achieve agency goals. JLARC reviewed the mission and goals of DCE, assessed the extent to which DCE efforts are directed toward achieving the rehabilitative goals of the agency, and identified factors that affect achievement of those goals (effective utilization of programs). Among the factors affecting achievement of agency goals, JLARC focused particularly upon the adequacy and appropriate deployment of staff and facilities for achieving the rehabilitative purpose of the agency (adequate utilization of staff and facilities).

The major criteria used to measure program effectiveness were:

- (1) Are DCE programs reaching the targeted incarcerated populations in State facilities?
- (2) Are DCE's programs accomplishing their educational and rehabilitative goals?
- (3) Are DCE's education programs an integrated part of rehabilitative efforts within State correctional facilities?

The criteria to measure adequacy of staff and facilities were:

- (1) Are DCE's schools filled to the capacity that the assigned number of staff and amount of facility space can accommodate?

- (2) Does DCE meet staffing standards and other factors that determine need for personnel?

Methodology. JLARC employed a systematic approach to evaluate effective and adequate utilization of staff and facilities. JLARC first reviewed relevant documents that described the purpose for creating a separate State agency for correctional education and DCE documents that described the mission and goals of the agency. To subsequently determine the extent to which DCE utilized staff and facilities for achieving the purpose and goals of the agency, JLARC developed and administered questionnaires to DCE central office personnel, the DCE principals of all adult and youth schools, and an academic and vocational teacher at each DCE school.

To corroborate the reports of DCE personnel, JLARC staff also administered a structured questionnaire to the Department of Corrections' warden or superintendent at each major adult facility and youth learning center. A mailed questionnaire was sent to the DOC superintendent at each field unit. JLARC also interviewed staff in the central offices of the Department of Corrections and the Department of Education. An explanation of the study methodology is contained in the technical appendix to this report. A summary of the contents of the technical appendix is included as Appendix B.

Report Organization

This chapter presented a general overview of the Department of Correctional Education. Chapter II assesses effective utilization of DCE programs and adequate utilization of staff and facilities in the major adult institutions. Effective and adequate utilization of staff and facilities in correctional field units and juvenile learning centers are reviewed in Chapter III and Chapter IV. Utilization of DCE central office staff and interagency coordination with the Department of Corrections are discussed in Chapter V.

II. MAJOR ADULT FACILITIES

The Department of Correctional Education (DCE) provides the major rehabilitative service to adult inmates. DCE school staff provide education and training to almost one-third of the incarcerated population in major adult facilities. The intent of DCE programs is to offer these adults the opportunity to acquire additional education and skills to lead a more productive life upon their return to the community.

DCE adult school staff, comprised of 158 full-time and 12 wage (P-14) positions, provide academic and vocational instruction and coordinate apprenticeship, college, and literacy programs. The Department of Corrections provides and maintains 195 classrooms and offices for DCE programs in the 16 major schools within adult facilities.

In this chapter, JLARC uses the three major criteria described in Chapter I to determine if DCE is effectively utilizing staff and facilities in major adult facilities to accomplish the educational and rehabilitative purposes of the agency. JLARC found that: (1) DCE is reaching the incarcerated population in some prisons more successfully than in others, (2) DCE is measuring and attaining some agency goals more successfully than others, and (3) the link between DCE programs and other programs with rehabilitative purposes needs strengthening. Additional efforts by DCE and the Department of Corrections to remove obstacles to inmate participation, establish education as an integral part of the rehabilitative process, and evaluate the success of programs will increase effective staff and facility utilization.

Based on current fiscal year 1985 enrollments, the number of staff DCE assigns to the major adult schools is generally adequate. However, academic teachers in particular are underutilized in most facilities because enrollments fall short of classroom capacities. In contrast, most vocational classes are filled to capacity and inmates are waiting to enroll in these classes. Additional space will be necessary to accommodate more inmates in vocational classes.

PROGRAMS AND ACCOMPLISHMENTS

DCE offers as many as seven and as few as one type of educational program in each adult facility. DCE's academic and vocational programs serve the greatest number of inmates, although recently initiated apprenticeship, college, literacy, and other programs are expanding. There are significant differences in the level of inmate participation at each facility; enrollments range from as high as 89 percent of the population to as low as 12 percent. Efforts to explore incentives and address institutional hindrances to school participation will be necessary to better reach incarcerated adults at all major adult facilities.

DCE has more successfully achieved vocational enrollment and completion goals than academic goals. Moreover, DCE needs to develop additional measures for evaluating the educational and rehabilitative success of its programs.

Types of Programs

Since the creation of DCE as a separate agency in 1974, the number of educational programs offered in major adult facilities has increased significantly. Seven DCE schools were operating in 1974. In 1985, 16 adult schools were in operation, one in every adult facility. The types of programs have also expanded since 1974. DCE initiated a number of new programs: vocational courses, the apprenticeship program, community college courses, literacy volunteers, special education, and social skills courses. However, all of these programs are not offered at each major adult facility (Table 2).

ABE and GED Classes. Adult Basic Education (ABE) and General Education Development (GED) are the academic mainstays of DCE adult education programs. These classes are taught at every major adult facility.

Reading, spelling, language arts, and math are all taught within the same class. The grade level of students distinguishes between ABE and GED classes. Generally, ABE classes are for students functioning at a zero to eighth grade level, and GED classes are for students at a ninth grade level through completion of the high school equivalency GED test. Some schools distinguish between ABE and GED students, such as at Staunton. At other facilities such as Bland, students of all levels are taught in the same class.

A monthly average of 1,054 inmates were enrolled in academic classes in fiscal year 1985. During this same year, 526 inmates in major adult institutions earned the equivalent of a high school diploma by passing the GED test.

Vocational Courses. DCE offers vocational courses at 13 of the 16 major adult schools. Classes are not offered on-site at Deerfield, James River, and Marion. Inmates at Deerfield are transported to nearby Southampton to attend vocational classes. Similarly, inmates from James River are transported to Powhatan for a welding class. Although vocational courses might serve therapeutic purposes for the mentally and emotionally disturbed inmates confined at Marion, DCE does not currently offer a vocational program at that facility.

Among the remaining schools with a vocational program on site, Southampton and St. Brides offer the most (eight) vocational course selections. Limited space at Harrisonburg, a facility designed as a field unit, permits only two vocational classes.

DCE offers vocational courses in 36 occupational areas including: auto mechanics, barbering and cosmetology, drafting, electricity, furniture repair and upholstery, masonry, office services, offset printing, sewing, sheet

Table 2

TYPES OF EDUCATION PROGRAMS AT EACH MAJOR ADULT FACILITY

FACILITY	EDUCATION PROGRAMS						
	ABE/GED	Vocational Courses	Apprenticeship	College	Literacy Volunteers	Special Education	Social Living Skills
Bland	■	■	■	■	F	□	□
Brunswick	■	■	■	■	■	□	□
Buckingham	■	■	■	■	■	□	□
Deerfield	■	□	□	□	□	□	□
Harrisonburg ¹	■	■	□	□	□	□	■
James River	■	□	■	□	□	□	□
Marion	■	□	□	□	□	■	□
Mecklenburg	■	■	■	■	F	■	□
Nottoway	■	■	■	■	■	□	□
Penitentiary	■	■	■	■	F	□	□
Powhatan	■	■	■	■	■	□	□
St. Brides	■	■	■	■	■	■	■
Southampton	■	■	■	■	■	■	■
Staunton	■	■	■	■	■	□	□
Women's Center	■	■	■	□	■	■	□
Youthful Offender Center	■	■	□	□	□	□	■

F: Planned to start in Fall 1986.

¹ Harrisonburg is a major DCE adult school in a DOC field unit facility.

Source: JLARC survey of DCE principals.

metal, water and waste water treatment, and welding. Students must demonstrate competence in a standard sequence of skills for each occupation to earn a vocational certificate.

A monthly average of 911 inmates were enrolled in vocational classes in fiscal year 1985. Inmates earned 1171 vocational certificates during 1985.

Apprenticeship Program. Although an apprenticeship program has been periodically active in correctional facilities throughout the years, new efforts to revitalize the program were initiated in 1983. As of June 1985, 288 inmates were enrolled in apprenticeship programs throughout most major adult facilities.

DCE principals typically serve as on-site apprenticeship coordinators. They are responsible for ensuring that inmates and staff follow the guidelines of the program. DOC work foremen serve as supervisors of the inmate apprentices. They ensure that the apprentices perform the necessary tasks and the required number of hours in each task. Apprentices receive the related classroom instruction portion of their program through: DCE classes specifically conducted for apprentices, DCE vocational classes, approved correspondence or community college programs, or previously completed courses related to the trade.

Apprenticeship programs are offered in a variety of trade areas, but they depend upon the availability of the related type of work at the institutions. Currently, inmates are working as apprentices in such occupations as auto mechanic, baker, meatcutter, boiler room operator, cook, cabinet maker, dental lab technician, electrician, roofer, shoe repairer, and welder.

College Courses. DCE is responsible for coordinating college courses at each facility, but instructors from nearby community colleges actually instruct the classes. Although inmates were transported to the community colleges in the early 1970's, all college classes are currently provided within the institutions in rooms provided by DOC.

College courses include accounting, business math, composition, data processing, English literature, psychology, public speaking, and United States history. Inmates must pay the full cost for their college courses, although education grants are available for supplemental assistance. In June 1985, 164 inmates were enrolled in college courses.

Literacy Volunteers. Literacy Volunteers of America is a national organization that sponsors the literacy program. DCE has hired a statewide coordinator to develop the program in all adult facilities. The statewide coordinator works with an on-site coordinator, typically a DCE principal or teacher, and assists them to train volunteers and monitor the program.

Most literacy volunteers are inmates. Residents of nearby communities also serve in this capacity. The volunteers provide one-to-one tutoring for inmates functioning at the lowest academic levels -- those that cannot read or write. Inmate volunteers may provide assistance in DCE academic classes or may tutor other inmates elsewhere within the facility. During fiscal year 1985, 301 volunteer tutors and 504 students participated in the literacy program.

Special Education. DCE has only recently developed plans to provide special education in adult facilities. State and federal laws require that all youth below the age of 22 who are identified as educationally handicapped receive appropriate education. Special education teachers are currently providing instruction at five adult facilities: Marion, Mecklenburg,

Southampton, St. Brides, and the Virginia Correctional Center for Women (VCCW). However, DCE is not currently adhering to the required process for identifying eligible inmates, developing Individualized Education Programs, and monitoring those programs.

DCE plans to initiate special education services according to State and federal regulations at a total of eight institutions in 1986. DCE schools at Harrisonburg, Staunton, and the Youthful Offender Center will also provide special education.

Social Living Skills. DCE administers a "social education" program funded by Chapter I of Title V of the Federal Education Consolidation and Improvement Act of 1982 (Chapter I). The primary goal of the Chapter I program (initiated by other federal laws as early as 1965) is to transform antisocial attitudes and behavior into socially acceptable ones. Topics in social education curriculum include communication skills, drug education, money management, job acquisition skills, sex education, and family living.

The federally funded social education classes are only provided in the four adult facilities that hold primarily younger offenders: Harrisonburg, Southampton, St. Brides, and the Youthful Offender Center. DCE is in the process of developing and evaluating a standard curriculum in these schools. Efforts to systematically incorporate elements of this curriculum into classes at all other adult facilities are needed.

Enrollment and Attendance at Each Facility. Enrollment in DCE programs is highest in the four adult facilities that hold younger offenders: Harrisonburg, Southampton, St. Brides, and the Youthful Offender Center. Yet even among the other adult facilities there is wide disparity between the proportion of the population participating in educational programs. At Brunswick and the Virginia Correctional Center for Women (VCCW), half of the population deemed eligible for school programs are enrolled. In contrast, less than 15 percent of the populations at James River and Deerfield are enrolled in DCE's programs (Table 3).

An average of approximately 87 percent of the inmates enrolled in DCE's academic and vocational programs attend class each day. Attendance is relatively poor at the Penitentiary and Marion.

Institutional Incentives

Differences in the number of inmates participating in education programs can be attributed, in part, to the incentives or requirements at each facility. Although all major adult institutions offer some form of incentive, enrollment and attendance rates are highest at facilities where enrollment is mandatory and where education is a prerequisite for institutional jobs (Table 4).

Enrollment Requirements. Enrollment is mandatory at the four facilities that hold younger adults. At Harrisonburg and the Youthful Offender Center, all inmates are required to enroll in DCE classes. Inmates who have completed the programs, are waiting for transfer from the facilities, or were recently transferred into the facilities and are awaiting class placement, are listed as enrolled. At St. Brides and Southampton, all inmates without a GED or

Table 3

ENROLLMENT AND ATTENDANCE AT MAJOR ADULT FACILITIES
(FY 1985)

	<u>Average Daily Institutional Population</u>	<u>Average Available Population¹</u>	<u>Average Monthly Enrollment in All DCE Programs</u>	<u>Proportion of Institution Population Enrolled</u>	<u>Proportion of Available Population Enrolled¹</u>	<u>Average Daily Attendance</u>
Bland	446	330	129	29%	39%	79%
Brunswick	679	509	253	37%	50%	84%
Buckingham	698	610	209	30%	34%	83%
Deerfield	288	253	34	12%	13%	97%
Harrisonburg	91	64	64	70%	100%	94%
James River	316	316	45	14%	14%	83%
Marion	146	138	26	18%	19%	70%
Mecklenburg	260	159	64	25%	40%	N/A
Nottoway	623	472	162	26%	34%	97%
Penitentiary	829	730	160	19%	22%	67%
Powhatan	938	679	155	17%	23%	80%
St. Brides	427	379	279	65%	74%	88%
Southampton	489	451	275	56%	61%	82%
Staunton	522	454	163	31%	36%	92%
Women's Center	371	302	154	42%	51%	97%
Youthful Offender Center	<u>88</u>	<u>83</u>	<u>78</u>	<u>89%</u>	<u>94%</u>	<u>86%</u>
TOTALS	7211	5929	2250	AVERAGE 31%	38%	87%

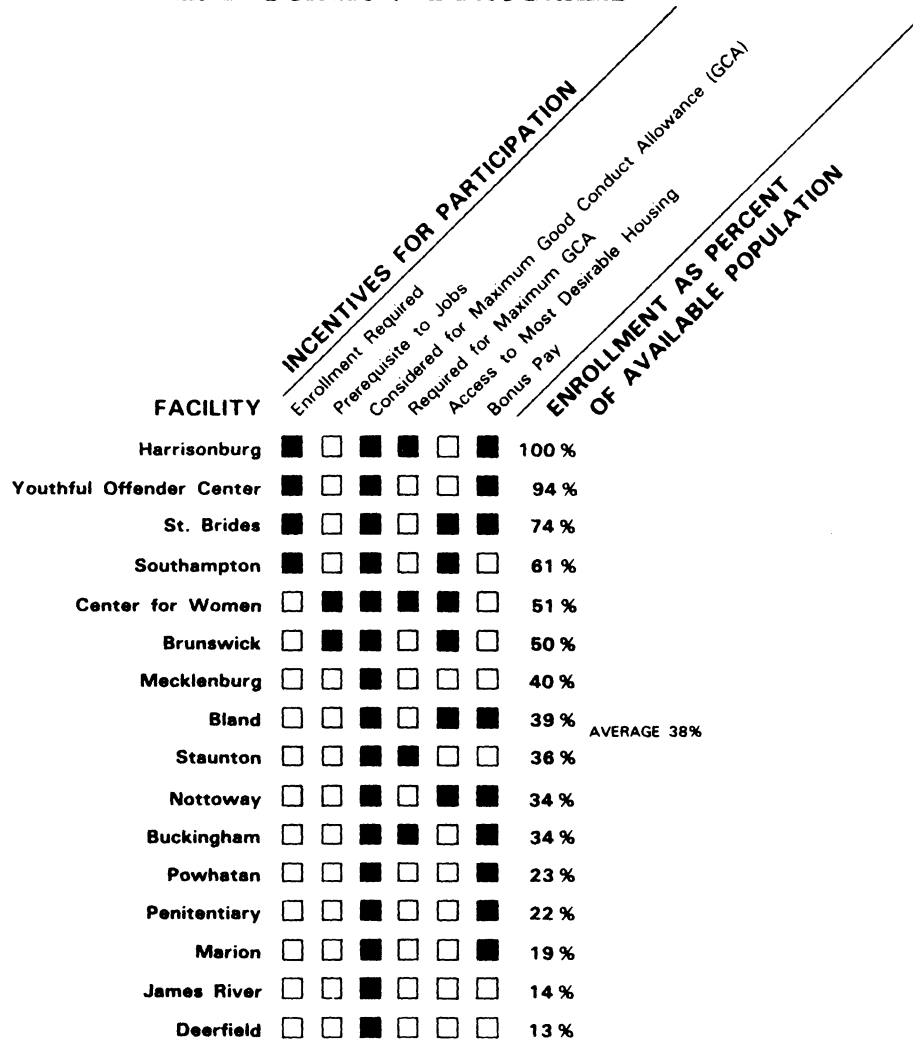
¹DCE Principals' estimates of inmates within the general population not secluded for protective custody, disciplinary and other reasons.

N/A = Not Applicable. The method of instruction and attendance recently changed at Mecklenburg.

Source: DCE enrollment and monitoring reports.

Table 4

INSTITUTIONAL INCENTIVES FOR PARTICIPATION
IN EDUCATIONAL PROGRAMS



Source: DCE principals and DOC wardens.

high school diploma are required to participate in educational programs. However, the DCE principal at Southampton reports that it is not clear whether DOC enforces the mandatory enrollment policy at Southampton.

Inmates at these facilities for younger adults typically attend school for a half day and work the other half. At Harrisonburg, institutional jobs are limited and inmates spend the other half day in recreation.

Educational Prerequisites. Among the remaining major adult institutions where enrollment is not mandatory, the Virginia Correctional

Center for Women (VCCW) and Brunswick had the highest enrollment rates in fiscal year 1985. At these two facilities education and training are prerequisites for certain institutional jobs. Women who wish to work in keypunch and sewing jobs at the VCCW must first complete related DCE vocational courses. Men desiring to work in Brunswick's school bus renovation jobs must have previous work experience or complete DCE vocational courses in auto body repair or maintenance. Both of these facilities also offer other institutional incentives to reinforce participation in school programs.

Good Conduct Allowances. All facilities report that participation in educational programs is one factor used to determine whether an inmate can earn a "good conduct allowance" (GCA) at the maximum rate (a 30-day reduction in sentence length for 30 days served with good conduct). Some facilities, however, will award the maximum GCA only if inmates participate in school. According to the school principals at Staunton, VCCW, Harrisonburg, and Buckingham, inmates cannot earn the maximum GCA without attending school. At Buckingham, inmates who already have a GED or high school diploma can also earn the maximum rate.

Inmates incarcerated prior to July 1981 can choose an alternative good conduct allowance plan. Section 53.1-197 of the *Code of Virginia* permits an award of five bonus GCA days for each month of successful participation in vocational or educational training. It is not clear how many inmates have selected this option or to what extent this bonus is awarded.

Honor Housing. Some facilities are also able to award "honor housing" to inmates who meet good conduct criteria, which may include school participation. Facilities such as Brunswick, for example, have multiple types of housing units; some single-cell housing units are more desirable than double-bunked cells. The principals or wardens at Bland, Brunswick, Nottoway, St. Brides, Southampton, and VCCW report that school participation is one criterion considered when assigning inmates to the most desirable cells.

Bonus Pay. According to DOC and DCE staff, all inmates will receive the minimum institutional pay (40 cents per day) for attending school if they also work in an institutional job. If a job is unavailable, the minimum amount could be paid for attending school. Nine facilities report that they also offer bonus pay to school participants. For example, inmates at the Youthful Offender Center earn work and school grades. The average of the two grades is used to determine bonus pay.

Recommendation (1). DCE and DOC should jointly evaluate the merits of various incentives and their impact on school enrollment and attendance. They should attempt to develop and adopt system-wide incentives such as joint education and work opportunities, and others wherever feasible.

Institutional Hindrances to School Participation

Several institutional conditions appear to limit inmate participation in educational programs. DCE and DOC are taking preliminary steps to identify these hindrances, but both agencies will need an effective mechanism for addressing them.

According to DOC wardens and DCE principals and teachers, the following general conditions appear to affect inmates' abilities or desires to participate in education programs:

- schedules for work and other activities conflict with DCE's class schedules,
- unique characteristics of the inmate population may limit the number of inmates able to attend school,
- the pay that inmates earn by working in institutional and enterprise jobs renders school less attractive,
- educational goals are not systematically incorporated into inmates' program plans, and
- the amount of space and number of personnel assigned to DCE classes (school capacities) cannot accommodate more inmates.

Schedule Conflicts. DCE staff in eight facilities (Bland, Buckingham, James River, Mecklenburg, the Penitentiary, Powhatan, St. Brides, and the Youthful Offender Center) reported scheduling conflicts. They commonly cited work and inmate count schedules as conditions that either prevented inmates from attending class or limited the amount of time that inmates could attend. In addition, DCE staff at Marion and Deerfield reported that the unavailability of security staff for school posts resulted in class cancellations.

DCE offers evening academic classes at three major adult facilities as one method to reduce schedule conflicts. Evenings appear to be popular with inmates; there are usually waiting lists for these classes at Powhatan and James River. (Evening classes are also offered to inmates from the capital construction crew confined at Marion during the winter.) While DOC should take actions to reduce schedule conflicts that prevent inmates from attending school, DCE should also consider offering evening classes at additional facilities.

Characteristics of the Inmate Population. The unique characteristics of the inmate population may also affect school enrollment and attendance. Typically, inmates at any prison who are removed from the general population for protective or disciplinary reasons cannot attend DCE classes. At Marion, the unstable mental or emotional condition of inmates prevents many from attending on a regular basis. At Mecklenburg, inmates have been primarily confined to their cells. In the past, DCE provided individual instruction to Mecklenburg inmates in their cells. Recently, school classrooms have been opened in each of the five pods at Mecklenburg.

More Attractive Pay for Working. Inmates' desire to participate in education programs can also be affected by the pay associated with work opportunities. Inmates can potentially earn more than \$80 per month working in a prison industry -- ten times the \$8 amount they would earn at the institutional minimum of 40 cents per working day for attending school. The section of this chapter on program integration discusses the need for linking work and education, and recommends actions for integrating the two.

Limited Emphasis on Educational Goals. The extent to which educational goals are incorporated into inmates' program plans also appears to affect enrollment in educational programs. Interdisciplinary teams that develop program plans for inmates exist at some facilities but not at others. As discussed in the next section, educational input also varies; at some facilities DCE staff do not participate in the development of program plans.

Inadequate Facilities or Staff. The schools at some facilities may also not have the capacity to accommodate additional students in academic and vocational classrooms. Vocational classes in particular have waiting lists of inmates who want to enroll in classes, but there is no space in classes for them to do so. The final major section of this chapter discusses adequacy of staff and facilities.

Efforts to Reduce Institutional Barriers. In April 1985, the Secretary of Transportation and Public Safety requested a study of the institutional barriers to inmate education. Representatives from the secretary's office, DOC, and DCE have been assigned to this study, which is scheduled to be completed in December 1985. The study team has decided to evaluate the factors affecting inmate participation at Powhatan. They anticipate that their findings and recommendations will also apply to other institutions. Although this study will serve as a useful first step toward identifying institution barriers, efforts to remove barriers at this facility and all other adult institutions will be necessary.

A "memorandum of understanding" between DCE and DOC at each correctional facility intends to outline the duties and responsibilities of the two agencies for providing and supporting education at each facility. However, in a March 1985 survey of adult facilities conducted by DCE, half of the DCE adult school principals and seven of thirteen DOC wardens reported that the memoranda do not help alleviate school enrollment and attendance problems. The memoranda lack the specificity and accountability needed to make them effective.

Recommendation (2). DCE and DOC should expand their efforts to identify conditions at major adult institutions that hinder inmate enrollment and attendance. Each institution should be jointly reviewed by DCE and DOC to identify institutional barriers to education. The "memorandum of understanding" between the two agencies at each facility should identify specific strategies for alleviating these barriers, and staff should be held accountable for their accomplishment.

Achieving Program Goals

Overall, program accomplishments have remained stable in recent years. During the last three years, enrollment rates have not changed and attendance rates have fluctuated. DCE has most successfully achieved its completion goals for the vocational programs. Goals to achieve modest increases in the proportion of the population enrolling in school and completing GEDs have not been met. DCE will also need to develop more systematic methods for measuring grade level achievements and rehabilitative success.

Enrollment, Attendance, and Completion Goals. In the past few years, DCE has been reaching a larger proportion of the incarcerated population in major adult facilities with its vocational, college, and apprenticeship programs. However, the proportion of the inmate population enrolled in all DCE programs has remained at 31 percent for the last two years as participation in DCE's academic classes has declined (Table 5).

Since 1982, each executive branch agency has established annual program goals with the Governor. Between 1983 and 1984, DCE attempted to achieve a one percent increase in the average enrollment and attendance rates. DCE achieved both of these goals. In fiscal year 1985, DCE set goals for a two percent increase in both enrollment and attendance. DCE achieved a three percent increase in the average attendance rate but the enrollment rate remained at 31 percent.

During this same three-year period, DCE has successfully reached a greater portion of the inmate population with vocational and other programs. Between 1983 and 1985, the number of vocational certificates earned by inmates almost doubled. Although this significant increase can be attributed, in part, to the opening of vocational programs in Brunswick, Buckingham, and Nottoway, the percentage of the total institutional population enrolled in vocational programs has increased by three percent during this period.

The number of inmates enrolled in college programs and apprenticeship programs has also increased significantly. A monthly average of

Table 5

PROGRAM ACCOMPLISHMENTS IN MAJOR ADULT SCHOOLS

<u>Enrollment and Attendance</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Academic enrollment*	17%	17%	14%
Vocational enrollment*	10%	13%	13%
Total class enrollment*	27%	30%	27%
Enrollment in college courses and apprenticeship programs*	2%	1%	4%
Total enrollment in all education programs*	29%	31%	31%
Average daily attendance	83%	84%	87%
<u>Course Completions</u>			
GED completions	593	593	526
Vocational certificate completions	594	1035	1171

*As a percentage of the total institutional population.

Source: DCE enrollment and monitoring reports.

64 inmates (one percent of the total institutional population) were enrolled in these programs in 1984. In 1985, an average of 288 (4 percent) were enrolled in apprenticeship and college programs.

Total enrollment in DCE's programs has not increased because increasing vocational, college, and apprenticeship enrollments have been offset by decreasing academic enrollments. Academic enrollments declined from 17 percent of the total prison population in 1984 to 14 percent in 1985. The number of inmates earning their GED has also declined.

These academic declines may be due, in part, to higher grade levels of incoming inmates and educational advances of inmates participating in DCE programs. Three-fourths of the inmate population in June 1985 entered the system with less than the equivalent of a high school diploma, whereas 90 percent of the population in June 1984 entered with less than a high school diploma.

Educational Needs. Analysis shows that more than 5,000 of the adults in major institutions in June 1985 had not completed high school or received a GED when they entered the correctional system. Approximately 1,500 of these inmates had completed less than an eighth grade education level -- all would be potential candidates for the remedial level Adult Basic Education (ABE) classes offered by DCE (Table 6).

However, the number in need of ABE level classes is likely to be significantly greater than can be estimated from the last grade completed. Inmates tested at the Southampton Reception and Classification Center were

Table 6

LAST GRADE COMPLETED OF INMATES
IN MAJOR ADULT INSTITUTIONS
(June 30, 1985)

	<u>Number</u>	<u>Percent of Total</u>
Less than 8th grade	1,516	22%
8th	1,064	15%
9th	1,110	16%
10th	1,008	15%
11th	625	9%
GED, 12th grade or above	<u>1,604</u>	<u>23%</u>
TOTAL*	6,927	100%

*Grade level data was not available on 611 inmates, nor does the data reflect educational advances while incarcerated.

Source: Department of Corrections.

functioning an average of three grade levels below the last grade reportedly completed. For example, if an inmate reportedly completed the tenth grade, he would actually be functioning at a seventh grade level as tested with DCE's educational tests.

Recommendation (3). As DCE takes other recommended actions to increase inmate participation in educational programs, particular emphasis should be placed upon increasing academic enrollments and expanding literacy programs to assist inmates in attaining basic reading, math and language skills.

Inconsistent Reporting. Differences in the way DCE principals report school enrollment and attendance affects DCE's ability to accurately measure their accomplishments in these areas. To more accurately measure DCE's success in reaching the portion of the adult population that is eligible to participate in educational programs, uniform data collection methods will be necessary.

To determine the extent to which DCE programs reach "available" incarcerated populations, school principals at each facility subtract inmates that they consider are ineligible for school programs. Their methods for calculating the available population are inconsistent:

- Most principals do not count inmates who are secluded from the general population for disciplinary or protective reasons in the "available population" statistic. The principal at Buckingham is an exception. He does count inmates in segregation because they will return to the general population.
- The principals at Mecklenburg and Nottoway do not count inmates with a GED or high school diploma. All other principals do count these inmates because they deem them still eligible for vocational, apprenticeship, and college programs.
- Five of the principals only estimate the number of "ineligible" inmates. The principals at the other eleven institutions contact the DOC records section at their institution to get an actual count of inmates in isolation, segregation, court, the infirmary, and other categories they determine outside the targeted "available population."

Other discrepancies that affect the accuracy of the enrollment and attendance records also exist. At the Penitentiary, for example, teachers report that students may remain on the enrollment roster for months even though they may never attend class or only attend for the first few days. At Staunton and Harrisonburg, any excused absences (for medical or lawyer appointments, for example) are counted as present. At all other facilities any absence, whether excused or unexcused, is counted as missing and not included in the attendance statistic.

Recommendation (4). To ensure that enrollment and attendance reports accurately measure the extent to which inmates are participating in

educational programs at each facility, DCE should adopt uniform procedures for calculating school enrollment and attendance. All DCE principals should implement these procedures consistently.

Need for Measures of Education Results. Currently, the number of GED completions and vocational certificates are the only measures of the results of educational instruction in DCE adult schools. To better assess the effectiveness of adult instruction, additional measures are necessary in at least two key areas: (1) pre-testing and post-testing to assess educational achievements and effective teaching strategies, and (2) assessing the success of students seeking education, training, and work opportunities upon release.

Unlike pre-testing and post-testing that is conducted in the youth learning centers, DCE does not systematically test inmates at regular intervals or upon entry and exit from their adult educational programs. There also is no centralized method for measuring how long it takes for students to advance or to complete these programs, or for recording system-wide educational advances of the incarcerated adult population.

Measures of educational achievement are particularly needed in order to attempt assessment of effective teaching strategies. Some schools offer concentrated blocks of two and three instructional hours per day. Others offer 90-minute sessions or classes at intervals less frequently than daily. Various instructional materials are also used. Although it may be appropriate to offer different instructional methods to different types of students, DCE needs to assess the impacts of these different strategies on the educational achievement of its students.

DCE also needs to assess the extent to which its educational programs provide inmates the necessary skills to successfully locate and continue education, training, or work upon release. DCE has attempted to track the progress of a small number of inmates after incarceration, but not in a manner that can be used to validly measure the association between school participation and recidivism. Moreover, recidivism, to the extent that it can be measured, should not be used as the only measure of DCE success, because DCE has additional educational goals for its programs. Certainly other factors, such as the availability of jobs or training, inmate behavior, or willingness of employers to hire felons may affect inmates' successful return to the community.

However, DCE expresses "successful community adjustment" as a goal, and some methods for measuring DCE success in this area need to be developed. The ability of inmates to find jobs or additional training using the skills developed in DCE's educational programs is a legitimate measure of their effectiveness. DCE teachers reported some student success stories:

- a welding student found a job in the Tidewater shipyards as an underwater welder,
- a formerly illiterate student learned how to read the names of streets and read a map as a truck driver,

- a GED student entered a college level nursing program, and
- two students in offset printing found managerial jobs in printing.

Many teachers expressed a desire to know what happened to former students. Such follow-up information, if evaluated in a rigorous and systematic way, would provide valuable feedback on the applicability of DCE's education programs in the community and serve as a guide to refine DCE's curriculum. This information could also be used to encourage inmates to seek additional education while incarcerated.

Recommendation (5). DCE should develop and implement testing and evaluation methods to assess the results of their adult educational programs. Specifically, DCE should use a systematic method for measuring student achievement in its adult schools. DCE should also evaluate the effects of its instructional methods upon student achievement, and systematically attempt to evaluate students' success in securing education, training, and work opportunities upon their release. This information should be used to refine DCE's curriculum accordingly.

PROGRAM INTEGRATION

Another key measure of effective utilization is the extent to which educational programs are integrated with other programs in meeting the overall confinement and rehabilitation mission of Virginia's correctional system. The missions of both DOC and DCE espouse a rehabilitative purpose:

The mission of the Virginia Department of Corrections is to protect the people of the Commonwealth from crime by assisting communities in preventing juvenile delinquency, controlling persons sentenced by the courts and offering programs to help offenders lead crime free lives after release.

The mission of the Department of Correctional Education is to facilitate student development through the rapid attainment of necessary skills and knowledge; and an increased sense of personal responsibility, thereby fostering human dignity, successful community adjustment, productive employment, and life goal satisfaction.

At the individual level, program integration requires identification of educational abilities and placement of inmates in appropriate programs, particularly inmates with needs for special education. When applicable, educational goals need to be an important part of the program plans developed for each inmate.

At the institutional level, academic, vocational, and apprenticeship training needs to be integrated with institutional work. Moreover, efforts to

link inmates with education and work opportunities upon their release should build upon the training and experience they receive while incarcerated.

Special Education in Adult Facilities

DCE plans to identify young inmates in adult institutions who are eligible for special education and provide appropriate programs for them. Special education identification and programs for young inmates has been required by State and federal law since 1975, but DCE and DOC began to implement these programs in major adult facilities only recently. DCE will need the cooperation of DOC to ensure that inmates who are identified as eligible will be assigned to prisons where appropriate special education programs are available.

Legal Requirements. Public Law 94-142 (the Education for All Handicapped Children Act of 1975) and the *Code of Virginia* §22.1-214 seek to ensure that all youth (through age 21) who are identified as handicapped receive a free and appropriate education. Youth who are confined in Virginia's adult and juvenile correctional institutions fall under the purview of these laws. Public Law 94-142 and the *Code* require that State institutions which have custody of youth develop procedures to evaluate and identify them for special education eligibility and to provide special education and related services to them. In September 1985, 888 inmates in the adult system were under the age of 22. DCE estimates that approximately 40 percent are eligible for special education services.

Plans for Providing Services. DCE plans to begin testing young offenders for special education eligibility by January 1, 1986. However, the only offenders that DCE will test under this plan are the ones who pass through the three reception and classification centers after this date. DCE and DOC staff at the Powhatan, Southampton and women's reception facilities will be responsible for the evaluation and identification of incoming young inmates for special education eligibility.

DCE teachers in the institutional schools will be responsible for delivering special education services to the young inmates who are found eligible. DCE plans to begin this program by providing special education classes at eight major adult facilities. DCE initially intends to provide services with existing teaching positions. Teachers with special education certification but teaching other subjects will provide special education instruction. DCE also intends to fill vacant positions with special education teachers.

In the 16 major adult facilities, DCE currently employs 10 teachers with special education endorsements. They are located at six of the eight facilities targeted for special education programs: Harrisonburg, Marion, Mecklenburg, St. Brides, Southampton, and the Virginia Correctional Center for Women. A teacher at Staunton is currently studying toward her special education endorsement, and DCE is currently recruiting a teacher to fill a vacant special education position at the Youthful Offender Center. The adequacy of the number of special education teachers will eventually depend upon the number of eligible inmates who do not waive their rights to receive

special education services and upon the applicability of the Department of Education's standards for student-teacher ratios in adult facilities.

Coordination With the Department of Corrections. In order for DCE to provide special education, DCE will need the cooperation of DOC. If a young inmate is found eligible for special education, DOC will be responsible for assigning that inmate to a prison where the DCE school offers special education programs. DOC's cooperation will also be needed to ensure that eligible inmates can enroll in special education classes once they are assigned to a prison.

In some cases, DOC will have valid reasons for assigning an eligible inmate to a prison without special education programs or for prohibiting an eligible inmate from enrolling in classes. For example, if an inmate were an extreme security risk, DOC would have a valid reason for excluding the inmate from the general population and the opportunity to enroll in school. However, these circumstances demonstrate the need for written guidelines for addressing such exclusions.

Recommendation (6). To ensure that special education is provided to all eligible inmates in adult facilities, DCE and DOC should cooperate in developing and implementing a classification plan for assigning incoming eligible inmates to facilities where DCE will provide special education programs. A method for identifying and placing potentially eligible inmates already in the correctional system should be included in this plan. DOC should develop procedures that specify under what exceptional conditions eligible inmates will be excluded from special education programs.

Individual Program Planning and Review

To effectively utilize the professional educational experience of DCE staff, they need to be included in planning programs for individual inmates. At some adult facilities however, they are not included on interdisciplinary teams with other DOC professionals. Input from DCE's professional educators should be encouraged to ensure that appropriate educational goals are included in program plans for inmates with educational needs or desires.

DOC's Lead Role in Developing Program Plans. DOC counselors are the professional staff primarily responsible for developing program plans for each individual inmate. At some facilities, such as James River, the counselor may be the only staff member who develops the program plan. At others, such as Powhatan, several DOC representatives participate in the development of program plans for inmates. These include a counselor, a security representative, a treatment program supervisor, a work supervisor, and possibly representatives from medical and psychological services.

DCE's Participation in Developing Program Plans. Although educational programs are offered at all major adult facilities, a DCE principal or teacher participates in the development of program plans at only 8 of 16 facilities: Harrisonburg, Marion, Mecklenburg, Powhatan, St. Brides, Southampton, the Virginia Correctional Center for Women, and the Youthful Offender Center. The principal at the Penitentiary, for example, reported

that he had never seen an inmate's treatment plan during his one and a half years at the facility.

Surveying a total of 31 DCE teachers in the 16 major adult schools, JLARC found that nine of 18 teachers who were not involved in program planning desired to be more involved in developing program plans for inmates. They cited the following reasons:

- to resolve scheduling conflicts with school and other institutional assignments,
- to relay the academic needs of vocational students,
- to understand the inmate's overall needs and the purpose of educational programs within context of other programs,
- to provide additional input on inmates' adjustment based on their behavior in school, and
- to explain and encourage participation in education programs.

Among the eight facilities where DCE does not participate in the development of program plans, the principals at Brunswick and the Penitentiary and the teachers at Deerfield and James River (where no principals are located on-site) preferred to be more involved.

Five teachers preferred to be less involved in program planning, primarily citing time constraints. The principals at Bland, Brunswick, Nottoway, and Staunton (four of the eight facilities where DCE does not participate in program planning) did not want to sacrifice instructional time for program planning.

DCE participation on treatment teams does not necessarily need to detract from instructional time, however. At the facilities where DCE school staff participate in program development, the principal or a rotating assignment of teachers work with DOC counselors during periods when they are not in class. Personal presence at team meetings could be limited to the meetings when the program plan is initially developed. Thereafter, DCE school personnel could submit periodic written reports (as many currently do when DOC staff review good conduct allowances and classification levels). Personal meetings with DOC staff could be reserved for only those times when they plan to change or initiate an inmate's educational program.

Recommendation (7). A DCE representative should be included on the program planning team at all adult facilities to ensure inclusion of appropriate educational goals for each inmate needing or desiring an educational program.

Linkages Between Academic and Vocational Programs

Stronger linkages between academic and vocational programs would help to ensure that inmates have necessary reading, math, and other academic

skills to successfully complete vocational programs. Although DCE initiated plans in 1983 to provide academic-vocational linkages in some schools, each DCE school needs to implement a plan for addressing the academic needs of vocational students.

Inappropriate Placements. Four of 10 vocational teachers interviewed by JLARC reported that students with inadequate reading and math skills had been placed in their classes. DCE is developing plans to meet these students' needs, but specific procedures have not been implemented at all of the adult schools. Some DCE schools have a formal mechanism for addressing the academic needs of vocational students; others have none. For example:

At Southampton, vocational students with specific math, reading, or other academic needs attend the DCE "vocational learning center." DCE academic teachers in this "center" provide additional instruction in areas where each student needs assistance.

* * *

The principal at Staunton reports that the academic needs of vocational students may be addressed on an informal basis at the initiative of the individual vocational teacher. A vocational teacher may suggest, for example, that an academic teacher provide 30 minutes of instruction per day in math.

* * *

At the Penitentiary, a vocational teacher reports that students should have eighth grade reading and math skills to understand the course materials and complete the necessary skill competencies. Generally, students three or more grades below that level drop out.

Educational Prerequisites. Some DOC schools establish academic prerequisites for certain vocational classes. Women at the VCCW must complete their GED before enrolling in the vocational business course. A vocational teacher in offset printing at St. Brides reports that students need a GED or high school diploma before enrolling in that course. The barbering class at Powhatan requires an eighth grade education (a licensure requirement of the State Board of Barber Examiners).

Supplemental Instruction. Establishing certain prerequisites for vocational courses appears to be one effective method for ensuring that vocational students have necessary academic skills. However, DCE schools should also be able to accommodate vocational students who have less than the necessary academic levels by providing supplemental academic instruction. If the students are functioning close to the necessary education levels, academic instruction could be provided concurrently. If the student is functioning far below the necessary level, remedial academic instruction could be provided prior to enrolling in the desired vocational class.

Recommendation (8). DCE should conduct a system-wide evaluation of its vocational courses to determine the minimum reading, math, and other academic skills necessary for inmates to use the instructional materials and successfully complete the courses. These academic minimums should be used by the DCE schools as a guide for identifying students in need of supplemental academic instruction. Each DCE school should develop and implement a plan for providing supplemental academic instruction to vocational students in need of additional math, reading, or other skills.

Linkages Between Education and Institutional Jobs

Competition between higher paying jobs and school was frequently cited by DCE and DOC as a condition that limits school enrollments. However, if there were closer links between education and work, such as educational and training prerequisites or other measures of coordinating the two, productivity might be enhanced and conflicts between school and work assignments could be reduced. Section 53.1-41 of the *Code of Virginia* charges the Director of the Department of Corrections to provide inmates with opportunities to work and participate in DCE's vocational training programs to the extent feasible.

The Need for Continuity Between Training and Work. Short-term vocational training and long-term employment in institutional jobs are important complementary programs for two reasons: (1) the possibility of productive employment for inmates during incarceration is increased, and (2) the possibility of finding related work opportunities upon release is increased. The relevance of vocational course offerings to institutional jobs and to their marketability in the community needs to be balanced.

Inmates typically earn a vocational certificate in less than a year. Without some kind of continuity with an institutional job for the duration of inmates' sentences, skills learned in vocational courses might be outdated or forgotten by the time the inmate is released. This is why the apprenticeship program holds so much promise; it combines classroom instruction with longer-term training. Although the apprenticeship program should be expanded, education-work linkages throughout the correctional system also need to be developed.

Options for Strengthening the Link Between Training and Work. Two facilities currently utilize a method of educational prerequisites for certain jobs. The VCCW requires women to complete the vocational business course before becoming eligible for a keypunching job. Inmates selected for school bus renovation jobs at Brunswick must either have previous automobile body or repair experience, or complete vocational courses in these areas. These two schools have the highest school enrollment rates among adult institutions where enrollment is not mandatory.

Other correctional settings have developed system-wide linkages between education and work opportunities. For example:

In the state of Washington, the corrections department has a statewide classification scheme for all

institutional jobs. Education and training prerequisites are part of each job classification. Inmates who wish to apply for a job, but do not have the necessary education or training prerequisites, can enroll in the education programs offered at each facility to obtain the necessary qualifications.

* * *

The federal prison industries program establishes different pay grades for inmates working in institutional jobs. Inmates cannot be promoted to the higher pay grades without having attained certain educational levels. A middle pay grade requires a sixth grade education and training in an area related to the industry job. Inmates cannot be promoted to the top grade level unless they have completed a GED or high school diploma.

Recommendation (9). DCE and DOC should jointly develop and administer a plan for coordinating education programs with institutional jobs. They should consider such options as: a system-wide job classification plan that includes education and training prerequisites; a work incentive pay plan that is based, in part, upon inmates' level of education and training; and others.

Support for Transition from Institution to Community

Although an important component of DCE's mission is to provide education to the incarcerated, this mission also includes a commitment to achieving "..... an increased sense of personal responsibility..... successful community adjustment, [and] productive employment....." DCE's mission implies a responsibility to help inmates make a successful return to the community. In an effort to fulfill this portion of their mission, DCE needs to place greater emphasis on their social skills curriculum and on efforts to assist inmates with educational and vocational opportunities upon release.

Social Education. DCE teachers and principals reported to JLARC that "social skills" topics, such as filling out job applications, job interviewing, and balancing a checkbook are incorporated into their lesson plans. However, the extent to which these topics are included depends on the preference of each teacher. Although all students might benefit from education in these areas, a standard "social skills" course is only provided at the facilities that confine younger adult felons (Harrisonburg, Southampton, St. Brides, and the Youthful Offender Center). A standard social skills curriculum, even if not offered as a separate course, needs to be developed and systematically integrated into the academic and vocational classes at other adult facilities.

DCE's Role in Transition Support Activities. DCE needs to play a greater role in assisting inmates to find education and training opportunities upon their release. Only the principal at the Youthful Offender Center formally participates in a pre-release program for inmates. Some teachers at

other facilities reported to JLARC that they occasionally provide transition assistance: helping inmates prepare resumes and applications, serving as references, making phone contacts with prospective employers or trade unions, and assisting with grant application procedures.

Until recently, DCE employed a "transition agent" to help inmates continue their education upon release. The transition agent helped inmates find training opportunities in their communities and complete applications for educational grants and loans, for example. The person in this position became an adult school principal in the fall of 1984. The transition agent position has been vacant since then, and DCE is not actively attempting to fill the position.

Recommendation (10). In its efforts to facilitate inmates' successful community readjustment, DCE should develop and integrate a standard social skills curriculum into its academic and vocational programs at all adult facilities. DCE should also become more actively involved in pre-release and transition support activities and coordinate its efforts with the Department of Corrections.

ADEQUACY OF STAFF AND FACILITIES

The adequacy of staff and facilities affect the DCE's ability to successfully meet its educational and rehabilitative mission and goals. Consequently, JLARC also examined the extent to which the 158 full-time DCE staff positions, 12 wage (P-14) positions, and 132 classrooms are adequately utilized to serve the incarcerated population in major adult facilities.

DCE sets a maximum capacity for each adult school that reflects the total number of students a school can accommodate with existing staff and facilities. This capacity number is based upon the number of students a teacher can instruct, the size of the classroom, and a number of other factors. The extent to which DCE's schools are filled to capacity serves as the principal measure of: (1) adequate utilization of staff and facilities, and (2) the need for the current number of positions and classrooms.

JLARC reviewed each school's student capacity and average monthly enrollment in fiscal year 1985 to determine if staff and facilities were fully utilized, that is, whether the school was filled to capacity. In general, staff and facilities allocated for DCE educational programs in the major adult schools are underutilized. Only approximately one-third of the academic programs at the 16 major adult schools are filled close to capacity. Utilization of staff and facilities should be improved. However, if inmate enrollments do not increase above current levels, a few academic positions could be eliminated without enrollments exceeding classroom capacities for the remaining teachers.

Vocational classes in most facilities are filled near capacity, however, with long waiting lists for some. To serve additional inmates in vocational classes, DOC will need to provide additional classroom space and DCE will need to provide additional vocational teachers.

Factors Affecting School Capacities

"School capacity" is determined by DCE to be the maximum number of students that each adult school can accommodate in its academic and vocational classrooms. The school capacity equals the number of classes multiplied by the number of students per class. As discussed in the following sections, several factors affect school capacity:

- the amount of space allocated by DOC for school programs,
- the length and frequency of each class,
- the number of teachers allocated by DCE to each facility,
- the educational level of the student,
- the need for inmate supervision, and
- the instructional method.

DCE does not determine the maximum number of students that can be accommodated in the literacy, apprenticeship and college programs. No space allocated for the DCE schools is required to accommodate the literacy and apprenticeship programs. School space may be used to host college courses; use of space for college courses does not presently conflict with classroom use for academic or vocational classes. Moreover, DCE staff do not provide instruction in any of these three programs except to the extent that apprentices may be included as regular vocational students. Generally, inmate participation in literacy, apprenticeship, and college programs can expand without requiring additional staff or facilities at this time.

Availability of Space. The school capacity is affected both by the number of classrooms and the size of each classroom. For example, St. Brides has six academic classrooms, seven vocational classrooms, and eight vocational labs in which to hold classes; the DCE school at St. Brides has a capacity of 280 students. The Youthful Offender Center has two academic classrooms and three vocational labs; its capacity is 88. Although most vocational classes have a capacity of 10 to 12 students per class, the small size of the electronics lab at Staunton (578 square feet) limits its per class capacity to eight students. Moreover, vocational classrooms that contain large equipment (such as for auto mechanics) require more space than others (such as electronics).

Length and Frequency of Each Class. The number of classes held each day also determines how many total students can be enrolled and receive instruction. For example, at Brunswick and Nottoway, each academic teacher instructs four separate groups of students per day in 90-minute classes. The class capacity there has been set at 12 students per class. Consequently, 48 students per day receive instruction from each academic teacher. In contrast, Buckingham and some other schools offer only one ABE class in the morning and one in the afternoon for 12 students per class; the capacity for the one ABE teacher is 24 students. Average instructional time per student, however, would be approximately twice as long per day.

Allocation of Personnel. The number of classes that can be provided at each facility and ultimately the school capacity is determined, in part, by the number of teachers that DCE allocates to the school. Two teachers have twice the capacity of one teacher if the number of classes per day and the

number of students per class are equal. Administrative and clerical positions and the use of inmate aides do not directly affect school capacity.

The need for the number of teachers at each facility is generally determined by the total number of students enrolled in school programs and the desired number of students per class. If classrooms are not filled to capacity, classes might be combined, and the number of teachers could be reduced. As discussed in the subsequent section of this chapter on staffing, JLARC examined fiscal year 1985 enrollments to determine if they supported the need for the current number of teachers.

It is important to note, however, that all teachers do not carry classroom loads that increase school capacities. Some provide supplemental education in special areas. For example, the social skills teacher at the Youthful Offender Center and a special education teacher at Southampton provide instruction throughout the week to students enrolled in academic or vocational classes. Bland has a reading specialist who assists two other academic teachers in the classroom.

Although administrative and clerical staff do not add to school capacities, JLARC examined the adequacy of these staff by comparing them to differences in school workloads. Differences in workload were measured by the number of subordinate positions requiring supervision and the number of students enrolled in school.

Most schools use inmate aides in classrooms, but the number of inmate aides does not increase school capacities. They serve as instructional supplements in the classroom and increase the amount of individual instruction each student receives. Inmate aides cannot serve in place of a teacher within a classroom. The aides and students must still be supervised by a teacher. However, inmate aides can serve in instructional assistant or library assistant capacities and reduce the need for DCE staff in these positions. The number of inmate aides used by DCE in each school ranges from approximately 60 at Staunton to none at Marion and the Virginia Correctional Center for Women.

Educational Level of Students. In the major adult institutions, DCE generally attempts to provide more concentrated academic instruction to inmates at lower educational levels. Consequently, classes exclusively for ABE-level students tend to be smaller than classes for students with higher educational levels working toward passing the GED exam. ABE class capacities range from eight students at Staunton to 12 at Buckingham and the Penitentiary, for example. GED level class capacities range from 20 students at the Penitentiary to 15 at Buckingham.

Supervision of Inmate Students. This factor is particularly important in vocational classes where inmates have constant access to tools. Staunton, for example, assigns a DOC officer to the vocational welding shop to ensure that no weapons are made. None of the other schools have this level of security in the vocational shops. Therefore, use of the tools needs to be closely monitored by the DCE teacher. This supervision factor, in addition to the need for equipment in vocational shops, results in vocational class capacities that are

generally smaller than academic classes. The vocational class capacity is currently no greater than 12 students in any DCE vocational class.

Instructional Methods. DCE is currently testing two instructional methods that can potentially expand school program capacities without the need for additional staff or facilities:

- (1) At Powhatan, the principal is serving as a coordinator for a few "independent study" students. These students are independently studying for their GED exam under the direction of the principal, who prepares and monitors an individual lesson plan for each student. This program appears particularly suited for inmates functioning at higher educational levels who do not need frequent teacher contact.
- (2) In October 1985, DCE plans to test a television literacy training program at the Penitentiary and Pocahontas Correctional Unit. The program will allow inmates and teachers to ask and answer questions while the teachers appear on television. Equipment costs will be associated with this program.

Underutilization of Staff and Facilities

If the number of students enrolled in school is less than the school capacity, staff and facilities are not fully utilized. In these cases of "underutilization," additional inmates could be enrolled in school without exceeding classroom capacities.

Examining the average monthly enrollments for fiscal year 1985 and each adult school's capacity, JLARC found that at least 273 additional students could be enrolled in academic classes and 75 additional students could be enrolled in vocational classes without exceeding DCE's total inmate capacity. These numbers do not include the Mecklenburg classrooms opened in fiscal year 1986 with an academic capacity of 90 students and vocational capacity of 40 students. Comparative data on enrollments and capacities for all DCE adult schools are provided in Appendix C.

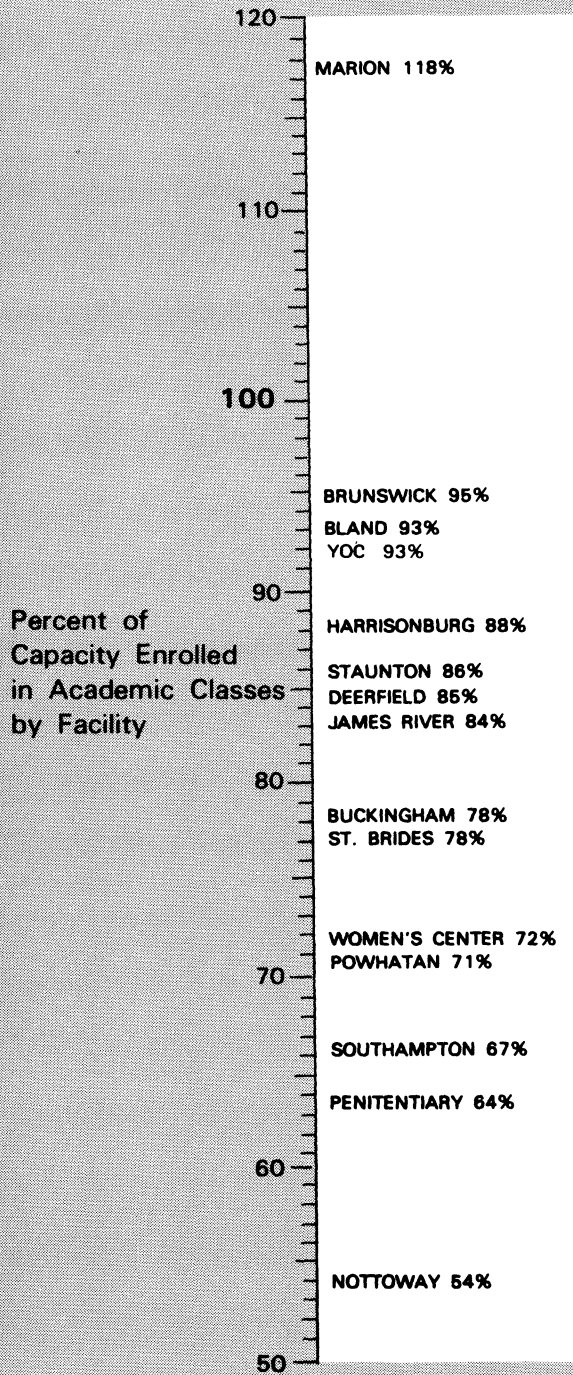
Not including Mecklenburg, six of the remaining 15 schools had monthly average academic enrollments in FY 1985 below 80 percent of capacity -- Buckingham, Nottoway, Powhatan, Southampton, Virginia Correctional Center for Women, and the Virginia State Penitentiary. Vocational programs were more adequately utilized. Only the Penitentiary had relatively poor vocational enrollments; enrollments in its vocational classes were less than three-fourths of capacity (Figure 3).

Recommendation (11). To achieve full utilization of staff and facilities, DCE and DOC should encourage inmates to enroll in DCE programs, particularly in the academic programs at Buckingham, Nottoway, Powhatan, Southampton, Staunton, the Virginia Correctional Center for Women, and the Virginia State Penitentiary, where classes were filled to less than 80 percent of capacity in fiscal year 1985. Particular emphasis should also be placed on

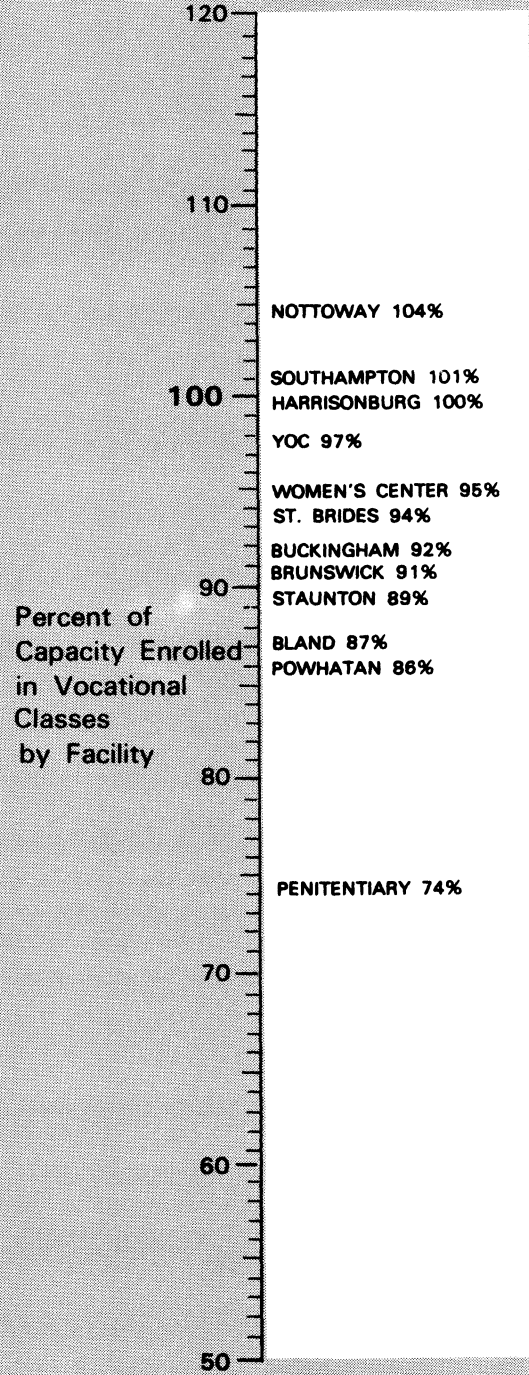
Figure 3

Percent of Capacity Enrolled in DCE Adult Schools for FY 1985

ACADEMIC CLASSES



VOCATIONAL CLASSES



Note: No vocational classes on site for Deerfield, James River, and Marion. Mecklenburg classes opened in FY 1986.

Source: JLARC survey of DCE principals and teachers, DCE enrollment reports.

encouraging inmates to enroll in vocational programs at the Virginia State Penitentiary where vocational enrollments were only 74 percent of capacity.

Adequacy of Staff

The number of staff that DCE assigns to its major adult schools is generally adequate. If inmate enrollments increase above the current capacity level as DCE and DOC take recommended actions to promote educational programs, additional staff may be necessary in the future.

If inmate enrollments continue at the fiscal year 1985 level, however, DCE should staff its adult schools at an appropriate level by decreasing the number of full-time teacher positions in the major adult schools by four. Moreover, the responsibilities of three wage (P-14) positions can be assumed by other staff or by inmate aides, and these P-14 positions can be eliminated. Recommendations contained in the following descriptions of each type of position would reduce DCE staff in the major adult schools from 170 to 163 positions (Table 7).

Table 7

SUMMARY OF STAFFING CHANGES IN MAJOR ADULT SCHOOLS

Facility	Current Level* (Changes)					Totals	
	Teachers	Adminis- trative	Clerical	Other	P-14	Current	Recommended**
Bland	8	1		1	1	11	11
Brunswick	9	1	1	1		12	12
Buckingham	7	1	1	1	1(-1)	11	10
Deerfield	2					2	2
Harrisonburg	5	1		2	1	9	9
James River	1					1	1
Marion	2				1(-1)	3	2
Mecklenburg	7	1	1	1	1	11	11
Nottoway	8(-1)	1	1	1		11	10
Penitentiary	6	1	1	1		9	9
Powhatan	7	1	1	3	2	14	14
St. Brides	14(-1)	1	1	2	2(-1)	20	18
Southampton	15(-1)	2	1	2	1	21	20
Staunton	8	1	1	2		12	12
Women's Center	9(-1)	1			1	11	10
Youthful Offender Center	5	1	1	4	1	12	12
TOTALS	113(-4)	14	10	21	12(-3)	170	163

*As of September 1985

**If inmate enrollments do not increase.

Source: DCE personnel reports.

Academic Teacher Positions. To determine if the number of teacher positions was adequate, JLARC recalculated the academic and vocational capacity of each school using one less teacher position. If the recalculated capacity was equal to or above the fiscal year 1985 enrollment levels, then JLARC determined the school was staffed at an inappropriate level. In these cases, the DCE school could have functioned with one less teacher position without student enrollments exceeding the capacity for each class. Applying this test to academic classes, JLARC found that FY 1985 enrollments in DCE's academic classes at Nottoway, St. Brides, Southampton, and the Virginia Correctional Center for Women did not support the need for the current academic positions assigned to each facility (Table 8).

DCE and DOC should attempt to increase inmate enrollments at these and other facilities. If enrollments at these four facilities continue at fiscal year 1985 levels, however, one less position would be needed at each. One academic position at St. Brides was vacant as of September 1985.

Recommendation (12). DCE and DOC should promote full utilization of DCE's programs. If inmate enrollments in academic classes at Nottoway, St. Brides, Southampton, and the Virginia Correctional Center for Women continue at fiscal year 1985 levels, one academic teacher position at each facility should be eliminated. If DCE is unable to increase academic enrollments in these four facilities during fiscal year 1986, these positions should be eliminated in fiscal year 1987. If academic enrollments in any other DCE major adult school decline during fiscal year 1986, DCE should also eliminate academic teacher positions in these facilities if the remaining teachers can instruct classes without exceeding their classroom capacities.

Vocational Teacher Positions. Recalculating the vocational capacity for each DCE adult school using one less teaching position, JLARC found that the only facility where the fiscal year 1985 enrollment level was below the recalculated capacity was at the Penitentiary. Rather than deleting a vocational position at this facility, however, DCE needs to evaluate inmates' interest in the drafting and electricity courses that are generally not filled to capacity. In the other courses offered at the Penitentiary, upholstery and electronics, inmates are waiting to enroll in the classes but there is insufficient space for them.

Three facilities have no vocational programs on-site. Approximately 12 of 288 inmates at Deerfield are transported to nearby Southampton for vocational classes, and 12 of 316 inmates at James River are transported to nearby Powhatan for a welding class. No vocational program is offered to the 146 mentally and emotionally disturbed inmates at Marion, although similarly disabled youth at Oak Ridge have a choice of food service or building maintenance. DCE and DOC will need to identify space and security needs and attempt to expand vocational programs at these three facilities.

Overall, more inmates are interested in DCE's vocational courses than staff and space can accommodate. At every DCE adult school, inmates are waiting to enroll in vocational courses. Waiting lists for individual courses range from 1 to 8 for each course at St. Brides to 106 inmates for the building

Table 8

CAPACITIES FOR ADULT SCHOOLS RECALCULATED WITH ONE LESS TEACHER POSITION

FACILITY	ACADEMIC CLASSES				VOCATIONAL CLASSES			
	CURRENT NUMBER OF ACADEMIC POSITIONS*	CURRENT CAPACITY	RECALCULATED CAPACITY WITH ONE LESS POSITION	FY 1985 ENROLLMENT	CURRENT NUMBER OF VOCATIONAL POSITIONS*	CURRENT CAPACITY	RECALCULATED CAPACITY WITH ONE LESS POSITION	FY 1985 ENROLLMENT
Bland	3	42	28	39	5	76	60	66
Brunswick	3	144	96	137	6	80	60	73
Buckingham	3	114	69	89	4	84	60	77
Deerfield	2	40	20	34	0	N/A	—	—
Harrisonburg	4	56	36	49	1	16	0	16
James River	1	45	0	38	0	N/A	—	—
Marion	2	22	11	26	0	N/A	—	—
Mecklenburg**	5	90	70	N/A	2	40	20	N/A
Nottoway	4	160	112	86	4	80	60	83
Penitentiary	2	64	24	41	4	80	60	59
Powhatan	3	126	63	90	4	56	36	48
St. Brides	6	152***	120	119	8	160	140	151
Southampton	7	140	102	94	8	124	104	125
Staunton	3	72	48	62	5	96	76	85
Women's Center	5	106	76	76	4	74	50	70
Youthful Offender Center	2	28	0****	26	3	60	40	58

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Class sizes could remain within capacity if a teacher position were eliminated.

*As of September 1985.
 **Classroom instruction initiated in FY 1986.
 ***Capacity if vacant position were filled.
 ****1 position is a social skills teacher that provides supplemental instruction to all students.
 N/A = Not Applicable.

Source: DCE enrollment reports and capacity survey.

trades course at Bland. Before expanding vocational programs, DCE and DOC will need to develop integrated work and training programs so that inmates learning vocational skills can apply and practice those skills in the institutions and community. As discussed in the last section of this chapter on facility utilization, DCE and DOC will also need to identify space that can be converted to vocational classrooms.

Recommendation (13). DCE and DOC should develop a plan to provide vocational programs on-site at Deerfield, James River, and Marion or expand the number of inmates transported to nearby facilities for vocational classes.

Administrative Positions. The number of administrative positions assigned to DCE's adult schools is adequate. DCE employs a principal at each major adult school except the three schools that have few staff and enrolled inmates. The two DCE teachers at Deerfield are supervised by the principal at Southampton, the two teachers at Marion report to the principal at Bland, and the James River teacher reports to the principal at Powhatan. Less than 50 inmates were enrolled in each of these schools during fiscal year 1985.

Southampton is the only adult school with an assistant principal. The supervisory workload and the number of students appears to justify this second administrative position. The number of DCE staff at this school is approximately twice as many as any other adult school except at St. Brides. The principal is responsible for the overall operation of the school and for supervising 20 other staff at Southampton plus two teachers at Deerfield. The assistant principal provides student orientations, enrolls students, and participates in treatment team meetings. In fiscal year 1985, 275 inmates were enrolled in DCE programs at Southampton.

Clerical Positions. The number of clerical positions is also adequate. DCE employs no more than one clerk at each adult school except at three schools: St. Brides, Southampton, and the Youthful Offender Center (YOC). The large size of the St. Brides and Southampton schools appears to warrant the additional clerical position (a P-14 wage position) at these two schools. The second clerical position (a P-14 wage position) at YOC provides clerical assistance for the three educational evaluators at the Southampton Reception and Classification Center who report to the YOC principal.

Librarians. DCE employs someone to work in the library at each adult school except the smallest three: Deerfield, James River, and Marion. At the Virginia Center for Women, one of the five academic teachers serves as a part-time librarian. At Harrisonburg, an instructional assistant also serves as the librarian. The number of librarian positions appears adequate.

Other Positions. DCE maintains a few other special positions in the major adult schools, including five evaluators at the two male reception centers, a speech-language pathologist at St. Brides, the statewide literacy volunteer coordinator located at Staunton, and an apprenticeship coordinator located at Southampton. All of these special positions appear necessary.

DCE maintains three wage (P-14) positions whose responsibilities could be assumed by others, and therefore these positions could be abolished:

- the responsibilities of the library assistant at St. Brides could be assumed by inmate aides as at all other DCE adult schools,
- the instructional assistant position serving as a second teacher at Marion should be abolished when DCE fills the vacant teacher position,
- other staff at Buckingham could assume the testing and clerical duties of the administrative assistant position, and inmate aides could assume that position's library assistance duties.

Recommendation (14). Other staff or inmate aides should assume the responsibilities of the library assistant position at St. Brides, the instructional assistant position at Marion, and the administrative assistant position at Buckingham. These three wage positions should be abolished.

Adequacy of Facilities

Classrooms allocated by DOC for academic classes are generally adequate; few are filled to capacity. However, to accommodate additional inmates in vocational classes, DOC would need to identify and allocate additional space for vocational classrooms. Only 75 additional inmates above the fiscal year 1985 enrollment levels could be accommodated in DCE's vocational classes without exceeding the 986-inmate total capacity (excluding the recently opened Mecklenburg classes for 40 inmates).

In the survey of DCE classrooms and sizes, JLARC found that a few rooms allocated for classrooms were not used for classes. A "vacant" classroom was available at Brunswick, Buckingham, Powhatan, and St. Brides, but these were sometimes used for educational testing purposes. Moreover, these rooms were originally established as academic classrooms, and therefore could probably only accommodate a vocational class with limited needs for large equipment, such as electronics. Two vacant vocational rooms and a large vacant room that was originally a machine shop are available in the area designated for DCE's use in the Penitentiary. Throughout all of the major adult institutions, however, there might be other rooms that could be converted to vocational classrooms.

Moreover, DCE could take actions utilizing current classroom space to increase its total vocational capacity. At Brunswick, for example, 40 additional inmates could be accommodated in the auto body repair and auto mechanics courses if DCE offered two half-day classes in each instead of full-day classes. DCE also needs to review and revise the capacities it sets for each vocational class as illustrated by the following examples:

The amount of space per student in the electronics courses at Mecklenburg and Staunton is approximately 70 square feet. At Nottoway, when the electronics class

is filled to its current 8-student capacity, 173 square feet per student is available in the classroom. If DCE increased the classroom capacity to 12 students, the space per student would be 115 square feet -- still more than in the other two facilities. The electronics teacher at Nottoway reported to JLARC that he could comfortably teach 12 to 15 students in each of his two classes.

* * *

In the auto mechanics classrooms at Brunswick and Southampton, approximately 200 square feet per student is available when filled to capacity. At Powhatan, if DCE increased the capacity of the auto mechanics classroom from 9 to 12 students, the space per student would drop from 311 to 233 square feet; the space per student would still be greater than at the Brunswick and Southampton schools.

Recommendation (15). To accommodate additional vocational students within available space, DCE should review its vocational classroom capacities and take steps to increase the number of students per class without exceeding appropriate class sizes. In each major adult facility, DOC and DCE should identify additional space that could be converted to vocational classrooms and develop a plan to increase the number of inmates that can be accommodated in vocational courses.

CONCLUSION

DCE's educational programs are reaching almost one-third of the incarcerated population in major adult facilities. However, significant differences in the level of participation at each facility suggests that DCE and DOC could provide additional incentives and remove hindrances to encourage additional participation at all facilities. DCE and DOC also need to ensure that educational programs are an integral part of incarceration by: providing special education when required; including DCE staff in program planning; developing linkages between academic programs, vocational training, and work; and assisting inmates to find additional education and training opportunities upon their release.

The number of DCE staff in the major adult schools are generally adequate to provide instruction to inmates at the fiscal year 1985 enrollment levels. Academic teachers are underutilized, however. Vocational classes might need to be expanded when DCE and DOC develop coordinated training and work linkages and identify space that can be converted to vocational classrooms.

III. CORRECTIONAL FIELD UNITS

The scope of DCE's educational programs in correctional field units is far more limited than in major adult facilities. Twenty-one of the 25 field units offer only academic classes and offer them only two nights a week. Other educational programs, such as vocational training, apprenticeship, college, and literacy tutoring, are even more limited.

Six full-time teachers and 20 part-time teachers provided academic and vocational instruction to a monthly average of 224 inmates in fiscal year 1985 (nine percent of the field unit population). Few field units have separate classrooms for instruction. Dining, recreation and library areas are used for classes in 19 of the field units.

The need for education programs in the field units is as great, if not greater, than in the major adult institutions. Men confined in field units must be within two or three years of their parole eligibility dates. They are generally closer to release than those in major facilities. Education and training will have more immediate applications for field unit inmates returning to the community.

For those transferred from major institutions (approximately 20 percent of the field unit population), the lack of education programs in field units might interrupt education and training initiated within the major facilities. Upon their release, inmates with vocational training in particular have not had an opportunity to practice or continue their training for two years or longer. The marketability of their skills declines, and efforts to find productive employment could be hindered.

PROGRAMS AND ACCOMPLISHMENTS

In contrast to major adult facilities, where approximately one-third of the population is enrolled in educational programs, DCE is able to reach less than ten percent of the inmates in field units with its programs. In fiscal year 1985, 119 inmates earned their GED, and inmates completed 93 vocational certifications. These accomplishments have generally remained at the same level for the last three years (Table 9).

The lack of programs, institutional incentives, emphasis on educational goals and space all appear to limit effective utilization of staff and facilities in the field units. Efforts to systematically offer available incentives and address these institutional hindrances would likely increase inmates' desires and abilities to seek additional education and training while incarcerated.

Table 9

FIELD UNIT SCHOOL ACCOMPLISHMENTS
FY 1983 - FY 1985

	<u>1983</u>	<u>1984</u>	<u>1985</u>
Number of GED awards	111	126	119
Number of vocational certificates	109	86	93
Average monthly institutional population	2584	2441	2467
Average monthly enrollment	287	214	224
Percent of population enrolled in school	11%	9%	9%
Percent of students attending each day	68%	63%	64%

Source: DCE enrollment reports.

Limited Program Offerings

DCE's academic classes, offered two or three nights a week, are the only educational programs available for inmates in most field units. At 18 of the 25 field units, these classes are not offered during the summer. Moreover, classes at some facilities were offered as few as three months out of the past year, when DCE was unable to find a part-time instructor. DCE offered vocational courses at only three field units, apprenticeship training at four field units, and literacy tutoring at seven units to a limited number of students during 1985 (Table 10).

ABE/GED Classes. DCE offers academic classes in Adult Basic Education (ABE) and General Education Development (GED) at all field units. Lower level ABE students and upper level GED students are taught in the same class. These academic classes are usually offered only two nights a week for 2 to 3 hours per night. Classes are often cancelled during the summer months or during periods when no instructor is available.

Rustburg and Halifax are the only exceptions to the two nights per week schedule. One P-14 teacher (and occasionally two) provides academic instruction three nights per week at Rustburg. At Halifax, two full-time teachers provide academic instruction to as many as 40 inmates during the day.

Academic classes at 18 of the 25 field units were cancelled during the summer months of fiscal year 1985. The length of "summer" cancellations ranged from one month (June) at Rustburg, Chatham, and Wise to six months at Pulaski (May through October). DCE reports that outdoor recreational activities for inmates during the summer compete with classes, although the unavailability of part-time instructors during summer evenings may also account for class cancellations.

Table 10

ACTIVE PROGRAMS IN FIELD UNITS DURING FY 1985

(#)	FIELD UNIT	ACTIVE PROGRAMS				
		ABE/GED (Number of Months Active in FY 85)	Vocational	Apprenticeship	College	Literacy Volunteers Special or Social Education
1	Pulaski	6	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	Caroline	10	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3	Nansemond	8	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	Baskerville	10	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7	White Post	10	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9	Rustburg	11	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10	Greenville	9	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11	Culpeper	12	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12	Fluvanna	12	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13	Pocahontas	8	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
15	Chatam	11	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16	New Kent	6	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
17	Haynesville	12	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
18	Wise	11	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20	Capron	7	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21	Stafford	9	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22	Tidewater	12	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23	Halifax	12	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24	Smith Mt. Lake	11	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25	Botetourt	12	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
26	Haymarket	3	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
27	Dinwiddie	8	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25	Patrick Henry	12	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
30	Fairfax	9	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
31	Tazewell	10	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Source: DCE enrollment reports.

Classes were cancelled at four field units, Pocahontas, New Kent, Smith Mountain Lake, and Haymarket while DCE attempted to recruit an instructor. These cancellations ranged from one to nine months during fiscal year 1985. A fifth field unit, Fairfax, has been without an academic instructor throughout the entire year, although as many as six students have participated in computer assisted instruction.

As reported by DCE and DOC personnel, instruction in the ABE/GED classes usually focuses on the students at the higher educational levels. Because instructional time is so limited, those students closest to achieving a GED receive primary attention in an effort to help them obtain a GED before their release.

Average class enrollments ranged from 5 to 17 students during fiscal year 1985. Total academic enrollments were as high as 13 percent (319 students) in April 1985 and as low as seven percent (166 students) in July 1984 during the last fiscal year.

Vocational Courses. DCE currently offers vocational classes at three field units: Pocahontas, Botetourt, and Patrick Henry. One full-time instructor provides a building trades course at Pocahontas, one provides climate control training at Botetourt, and two full-time instructors teach woodworking occupations at Patrick Henry. All classes are offered during the day. Enrollments in vocational classes at these three facilities ranged from as high as 41 students to as low as 31 students during fiscal year 1985.

In the past, DCE offered vocational courses at Baskerville, Fairfax, Greenville, and Smith Mountain Lake. Low enrollments did not justify their continuation and the programs were closed.

DCE also offers vocational programs to inmates at the Capron field unit, although classes are not offered on-site. A DOC security officer transports approximately 12 Capron inmates to a nearby major adult institution, Southampton Correctional Center, for vocational classes.

Apprenticeship Program. In January 1985, 15 inmates were enrolled in apprenticeship programs in four field units: Caroline, Pocahontas, New Kent, and Fairfax. The inmates participated in cook and cement mason apprenticeships. The numbers of inmates in apprenticeship programs have dropped from this maximum of 15 in January 1985 to two in June 1985.

The DCE principal of the field unit schools cited two reasons for low participation in the apprenticeship program: (1) there are few DOC staff among the field units who have the necessary training and experience to serve as a qualified work supervisor as required by the Department of Labor and Industry (DLI), and (2) DCE is unable to provide the necessary regular supervision of the program. A principal and assistant principal are the only DCE supervisory positions for the 25 field units.

In addition, DLI requires inmates to have at least one year before their parole eligibility date to enroll in the apprenticeship program. To be placed in a field unit, inmates can have no more than two or three years before their parole eligibility date. If they did not enroll in the apprenticeship

program within the first year or two of their stay in a field unit, they would become ineligible for the program.

College Courses. None of the inmates in the 25 field units are currently participating in college classes. According to the DCE field unit principal, community colleges usually require approximately 15 students interested in a college course before they will provide an instructor within a nearby field unit. DCE reports that it hopes to recruit enough interested inmates at Pocahontas to begin offering college courses at that field unit during the fall or winter of 1985.

Literacy Volunteers. DCE has attempted to introduce literacy tutoring at seven field units. During fiscal year 1985, as many as 12 volunteer tutors and 25 inmate students participated in the program at Caroline, Baskerville, Fairfax, Haymarket, Haynesville, New Kent, and Pocahontas. Ten tutors and 10 students were active in this program at the end of the fiscal year.

DCE's statewide coordinator reports that she would like to establish a strong program in five field units. Frequent inmate transfers in the field units affects DCE's ability to maintain the match between tutors and interested students. DCE has recruited some community volunteers to work with inmates at particular field units. The program also requires an on-site coordinator. At field units where the program has been offered, DOC counselors, community residents, and part-time teachers have volunteered to serve in this capacity.

Social and Special Education. A standard social education curriculum, provided at some major adult facilities, is not part of DCE's education program in the field units. Individual academic teachers may discuss such topics as money management, family living skills, job acquisition skills, and drug education, but these are not standard parts of their classes.

Special education is also not provided to the eligible educationally handicapped in field units. DCE will need to develop a plan for identifying and serving inmates eligible for special education as the program is developed in major adult facilities.

Institutional Incentives

Most of the institutional incentives available to inmates confined in major adult facilities are not available in field units. Required enrollment, access to more desirable housing, and bonus pay may not be feasible in field units. However, DCE and DOC could explore institutional supports such as providing jobs in areas related to training and allowances for good conduct.

Required Enrollment. Harrisonburg is the only field unit facility where enrollment is mandatory. However, because of its special mission of assisting younger inmates to obtain GEDs, it is categorized as a major adult DCE school. Providing work, not education, is DOC's primary purpose for the other 25 field units, so school enrollment is not required.

Access to More Desirable Housing. The housing units at each field unit, primarily dorm-style arrangements, are all similar. Consequently, there is no "honor housing" to award to inmates who enroll in school programs.

Bonus Pay. Inmates receive bonus pay for working but not for attending school at night. However, the DOC superintendent at Halifax agreed with the DCE principal to pay full-time students the same rate they were earning prior to enrolling in the academic program at that facility.

Institutional Job Prerequisites. The principal institutional jobs in field units are in areas of road work, farm work, kitchen work, and general maintenance around the facility. Two field units, Pocahontas and Halifax, have prison industry jobs in the warehouse, installation, silk screening, and sign shops. None of these jobs have education or training prerequisites.

Inmates receiving vocational training in the building trades course (general carpentry, electricity, plumbing, and others), climate control (heating and air conditioning), and woodworking may develop skills applicable to certain institutional jobs. However, no coordinated program between DCE and DOC has been developed to channel them into related jobs. Moreover, inmates transferred from major institutions may have vocational training that could be used in field unit jobs.

Good Conduct Allowances. As in major institutions, inmates in field units can earn reductions in their sentences for good conduct while incarcerated. The DCE field unit principal reports that some DOC counselors consider school enrollment when awarding the maximum good conduct allowance (a 30-day sentence reduction for 30 days served). Other counselors will not consider school enrollment and attendance as one criteria for awarding the maximum allowance.

Recommendation (16). DCE and DOC should develop a system-wide plan for supporting inmates' participation in education programs at field units. DCE and DOC should cooperatively implement a uniform procedure for counting school enrollment and regular attendance toward the maximum good conduct allowance. At field units where feasible, DOC should attempt to place inmates in jobs related to the vocational training they receive from DCE. Joint efforts to expand the apprenticeship program in field units and recruit inmates to serve as literacy tutors should also be made.

Institutional Barriers

Many of the same institutional barriers to education in the adult institutions are also present in the field units. Although the road work mission of the field units is cited as one of the principal obstacles to day-time education programs, a substantial portion of the inmate population spend their days within the facilities. The road work mission of the field units is not necessarily incompatible with education.

Major Obstacles to Education in Field Units. Most of the barriers to education in adult facilities are magnified in field units. In the field units:

- counselors' caseloads are high, programs are limited, and DCE personnel are unavailable to help develop program plans that incorporate educational goals;
- space is extremely limited, few DCE personnel are allocated to the units, and consequently school capacities are small;
- inmates do not have a choice between work and school; most are required to work.

Two obstacles to education in major facilities are generally not present in field units: competing pay scales and ineligible populations. The relatively high pay of institutional jobs does not render school less attractive in the field units. Education programs in most facilities are currently offered in the evening. Inmates earn their pay working during the day. Moreover, the field units generally do not have any special populations that are physically, mentally, or emotionally unable to attend classes. Inmates must be capable to perform work assignments.

Road and Other Work in Field Units. Overall, only 42 percent of the inmates in field units are working on road crews. Moreover, only half (49 percent) of the inmates confined in field units are working in major work programs that include prison industry jobs and farm work in addition to road work. The percentage of inmates in major work programs ranges from as low as 32 percent in Pulaski to as high as 63 percent in Tidewater (Table 11).

The balance of the field unit population are usually working within the units primarily performing kitchen duties or general maintenance. Kitchen crews typically work one day and have the next day off.

Consequently, more than half the inmate population in field units (approximately 1300 men) are potentially eligible for daytime education programs. Inmates desiring further education and training could attend academic or vocational classes for a few hours each day and perform their work duties during the remaining portion of the day, similar to the schedule used by many major institutions. Kitchen workers could choose to attend for longer periods during their "off" days.

Recommendation (17). DCE and DOC should attempt to expand the number of educational programs in field units by offering classes during the day. DCE and DOC should cooperatively develop a work and school schedule for inmates desiring additional education and training.

Program Integration

To effectively utilize DCE's staff and resources, educational programs will need to be a more important part of inmates' incarceration in field units. Systematic educational testing, particularly to identify inmates with educational handicaps, is an important first step. DCE and DOC will need to make subsequent efforts to incorporate educational goals within individual inmates' program plans and assist them to continue education and training upon their release.

Table 11

**MAJOR WORK PROGRAMS IN FIELD UNITS
(As of June 1985)**

Field Unit	Inmate Population	Road Quota	Prison Industries	Farm Work ¹	Total in Major Work Programs	Percent of Unit Population in Major Work Program
Pulaski	65	15	0	6	21	32%
Caroline	129	58	0	15	73	57%
Nansemond	89	30	0	2	32	36%
Baskerville	102	32	0	6	38	37%
White Post	92	43	0	6	49	53%
Rustburg	100	49	0	0	49	49%
Greenville	84	40	0	6	46	55%
Culpeper	65	37	0	0	37	57%
Fluvanna	90	34	0	6	40	44%
Pocahontas	208	72	42	0	114	55%
Chatam	95	42	0	6	48	51%
New Kent	97	51	0	2	53	55%
Haynesville	86	28	0	2	30	35%
Wise	89	35	0	14 ²	49	55%
Capron	80	41	0	0	41	51%
Stafford	89	40	0	0	40	45%
Tidewater	95	58	0	2	60	63%
Halifax	178	52	19	6	77	43%
Smith Mt. Lake	90	39	0	6	45	50%
Botetourt	91	33	0	6	39	43%
Haymarket	88	53	0	0	53	60%
Dinwiddie	90	38	0	0	38	42%
Patrick Henry	101	34	0	6	40	40%
Fairfax	115	52	0	0	52	45%
Tazewell	87	41	0	6	47	54%
TOTALS	2495	1047 (42%)	61 (2%)	103 (4%)	1211 (49%)	

¹DOC Agribusiness estimates

²Includes estimates for usual apple orchard crew.
(During September and October, harvesting crew = 28)

Source: Department of Corrections.

Educational Testing and Placement. As in major adult facilities, inmates in field units who have been processed through the Powhatan Reception and Classification Center have not received educational tests. Educational testing of inmates in field units generally only occurs if the part-time teachers or statewide field unit principal is able to do so. Moreover, DCE and DOC have not developed plans for identifying and serving handicapped inmates in the field units. Without this information, counselors cannot determine if education might be considered as part of the program plan.

Recommendation (18). DCE should develop and implement a plan for administering education tests to inmates confined in field units and including their test results in systemwide and individual records. DCE and DOC should also develop and implement a plan for testing, referring, placing, and serving inmates eligible for special education who are confined in field units.

Individual Program Planning. Education is not an important part of the program plan for inmates confined in field units. The unavailability of test results, high counselor caseloads, limited programs, and the lack of DCE participation in developing program plans appear to contribute to the low school enrollment rates among field unit inmates.

Moreover, thorough program planning is hindered by the large caseloads of DOC counselors in field units. Typically, only one counselor is assigned to each unit. Counselor caseloads in field units range from 58 to 124 inmates per counselor.

Currently, education programs are limited in the field units. Relatively few inmates can be accommodated in academic and vocational classes. Some DOC counselors' lack of emphasis on education might be attributed, in part, to their inability to get inmates into classes. The short time that DCE staff spend in the field units also limits participation in the development of treatment plans that would include educational goals.

However, as at major adult facilities, DCE needs to be more involved in developing program plans that include educational goals for field unit inmates desiring additional education and training. Particular emphasis should be placed on identifying related work opportunities for inmates to utilize their training and education.

Recommendation (19). DCE and DOC should promote the inclusion of educational goals in the program plans of field unit inmates desiring additional education or training. Wherever possible, DCE and DOC should coordinate field unit work programs with inmates' education and training.

Support for Transition from Institution to Community. The field units are typically inmates' last stop before returning to the community. DCE needs to place greater emphasis upon assisting inmates to continue education and training upon their release from the field units.

DOC expects most inmates in field units to be returning to the community. DOC's classification manual requires that inmates in field units must be within 2 or 3 years of their parole eligibility date. DOC assumes that inmates close to their parole date will be less likely to jeopardize their release date by attempting to escape; therefore, they can be confined in a less secure facility. As a group, field unit inmates will be returning to the community earlier than inmates confined in major institutions, and most field unit inmates will be released.

However, DCE field unit staff do not currently participate in any pre-release programs or other activities to facilitate the transition from incarceration back to the community. Part-time evening teachers are irregularly supervised by the principal, so there is no method to ensure uniform incorporation of social skills topics (such as job acquisition skills, money management, and family living skills) into classroom instruction. Nor does DCE have any method for systematically assisting inmates to find opportunities in the community to continue their education and training. Efforts to emphasize transition support activities in the field units will be necessary if DCE intends to fulfill its rehabilitative mission.

Recommendation (20). Anticipating that inmates in field units will soon be released, DCE should attempt to assist them to identify and enroll in community programs that continue education and training programs initiated while incarcerated. DCE should also ensure that a uniform social skills curriculum is incorporated into the field unit educational programs.

ADEQUACY OF STAFF AND FACILITIES

Space for inmate instruction is very limited in most field units and is typically used during the day for other purposes, such as for dining and recreation. In 21 of the 25 field units, DCE assigns only one part-time academic instructor to teach classes two nights per week. The total number of students that each field unit school can accommodate (school capacity) is principally determined by the number of teachers assigned to each school and the space available to hold classes.

To assess the extent to which DCE staff and DOC facilities are adequately utilized, JLARC examined each field unit's school capacity and the number of students that were enrolled in academic and vocational classes. In general, staff and facilities were adequate to accommodate the average number of inmates enrolled in DCE classes during fiscal year 1985. However, JLARC found that 5 field unit schools were underutilized -- enrollments were below 70 percent of capacity.

School Capacities

The number of teachers and the amount of classroom space are the two principal factors that affect the number of students that can be accommodated in educational programs at field units. In an effort to provide at least adult basic education and GED preparation at all field units, DCE attempts to assign at least one teacher to each field unit. Larger field units that confine more inmates may receive additional teaching positions. DCE has also attempted to provide vocational programs at some field units where space was available but dropped the programs at those where an insufficient number of inmates participated.

Academic Capacities. The academic capacities for all but three field units are set at 12 students. This is based upon DCE's estimation that 12 students is the maximum number of students that a part-time teacher can individually instruct in a two- or 3-hour period twice a week. Inmate enrollments in some academic schools are actually higher than capacity, however.

At Halifax, where DCE academic classes are held during the day, the school capacity is 40 students. Two full-time DCE teachers are assigned to this school. Each teacher's class size is set at 10 students. Each instructs a separate class of inmates in the morning and afternoon.

DCE has been unable to recruit a part-time teacher for the Fairfax field unit for the last year. However, inmates can participate in a computer

assisted instruction program at that facility. The availability of equipment limits the school capacity to six students. DCE is planning to recruit a full-time teacher for day-time instruction in fall 1985.

Although the usual school capacity at Rustburg is 12 students, DCE is occasionally able to recruit a second teacher for this facility. When a second instructor is teaching evening classes, the school capacity is doubled to 24 students, and enrollments usually double as well.

Vocational Capacities. DCE has active vocational programs in only three field units: Patrick Henry, Pocahontas, and Botetourt. The capacities for these classes are individually determined by the number of students teachers can effectively supervise, with reductions in class capacity for small rooms and space for equipment. Two full-day vocational classes at Patrick Henry accommodate 24 students, two half-day classes at Pocahontas accommodate 10 students, and the full-day class at Botetourt accommodates eight students.

Utilization of Staff

Two full-time academic teachers, four full-time vocational teachers, and a monthly average of approximately 20 part-time academic teachers were providing instruction in field units during fiscal year 1985. DCE employs a secretary, assistant principal, and principal to oversee the 25 field unit schools.

Instructional staff were fully utilized in 10 of the 25 field unit schools, where academic enrollments were actually above school capacities. In 10 schools DOC reported that inmates are waiting to enroll in classes. Vocational classes usually remain full (Table 12).

Academic Teachers. In 10 of the field units, academic teachers are instructing classes averaging more than 12 students per class. In the Stafford field unit, an average of 17 students (142 percent of capacity) were enrolled in the evening classes offered nine months during fiscal year 1985. Although enrollments in these 10 field units exceed the 12-student capacity, it is not likely that all students attend class every night. Overall, only two-thirds of the students enrolled in field unit schools attend class each time.

Academic teachers at the Baskerville, Culpeper, Haynesville, Botetourt, and Tazewell field units are substantially underutilized. Average enrollments in these classes were only six to eight students (50 to 70 percent of capacity). Based on a 64 percent attendance rate (the monthly average in fiscal year 1985), approximately four to six students would be in class each night.

Recommendation (21). DCE and DOC should identify and address the causes of low inmate enrollments in academic classes at the Baskerville, Culpeper, Haynesville, Botetourt, and Tazewell field units.

Vocational Teachers. All four vocational teachers in the field units appear to be adequately utilized. Vocational classes are usually filled near capacity. A few additional students could be accommodated in the classes, however. The Botetourt climate control class could accommodate an average

Table 12

DCE SCHOOL ENROLLMENTS AND CAPACITIES IN FIELD UNITS
(FY 1985)

Field Unit	Percent of Population Enrolled in Academic and Vocational Classes	Academic Classes			Vocational Classes			Number on Waiting List for All Classes May 31, 1985
		Capacity	Average Monthly Enrollment*	Percent of Capacity Enrolled	Capacity	Average Monthly Enrolled	Percent of Capacity Enrolled	
Pulaski	24%	12	12	100%	N/A			0
Caroline	8%	12	10	83%	N/A			10
Nansemond	13%	12	12	100%	N/A			5
Baskerville	7%	12	7	58%	N/A			0
White Post	17%	12	14	117%	N/A			0
Rustburg	14%	12**	14	117%	N/A			0
Greenville	12%	12	10	83%	N/A			0
Culpeper	13%	12	8	67%	N/A			0
Fluvanna	13%	12	12	100%	N/A			8
Pocahontas	11%	12	12	100%	10	10	100%	20
Chatam	13%	12	12	100%	N/A			0
New Kent	11%	12	10	83%	N/A			0
Haynesville	9%	12	8	67%	N/A			0
Wise	15%	12	13	108%	N/A			0
Capron	18%	12	15	125%	N/A			25
Stafford	19%	12	17	142%	N/A			0
Tidewater	15%	12	15	125%	N/A			10
Halifax	21%	40	38	95%	N/A			3
Smith Mt. Lake	16%	12	14	117%	N/A			5
Botetourt	21%	12	7	58%	8	7	88%	0
Haymarket	14%	12	12	100%	N/A			8
Dinwiddie	11%	12	10	83%	N/A			0
Patrick Henry	37%	12	15	125%	24	21	88%	4
Fairfax	5%	6	5	83%	N/A			0
Tazewell	6%	12	6	50%	N/A			0
TOTALS		322	308***		42	38		98

*During the months that DCE classes were held in each facility.

**When Rustburg has 2 teachers capacity = 24 students.

***If classes were held 12 months during the year at all facilities. Because some classes were closed as many as nine months, actual enrollments ranged from 166 to 319 students during FY 1985.

N/A = Not Applicable

Source: DCE enrollment reports, JLARC survey of DOC superintendents.

of one more student, and the two woodworking occupation classes at Patrick Henry could accommodate a monthly average of three more students. DCE could also "over-enroll" when necessary to accommodate additional students if a predictable number of students are absent each day.

Waiting Lists. The DOC field unit superintendents at 10 field units reported that inmates were waiting to enroll in classes, but inmates could not do so because classes were full. In May 1985, the academic and vocational waiting lists at Pocahontas and Capron were 20 and 25 students, respectively (10 to 12 Capron inmates attend vocational classes at Southampton). At Caroline and Tidewater, where only academic classes are offered, 10 students were waiting to enroll in classes.

Recommendation (22). At field units where the number of inmates on waiting lists regularly averages close to class capacities, DCE and DOC should attempt to schedule an additional class.

Supervisory Personnel. DCE employs a full-time principal and assistant principal to oversee the operation of the 25 field unit schools and monthly average of 26 instructional staff. Such supervision of the geographically dispersed field units is inadequate. The division of responsibilities between the two positions could be more balanced.

The field unit principal, with an office in Christiansburg, estimates that he spends four days per week traveling to the field units interviewing and testing inmates. However, the principal or the assistant principal have not met with some teachers in over a year. DCE's ability to assess and ensure the quality of instruction provided by the field unit teachers is impaired by infrequent supervisory contact.

As one measure to provide more regular supervision, the number of teachers regularly supervised by the two administrative positions could be more balanced. Currently, the assistant principal is responsible for overseeing the only two "full-time" schools (Halifax and Patrick Henry). However, only four full-time teachers are employed at these two schools. The principal could have as many as 22 additional teachers to supervise. Both positions are currently based in the southern part of the State: Christiansburg and Martinsville.

Recommendation (23). DCE should ensure that field unit teachers are regularly supervised. DCE should consider balancing the supervisory workload of the principal and assistant principal and assigning supervisory responsibilities on a geographic basis.

Summary of Staffing Level Changes. The current number of DCE positions assigned to the field units appears adequate based upon fiscal year 1985 inmate enrollments. However, as of September 1985, teacher positions at 10 field units were vacant; these positions should be filled. The wages of the part-time teacher at three field units, Capron, Dinwiddie, and Nanesmond, are paid by localities using federal adult basic education funds, consequently these positions are not listed as DCE staff. Although DCE has approached other localities for similar support, these are the only three localities willing to use their adult basic education funds in State correctional facilities (Table 13).

Relatively long waiting lists at some field units suggest that DCE should consider offering additional classes at those facilities. At the largest field unit, Pocahontas (208 inmates), DCE could offer a second vocational course or offer the current course to a separate class of inmates in the morning and afternoon. DCE could also provide academic instruction during the day at that facility. The waiting list of 25 inmates at Capron suggests that DCE should develop an on-site vocational course or expand the number of inmates transported to Southampton for vocational classes. The waiting lists at Caroline and Tidewater would be close to filling a second class. By expanding the hours of the part-time teachers, DCE could offer classes four nights per week at these two facilities to two separate classes of inmates.

In the concluding section of this chapter, JLARC recommends options for expanding educational programs in field units. As DCE and DOC develop and implement a plan to expand these programs, DCE will likely need additional instructional staff and possibly one additional supervisory position to oversee instruction in a geographic area of the State.

Recommendation (24). DCE should fill vacant positions to provide at least one part-time teacher at all field units. If waiting lists continue at present levels, DCE should also consider adding a full-time teacher at Pocahontas, offer a vocational course on-site at Capron or expand the number

Table 13

SUMMARY OF STAFFING CHANGES IN FIELD UNITS

Field Unit	Current Level ¹ (Changes)		Total	
	Full-Time Teachers	P-14 Teachers	Current	Recommended
Pulaski		1 (vacant)	1	1
Carolina		1	1	1
Nanesmond ²		0	0	0
Baskerville		1 (vacant)	1	1
White Post		1 (vacant)	1	1
Rustburg		1 (vacant)	1	1
Greenville		1	1	1
Culpeper		1	1	1
Fluvanna		1	1	1
Poahontas	1	1 (vacant)	2	2
Chatham		1 (vacant)	1	1
New Kent		1	1	1
Haynesville		1	1	1
Wise		1 (vacant)	1	1
Capron ²		0	0	0
Stafford		1 (vacant)	1	1
Tidewater		1	1	1
Halifax	2	0	2	2
Smith Mt. Lake		1	1	1
Botetourt	1	1	2	2
Haymarket		1	1	1
Dinwiddie ²		0	0	0
Patrick Henry	2	1	3	3
Fairfax ³	1 (vacant)	0	1	1
Tazewell		1 (vacant)	1	1
Principal Office ⁴	-	-	3	3
TOTALS	7 (0)	20 (0)	30	30

¹As of September 16, 1985.

²Locality uses federal adult basic education funds for a part-time teacher.

³The part-time teacher position was replaced with a full-time position.

⁴Two administrative and one clerical position in the Principal's Office.

Source: JLARC analysis of DCE staffing levels at field units.

of inmates transported to Southampton for classes, and offer academic classes four nights a week at the Caroline and Tidewater field units.

Utilization of Facilities

DOC is responsible for providing and maintaining facilities for DCE's programs. In 16 of the 25 field units, there are an insufficient number of rooms to provide separate classrooms for instruction. Consequently, evening classes are held in rooms that are used for other purposes during the day, such as dining halls, libraries, and recreation rooms. Many of these rooms are not used throughout the entire day, however. Dining halls and libraries, for example, could be used for classes for a portion of the day when they are not used for other purposes (Table 14).

Only nine field units have classrooms set aside for DCE classes. The classrooms are generally smaller and accommodate fewer students than

Table 14

FIELD UNIT FACILITIES ALLOCATED FOR EDUCATION PROGRAMS

<u>Field Unit</u>	<u>Number of Rooms</u>	<u>Size (sq. ft.)</u>	<u>Other Uses</u>
Pulaski	1	840	library
Caroline	1	288	employee dining area
Nansemond	1	820	inmate dining hall
Baskerville	2	400	library, inmate dining hall
		1,500	
White Post	1	330	1 classroom
Rustburg	1	468	1 basement room
Greenville	2	252	1 classroom, 1 dining hall
		900	
Culpepper	1	1593	inmate dining hall
Fluvanna	2	1920	1 recreation room, library
		80	
Pocahontas	3	412	1 GED classroom, 1 vocational
		908	classroom, 1 storage room
		148	
Chatam	1	403	library
New Kent	1	1800	inmate dining hall
Haynesville	2	144	1 classroom, 1 meeting room
		300	
Wise	1	448	library
Capron	1	720	multi-purpose building
Stafford	1	924	1 classroom/visiting room
Tidewater	1	1250	inmate dining room
Halifax	1	1200	2 combined mobile units (2 classes)
Smith Mt. Lake	1	1200	multi-purpose building
Botetourt	2	880	1 multi-purpose building,
		908	1 vocational classroom
Haymarket	2	800	1 recreation room,
		64	1 trailer office
Dinwiddie	1	488	1 group/class room
Patrick Henry	2 ¹	416	1 classroom, 1 building
		3400	for vocational classes
Fairfax	1	200	1 classroom
Tazewell	1	320	1 classroom

¹A separate building and 1 classroom

Source: JLARC survey of DOC field unit superintendents.

classrooms in major adult facilities. Classroom sizes in field units range from 144 to 1700 square feet; classroom sizes in major adult facilities range from 180 to 4800 square feet.

Although the other field units use dining halls, multi-purpose recreation rooms, and small libraries to hold DCE night classes, these rooms could still be used for classes during a portion of the day. Dining areas could be used for two or three hours between meals. Libraries, although small, could also be used for a class for part of the day. Only three field units rely exclusively on a multi-purpose recreational room that might be in use throughout the day; two others rely on a small library in addition to the larger recreation room.

Moreover, rooms formerly used for vocational purposes are available at four field units. The field units at Baskerville, Fairfax, Greenville, and Smith Mountain Lake had vocational programs that are no longer active.

Recommendation (25). DCE and DOC should encourage inmates to participate in educational programs at field units and utilize rooms for academic and vocational programs during the day when there are sufficient numbers of inmates to participate.

OPTIONS FOR EXPANDING EDUCATION PROGRAMS IN FIELD UNITS

DCE's education programs are reaching only nine percent of the inmate population in field units. Yet three-fourths of the population (1,861 inmates in June 1985) had not completed a high school education and probably functioned at a lower educational level when they entered the State correctional system. Interest in the programs at many field units appears to be high; classes are filled close to or above capacity, with waiting lists for some. Moreover, the road work mission of the field units does not appear to be fully incompatible with education programs; less than half the population is working outside of the unit facilities during the day on road or farm crews.

Four major options to expand educational opportunities for inmates confined in field units appear available to DCE and DOC: (1) offer night classes more frequently, (2) expand programs in some facilities to include classes during the day, (3) expand programs to transport field unit inmates to nearby major institutions, and (4) develop certain field units with specific educational missions. Although significant increases in inmate enrollments might require additional staff and facilities, these options could be initiated primarily by reallocating staff and facilities.

Increase the Frequency of Night Classes

With existing staff and facilities, DCE could reach more inmates with more concentrated instruction by offering night classes more frequently than two times per week. For example, one separate class could be instructed on Monday and Wednesday and a second class could be taught on Tuesday and Thursday. Or the same class could be taught four or five times per week, which is the frequency of classes at many major adult facilities.

Eight field units currently have an average number of students greater than the usual 12-student capacity. More concentrated instruction could be provided to these inmates by offering the class four or five nights per week or by splitting the class into two separate classes on alternate nights. Only one teacher would be needed for either of these two options, although for a longer period of time.

Offer Classes During the Day

Only approximately half of the inmate population works outside of the field units during the day in road work or farm jobs. Consequently, the other half of the population could participate in an education program during the day if they desired to do so. By establishing a schedule that would permit interested inmates to work and attend school during the day, DCE and DOC could provide education opportunities to inmates in field units similar to those currently offered in the major adult institutions.

Although field unit space is much more limited and less suited for instruction than in major institutions, classes could be held nonetheless. All but five field units, (Botetourt, Capron, Fluvanna, Haymarket, and Smith Mountain Lake) have rooms that would be available at least part of the day for academic classes.

To test the feasibility of day classes, the program could be offered in a few of the larger field units, where programs are limited (such as Caroline, Stafford, and Tidewater) but where space is available and inmate interest appears high. If DCE and DOC identified two field units in close proximity to each other where the program could be tested, a teacher could offer a class in the morning at one facility and an afternoon class at the other.

Transport Field Unit Inmates to Major Facilities

Inmates in field units could potentially receive the greatest benefit from the relatively short-term vocational training that DCE offers to the incarcerated adult population. Recently acquired skills in 6 to 12-month vocational courses might assist field unit inmates to find related jobs upon their release.

In an effort to meet the high demand for vocational classes in the adult correctional system and overcome the limited space in field units, field unit inmates might be transported to major adult facilities for classes. DOC already uses this procedure on a limited basis. DOC transports inmates from the Capron field unit to Southampton, and also transports inmates from two major institutions (Deerfield and James River) to two others (Southampton and Powhatan).

The lack of space suitable for vocational equipment and programs is the major limitation on vocational programs in field units. Although class enrollments are generally near capacity in the major institutions, some additional slots are available and the programs and equipment are already in

place. DCE and DOC could also explore using the vocational facilities in major institutions for field unit inmates at times other than when they are used by the prison populations.

Security concerns with this option would need to be addressed, however. DOC would need to define the responsibilities of the field unit and prison for transporting inmates and monitoring them in class. Currently, Capron security staff serve in both capacities for Capron inmates transported to Southampton.

Develop Field Units With Education Missions

DCE and DOC could also attempt to develop a limited number of field units that would be reserved exclusively for inmates desiring additional education and training. Only inmates who desired additional education and training would be permitted to be transferred to these facilities. Strict enrollment and attendance policies should accompany these specially designated field units. If inmates who voluntarily applied for the program did not enroll, regularly attend classes, and exhibit acceptable behavior in the programs, they could be transferred to another facility.

These specially designed field units would permit expansion of other limited programs in addition to academic and vocational programs. To the extent possible, apprenticeship programs linked with vocational programs could be provided. College courses could be offered at these facilities where a sufficient number of inmates interested in additional education could pay for and receive college-level instruction. A stable base of community and inmate volunteers could be recruited to provide literacy tutorials. Community resources could also be developed around these field units where inmates could continue their education or training upon their release.

By designating "education mission" field units in different regions of the State, DOC could also continue to meet regional road quotas. The road quotas could be distributed to the other field units in the region or even to units in an adjacent region as currently practiced. Moreover, inmates requesting transfers to be near family could do so without sacrificing the opportunity to receive educational services.

The field unit DCE principal supports the "special mission" field unit option. Most field units confine no more than approximately 100 men; it is difficult to maintain an educational program even if a third of the population participate (the average in major adult facilities). However, if certain field units were filled with inmates desiring to participate in educational programs, there would be sufficient enrollments to support a number of educational programs.

Recommendation (26). DCE and DOC should develop and implement a plan to expand the availability of education programs to inmates confined in field units. DCE and DOC should consider options such as: (1) offering night classes more frequently, (2) increasing the use of staff and facilities during the day, (3) expanding the current program at Capron to other facilities where

inmates are transported from field units to attend classes at major institutions, and (4) designating an education mission for a limited number of field units in different regions of the State.

CONCLUSION

Educational programs in correctional field units are limited, although approximately one-fourth of the adult inmates are confined in the 25 units located throughout the State. By expanding the amount of instructional time, the number of classes, and types of educational programs, DCE can provide inmates relatively close to release with education and training that might enable them to successfully return to the community. By expanding the use of available space for instruction purposes and developing institutional supports for education (such as good conduct allowances, education components of program plans, and educational missions for some field units), DOC can assist DCE to achieve rehabilitation goals of the State correctional system.

IV. JUVENILE LEARNING CENTERS

The Department of Correctional Education (DCE), along with other State agencies that have custody of children, are required by State Department of Education (DOE) regulations to provide:

an educational program for all students through age 21, comparable to that provided in the public day schools and designed so that each student shall be qualified for further training and/or employment.

State law also requires that children through age 16 attend school. The Department of Corrections (DOC) requires all youth confined in the learning centers to attend school, including those above age 16.

A total of 162 full-time and 33 wage (P-14) positions are currently maintained by DCE to provide education programs in the learning centers 12 months of the year. The Department of Corrections provides and maintains 155 classrooms and offices for DCE's use in the seven learning centers and the Reception and Diagnostic Center.

To evaluate effective utilization of DCE programs in the juvenile learning centers, JLARC assessed DCE's use of staff and facilities to reach the incarcerated youth population, achieve educational goals, and integrate educational programs as an important part of youth confinement. DCE appears to be providing educational programs to incarcerated youth comparable to public school programs, and meeting program goals. However, to maintain DCE's programs as an integral part of the juvenile correctional system, DCE and DOC will need to ensure that youth are placed in appropriate programs while incarcerated, particularly in special education programs. Almost half of the learning center population is comprised of handicapped youth who are eligible for special education services.

In general, DCE staff and classroom facilities in the learning centers are adequate. A few instructional positions might be abolished, however, without significantly increasing the number of students per class and without exceeding DOE staffing standards. A few non-instructional positions might also be abolished by realigning responsibilities. Although space is more limited in some learning centers than others, no youth are denied access to programs because of insufficient space.

PROGRAMS AND ACCOMPLISHMENTS

At all juvenile learning centers, DCE offers the same core curriculum; it is similar in many respects to a public school's curriculum.

Additions to this curriculum are based upon the age range of the youth typically confined in each facility. Facilities for younger offenders offer some electives similar to those offered in public schools such as art and music. Facilities for older youth offer GED instruction for students not expected to return to the public school, and additional hours of vocational training.

DCE has reached some of its educational goals for its youth school programs. Joint efforts by DCE and the Department of Corrections to improve attendance have been successful, although attendance needs to be more closely monitored. DCE also appears to be meeting its goals for grade level gains and vocational course completions.

Types of Programs

DCE attempts to provide academic and vocational courses comparable to those provided in the public schools. In addition, DCE also offers General Education Development (GED) classes in learning centers that typically confine older youth. Special education and social skills instruction is provided in all of the learning centers (Table 15).

Academic Classes. DCE generally offers the same basic academic subjects that public schools offer: reading, language arts, math, library skills, health, and physical education. In the two learning centers for younger boys (Barrett and Hanover) DCE also offers electives in music, and arts and crafts. Bon Air, a facility that confines girls of all ages, also offers similar electives. The intent of DCE is to provide some continuity between the public school programs that the youth left and to which they will presumably return. Other than the few electives, the academic classes concentrate upon fundamental subjects: language arts, reading, and math. Sciences, such as biology, chemistry, and natural science, are no longer taught in the learning centers.

General Education Development. The DCE schools at Appalachian, Beaumont, Bon Air, and Natural Bridge also offer GED classes. These classes are generally for youth above the age of 16 who will not be required to return to school and who are not expected to return. By passing the GED examination, youth receive the equivalent of a high school diploma. Now that the age range of the youth housed at Hanover is increasing, DCE will need to consider offering GED classes at that facility also. Some students at Oak Ridge may also benefit from GED instruction.

Vocational Courses. Vocational courses in the youth schools are structured according to the same "competency based" curriculum used for vocational courses in the adult schools. Students must master a specific sequence of skills in each trade area to advance in the program. However, a "pre-vocational" certificate is awarded after youth master fundamental skills. In contrast, inmates in adult institutions earn "vocational certificates" by mastering higher-level skills.

All learning centers offer vocational courses. The larger schools, such as Beaumont with a population of over 200 youth, offer nine different courses. Oak Ridge offers a choice of two vocational courses to its 36 confined youth. At schools for older boys (Appalachian, Beaumont, and Natural Bridge) students remain in vocational classes for half of the day. In the Barrett, Bon

Table 15

DCE ACADEMIC AND VOCATIONAL PROGRAMS
IN THE LEARNING CENTERS

<u>Facility</u>	<u>Academic</u>	<u>Vocational</u>
Appalachian	Math, Health/PE, Social Skills, GED, Reading, Language Arts, Special Education	Building Maintenance, Welding, Auto Servicing, Masonry
Barrett	Social Skills, Language Arts, Math, Art, Music, PE, Special Education	Woodworking, Food Service
Beaumont	Language Arts, Math, Social Skills, PE, Reading, GED, Special Education	Welding, Woodworking, Auto Body and Fender Repair, Interior/Exterior Painting, Small Engines, Building Maintenance, Masonry, Auto Mechanics
Bon Air	Social Skills, GED, Special Education, Math, PE, Language Arts, Music, Arts & Crafts	Commercial Sewing, Food Service, Occupational Child Care, Office Services, Cosmetology, Nurse's Aide
Hanover	Language Arts, Math, Social Skills, Health/PE, Art, Music, Special Education	Career Education, Small Engine Repair, Woodworking, Building Maintenance
Natural Bridge	Math, Reading, Language Arts, Health/PE, Social Skills, Special Education, GED	Masonry, Auto Service, Woodworking, Building Maintenance, Barbering*
Oak Ridge	Health/PE, Reading/Language Arts, Library, Math/Social Skills, Art	Fast Foods, Building Maintenance/Repair
Reception & Diagnostic Center for Children	Educational evaluations on all students, special education eligibility determinations.	

*Barbering will soon be phased out.

Source: JLARC interviews with DCE teachers and principals.

Air, Hanover, and Oak Ridge schools, students take these classes for approximately one hour per day during a regular class period.

Special Education. DCE is required by State and federal law to identify and provide appropriate services to handicapped youth through the age of 21. DCE is attempting to meet these requirements by providing special education services in all seven of the learning centers. In fiscal year 1985, 45 percent of youth entering the juvenile learning centers were eligible for special education. As discussed in a subsequent section, additional efforts might be necessary to fully comply with special education requirements.

Social Skills. Chapter I of the Federal Education Consolidation and Improvement Act of 1982 provides funds for social skills classes offered to youth through the age of 21. These classes include topics such as family living skills, money management, job acquisition skills, sex education, and drug education. This social skills curriculum is taught as a separate class in six of the learning centers. In the seventh, Oak Ridge, the topics are currently taught by the math teacher.

The teachers' salaries and all materials associated with the class are paid with federal funds when the social skills course is offered separately. At Oak Ridge, this course is not taught by a teacher designated exclusively as a social skills teacher. Therefore, the math/social skills teacher is paid through State rather than federal funds.

Level of Participation

All youth in the learning centers are required to enroll in DCE's education programs. However, the extent to which DCE's programs are actually reaching youth in the learning centers can be judged by attendance rates. Attendance rates have remained stable and above 90 percent at most learning centers in recent years. Attendance rates at Appalachian and Oak Ridge are somewhat lower, however (Table 16).

DCE and the Department of Corrections have attempted to identify and address interferences with school attendance. Additional efforts to consistently calculate and monitor attendance are necessary, however.

Mandatory Enrollment and Attendance. Section §22.1-254 of the *Code of Virginia* requires that all children up to age 17 attend school. Moreover, the Department of Education regulations require that all State agencies with custody of children provide education programs for students through age 21 comparable to public school programs. Complementing these requirements, the Department of Corrections supports education of incarcerated youth by requiring that all youth placed in their custody attend the DCE schools in the juvenile learning centers.

Efforts to Improve Attendance Rates. In the past, DOC frequently released students late or pulled them from classes to perform work details such as cleaning cottages, unloading trucks, and maintaining facility grounds. DOC would also keep them out of classes for less important activities such as haircuts. DCE and DOC have attempted to ensure that these less important

Table 16

AVERAGE DAILY ATTENDANCE IN JUVENILE LEARNING CENTERS
(FY 1983 - FY 1985)

<u>Learning Center</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
Appalachian	89%	81%	85%
Barrett	91%	92%	93%
Beaumont	97%	98%	98%
Bon Air	95%	96%	95%
Hanover	94%	95%	94%
Natural Bridge	95%	94%	95%
Oak Ridge	91%	95%	86%

Source: DCE principals' attendance reports.

activities and work details do not prevent youth from promptly attending all classes.

In interviews with JLARC, all of the DCE principals at the learning centers reported that work and less important activities no longer interfered with school. The most frequent interferences were cited at Appalachian Learning Center (ALC), where approximately six students are pulled from class once a month to help unload the large monthly food shipment to the facility. The principal at ALC did not consider this a problem; he reported that these interruptions were minimal when compared to former practices.

Counseling, medical, probation, and other professional appointments are usually scheduled during the day, however. DCE staff report that they consider many of these disruptions unavoidable. In some instances, DOC has attempted to schedule these appointments at times that do not conflict with classes. For example, at Bon Air group counseling meetings are scheduled during lunch.

Monitoring Attendance Rates. Although student attendance is reportedly good, DCE does not have an accurate method for monitoring attendance at each learning center. A consistent method for recording student attendance is necessary so that DCE and DOC can monitor the success of their efforts to minimize scheduling conflicts that prevent students from attending school.

Student attendance is currently recorded in a different manner at each of the seven learning centers:

If a student at Bon Air is present any time during the day, she is counted as in attendance. If the student leaves for

a school activity, such as camping, she is also counted as in attendance.

At Beaumont, excused absences are counted as in attendance if absent for only one day. If the student leaves for a 30-day pass, the student is counted as absent.

Students at Natural Bridge are counted as in attendance if present at either the morning or noon count. Students are counted as absent if out for an "extended period of time" during the day. A student absent for 30 minutes will not be counted absent, but a student absent for three hours will be counted absent. The principal has no precise definition of an "extended period of time."

At Barrett, students must be present for the entire day to be counted as present.

Students at Appalachian must be present at both the 8:30 and 11:40 counts to be counted as in attendance. They also must be in school for more than half of the morning.

Students are counted as in attendance if present for either the beginning or end of day count at Hanover.

Students at Oak Ridge are counted as in attendance if present any time during the day.

Recommendation (27). DCE and the Department of Corrections should continue their efforts to minimize scheduling conflicts that prevent students from promptly and regularly attending school in the learning centers. To accurately measure their success, DCE should adopt and implement a consistent procedure for recording student attendance.

Achieving Program Goals

Effective utilization of DCE's programs can also be assessed by examining the accomplishment of educational goals. DCE appears to be accomplishing its goals to advance students an average of one grade level for each year of instruction. Efforts to meet course completion goals have been more successful in vocational than in academic areas.

Educational Advancement. In its efforts to provide education comparable to that provided in public schools, DCE sets grade-level advancement goals for its youth schools. Attempting to achieve the advancement rate for the typical public school student, DCE sets an average of one grade level increase for each year of instruction as the advancement goal. Few youth remain in the learning centers for a year; consequently, DCE generally attempts to achieve an average grade increase of one month for each month of incarceration.

DCE appears to be meeting its grade-level advancement goal as measured by the pre-test and post-test that DCE staff administer. In fiscal

year 1985, 52 percent of the youths' grade levels in reading increased one month for each month between the pre-test at entry and the post-test upon leaving the learning centers. In math, 54 percent of the youths' grade levels in math increased at least one month for each month of confinement. In spelling, 48 percent increased at or above this monthly rate (Table 17).

Table 17

ACHIEVEMENT OF GRADE-LEVEL ADVANCEMENT GOALS

(Youths Achieving Below and At-Or-Above a Grade-Level Increase of One Month for Each Month of Incarceration - FY 1985)

Length of Stay (Months) ¹	Reading		Math		Spelling	
	Below (%)	At or Above (%)	Below (%)	At or Above (%)	Below (%)	At or Above (%)
3	5 (71%)	2 (29%)	1 (14%)	6 (86%)	2 (29%)	5 (71%)
4	24 (57%)	18 (43%)	17 (40%)	25 (60%)	23 (55%)	19 (45%)
5	31 (56%)	24 (44%)	24 (44%)	31 (56%)	36 (65%)	19 (35%)
6	14 (36%)	25 (64%)	20 (51%)	19 (49%)	22 (56%)	17 (44%)
7	10 (36%)	18 (64%)	15 (54%)	13 (46%)	11 (39%)	17 (61%)
8	7 (50%)	7 (50%)	7 (50%)	7 (50%)	6 (43%)	8 (57%)
9	1 (11%)	8 (89%)	5 (56%)	4 (44%)	2 (22%)	7 (78%)
10	2 (67%)	1 (33%)	2 (67%)	1 (33%)	1 (33%)	2 (67%)
TOTAL	94 (48%)	103 (52%)	91 (46%)	106 (54%)	103 (52%)	94 (48%)

¹In FY 1985, the intervals between pre- and post-tests ranged from 3 to 10 months.

Source: Department of Corrections.

Although DCE appears to be meeting its educational advancement goals, the actual grade level increases should be considered estimates. The principal at the Reception and Diagnostic Center reports that most but not all are tested upon their release. For example, some are "pre-released" for home visits and never return, so they miss the post-test. The effect of their scores on the averages is uncertain. Moreover, the test DCE uses for the pre-test and post-test (Wide Range Achievement Test) does not have the necessary precision to measure slight grade level increases when readministered within a short time frame. All of the youths tested upon release in fiscal year 1985 were incarcerated for less than a year; some stayed only three months.

Achieving Completion Goals. Since 1982, each executive branch agency has set annual agency goals with the Governor in an "executive agreement." As part of its executive agreement, DCE set course completion

goals for its youth education programs, in terms of the number of GED and vocational certificates students would earn.

DCE has fallen short of its GED goals for fiscal years 1983 through 1985. In 1985, DCE came the closest to achieving its GED goals for youth -- missing by eight. In 1982, 20 percent of the youth enrolled in DCE programs completed their GEDs. In 1983 and 1984, DCE set its goals at 21 percent and 23 percent of youth enrollments. Unable to achieve these goals, DCE decided that a "maintenance of effort" was reasonable and set its 1985 goal at 20 percent of the academic capacity -- the rate achieved in 1982 (Table 18).

Table 18

PROGRAM COMPLETION GOALS
AND ACCOMPLISHMENTS FOR YOUTH SCHOOLS

	Fiscal Year		
	<u>1983</u>	<u>1984</u>	<u>1985</u>
<u>Academic Completions</u>			
GED goals	164	180	157
GED completions	<u>150</u>	<u>154</u>	<u>149</u>
Difference	-14	-26	-8
<u>Pre-Vocational Completions</u>			
Certificate goals	603	619	611
Certificate completions	<u>615</u>	<u>585</u>	<u>625</u>
Difference	+12	-34	+14

Source: 1982-84 and 1984-86 DCE executive agreements and monitoring reports.

DCE has been more successful in achieving its vocational certificate goals. In two of the last three years, DCE has granted more vocational certificates than it set as the youth goals. In 1983, DCE expected 77 percent of the vocational student capacity to receive certificates -- a goal set at one percent above the former year. In 1984, DCE set the pre-vocational certificate goal at 79 percent of the student capacity and did not achieve this goal. The 1985 goal was subsequently set lower, at 78 percent; the number actually earned exceeded the goal by 14 certificates. In the next chapter of this report, JLARC recommends adjustments in the way DCE central office staff establish course completion and instructional quality goals with the school principals.

PROGRAM INTEGRATION

Educational instruction is the major daytime activity for youth confined in the learning centers, and DCE staff are an important part of the treatment teams at all juvenile learning centers. A DCE representative (usually a teacher), a DOC counselor, and a DOC cottage supervisor (security staff) comprise the treatment team that develops a program plan for each incarcerated youth.

To be effectively utilized, however, DCE programs must provide continuity with public school education and meet rehabilitative purposes for the juvenile correctional system. Additional efforts to place students in appropriate programs, provide special education services, and facilitate youths' return to the community are necessary. Moreover, if the Department of Corrections adopts a form of determinate sentencing for youth as planned, DCE will need to expand and develop new programs to accommodate older youth confined for longer periods of time.

Student Placement

When youth are received at the Reception and Diagnostic Center (RDC), DCE is responsible for educational testing. In approximately 90 percent of the cases, however, school records and other education information have not been forwarded by the public schools. Placement decisions are hindered by the absence of this information. To facilitate placement in appropriate education programs, DCE also needs to conduct more thorough vocational testing than currently conducted.

Transfer of Information Upon Commitment. Although useful for identifying educational needs and facilitating placement decisions, school records are often incomplete or unavailable at the time a student enters RDC and even upon placement in the learning center. DCE evaluators at the RDC or staff at the learning center schools must spend unnecessary time in requesting and compiling this information. These records should be part of the commitment documents when DOC receives custody of the youth. State law requires prompt and complete transfer of records. *Section §16.1-287 of the Code of Virginia* states:

whenever the court commits a child to the Department of Corrections, or to any other institution or agency, it shall transmit with the order to commitment copies of the clinical reports, predisposition study and other information it has pertinent to the care and treatment of the child. All local school boards shall be required to furnish the Department promptly with any information from its files which the Department deems to be necessary in the classification, evaluation, placement, or treatment of any child committed to the Department.

According to the Assistant Superintendent for Support Services at RDC, all youth must have a commitment order and an updated social history prior to commitment to the Department of Corrections. However, he estimates

only one out of 10 youths may have education material as a part of their records. If present in the records, this information is usually a one or two page summary included in the social history by a probation officer.

At the time of a youth's commitment, the court service unit sends a letter to the public school that the youth attended to request that the school send the school transcripts to RDC. Often DCE evaluators must repeat this request before the transcripts are sent. The DCE principal at RDC reported that cooperation in promptly sending school transcripts varies among school divisions.

Recommendation (28). DCE should assist DOC to identify the standard types of educational records, education-related reports, transcripts, and test results that are needed to facilitate educational placement decisions in the learning centers. DOC court service units should ensure that these records are included in the commitment documents for every youth at the time custody is transferred to DOC.

Vocational Testing and Placement. DCE conducts only limited vocational testing of students and employs no systematic method for placement in classes. DCE does not administer a test for vocational aptitudes or motor abilities such as eye-hand coordination. DCE staff at RDC currently administer a vocational interest inventory but the results have little impact on student placement when they are sent to the learning center.

Placement in vocational courses varies among learning centers, but most decisions are not based on assessment of the students' abilities. For example, girls at Bon Air are placed in vocational classes wherever space is available, whereas youths at Appalachian select a vocational course after spending 3 or 4 days in each. Older youths, in particular, should receive more thorough vocational testing as plans are made to provide them with skills to use in the community. DCE staff at Beaumont are beginning to administer vocational tests.

As subsequently discussed in the staffing section of this chapter, DCE could transfer the vocational evaluator from Beaumont to the RDC. In this manner, the evaluator could be used to administer vocational tests to all older youths who will be placed at Appalachian, Beaumont, Natural Bridge, or Bon Air.

Recommendation (29). DCE should conduct more thorough testing of older youths' vocational aptitudes and abilities and evaluate the entry-level aptitudes, motor and conceptual skills necessary for vocational offerings at the learning centers. These results should be used to aid vocational placement decisions and revise course curriculums as necessary to accommodate student needs and abilities. To initiate more thorough vocational testing at the Reception and Diagnostic Center (RDC), the vocational evaluator position at Beaumont should be transferred to RDC.

Special Education

As diagnosed by DCE or other schools, almost half (45 percent) of the population confined in the juvenile learning centers is handicapped and is therefore eligible for special education services required by State and

federal law. DCE only began to implement comprehensive plans for providing special education in the learning centers in 1981. DCE is gradually complying with legal requirements and Board of Education standards.

In general, the training of the teachers and the type of instruction available at each learning center dictates how special education will be provided. DCE attempts to meet the special education needs of each eligible youth with its available resources, but the type of services provided may not necessarily be the most appropriate for the youth.

Legal Requirements and Standards. Public Law 94-142 (1975) and Section §22.1-214 of the *Code of Virginia* require all State institutions with custody of children to identify and provide appropriate services to the handicapped through age 21. Interpreting the intent of State and federal law, the Board of Education establishes standards for special education in State institutions. For example, these standards establish that teachers should be certified in areas related to the handicap of the youth, and the number of students per teacher cannot exceed certain ratios based on type of handicap.

Provision of Special Education at Each Facility. DCE attempts to meet the individual needs of each handicapped student. However, they do not always have the appropriate instructional method or teacher qualifications at each facility to provide the most appropriate services.

Special education instruction is provided in three general methods: (1) in a "mainstream" approach where some individualized instruction occurs within a classroom with other non-handicapped students, (2) in a "resource room" where students attend classes for individualized instruction in a few subject areas but attend other classes with the general population, and (3) in a "self-contained" classroom where students receive individualized special education services for the entire day (but usually attend health and physical education classes with other students). State and federal law require handicapped youths to be taught in the least restrictive environment appropriate to their needs.

Although the "self-contained" instructional method is the most "restrictive" of the three instructional methods, nonetheless it is often appropriate for students who have multiple handicaps, have different handicaps than most other students, or require concentrated and individualized instruction in a number of areas. Three of the seven learning centers (Appalachian, Bon Air, and Natural Bridge) do not offer self-contained classes in special education (Table 19).

According to Board of Education standards, teachers should also be trained in the areas they teach. Teachers should have endorsements that correspond to the mentally retarded, emotionally disturbed, or learning disabled students they teach. In fiscal year 1985, 26 percent of the youth entering the juvenile learning center were diagnosed as emotionally disturbed. In September 1985, only 3 (4 percent) of a total of 74 academic teachers in the learning centers were endorsed to teach emotionally disturbed students.

Further, four learning centers (Appalachian, Barrett, Beaumont, and Natural Bridge) had no teachers endorsed to teach emotionally disturbed youth

Table 19

SPECIAL EDUCATION TEACHERS AND METHODS, BY FACILITY, FY 1985

Facility	Total Number of Academic Teachers	Number of Special Education Positions	Number and Type of Endorsement	Additional Teachers Endorsed in Special Education	Class Structure
Appalachian	5	1*	--	0	Resource Room
Barrett	13	4	4 MR	2 (MR)	Self-Contained, Resource Room
Beaumont	18	4	2-MR, 1 LD, 1 MR & LD	0	Self-Contained, Resource Room
Bon Air	12	3**	1 MR, 1 ED	0	Resource Room
Hanover	17	6	4 MR, 1 ED, 1 MR & LD	1 (MR)	Self Contained, Resource Room
Natural Bridge	5	1	1 LD	0	Resource Room
Oak Ridge	<u>4</u>	<u>2</u>	1 MR, 1 ED	<u>0</u>	All programs considered to be Special Education
GRAND TOTAL	74	21		3	

*1 Special Educational position vacant.

**1 teacher working toward special education endorsement

Disability endorsements: MR = Mentally Retarded, LD = Learning Disabled, ED = Emotionally Disturbed

Source: JLARC survey of DCE principals and teachers. DCE Personnel Office.

despite the presence of youth with this handicap in their schools. In October 1985, 55 emotionally disturbed youth were confined at Beaumont, 37 were confined at Barrett, 16 at Appalachian, and 9 at Natural Bridge.

Efforts to Employ Special Education Teachers. DCE reports that the difficulty in attracting and retaining qualified special education teachers is due, in part, to salary and work conditions. The average salary of DCE teachers was \$21,059 in fiscal year 1985; the average salary of public school teachers was \$21,272 as estimated by DOE. Moreover, DCE teachers are required to work 12 months per year instead of the usual nine months under the public school schedule. Most students in DCE schools have behavioral problems and are difficult to work with.

DCE is encouraging its teachers to enroll in necessary classes to obtain special education endorsements. Until DCE can provide appropriately endorsed teachers at each facility, DCE must file a report each year with the Department of Education to obtain a waiver for these endorsement requirements. They must also demonstrate that teachers are receiving the required amount of training each year as they move toward their endorsements.

Placement of Handicapped Youth. Until all facilities are more capable of providing the range of special education services that incarcer-

ated youth may require, DOC will need to consider in their placement decisions what DCE offers at each facility. When deciding in which facility to place juveniles, DOC considers a number of factors, such as age, sex, and behavior. To ensure compliance with State and federal laws, however, DOC must also attempt to place each handicapped youth in a learning center where DCE provides the appropriate special education services.

DOC also operates a separate program apart from the learning centers where no special education services of any type are provided. DOC operates a "Bridge Program" adjacent to the grounds of the Natural Bridge learning center. The purpose of this program is to develop independent living skills for approximately eight youth. They reside in a log cabin in the woods for an average of four months, but some stay as long as one year.

To participate in this program, youth must be reading on at least a fifth-grade level. However, some could still need special education services. In October 1985, two students diagnosed as learning disabled were in the program. As the program is presently structured, they would not receive special education services while in this program.

Department of Education Oversight. The Department of Education conducts an administrative review of the DCE schools every two years. The purpose of the review is to determine if DCE is complying with State and federal special education laws. For example, DOE checks on the endorsements of teachers, the development of the Individual Education Program (IEP), maintenance of files in a confidential manner, and other items to ensure that DCE is in full compliance with special education laws. If DCE receives a citation for a violation in any area, a corrective action plan must be submitted to DOE. DOE then reviews DCE's compliance with the corrective action plan.

DCE began identifying and providing special education services in the learning centers in 1981. Only three learning centers (Hanover, Bon Air, and Beaumont) have been reviewed by DOE. DOE found violations of laws or standards in each of the three learning centers in areas such as: providing less than a 5 1/2 hour school day, failing to appropriately "mainstream" mentally retarded students, inadequately developing measures of IEP educational goals, not making necessary efforts to obtain parental consent, and not adequately involving parents in planning and evaluating their children's educational programs. DCE has submitted corrective action plans to DOE.

DOE temporarily suspended its evaluations to allow DCE to take corrective action. The administrative reviews resumed in September 1985. Based upon the need for teachers with emotionally disturbed endorsements and self-contained classes at some facilities, it is possible that DCE will not be found in compliance with all special education requirements.

Recommendation (30). DCE should continue its efforts to comply with special education laws and standards. Particular emphasis should be placed on recruiting special education teachers endorsed, at a minimum, to teach emotionally disturbed students, and providing self-contained classes to youth required by their Individual Education Program to receive these services.

DCE and the Department of Personnel and Training should evaluate and revise the pay scales for DCE teachers based on their full-year

employment. Until the DCE school at each facility can provide the range of appropriate special education services, DOC should attempt to avoid placing educationally handicapped youth in facilities where appropriate services are unavailable.

Support for Institution-to-Community Transition

Although youth are typically confined in the learning centers for less than a year, DCE and DOC could more systematically assist youth in finding productive employment upon their return to the community. During fiscal year 1985, 53 percent of the youth entering the juvenile learning centers were age 16 or older. All of these youth will be eligible to work when they return to the community -- in part-time jobs even for those returning to school. Yet opportunities to work in the learning centers are limited, and a formal work-release program is restricted to a maximum of 18 youths (all females from Bon Air).

DCE's vocational programs are the principal source of work-related training that youth receive in the learning centers. However, they cannot gain on-the-job experience and opportunities to practice their vocational skills as part of the incarceration and "rehabilitative" process. These opportunities are particularly important for older youth that will most likely seek employment upon their release.

In interviews with JLARC, the DOC superintendents and DCE principals at the seven learning centers reported a need for work opportunities for incarcerated youth. Some facilities, such as Appalachian and Natural Bridge, have had a type of work-release program in the past. At Appalachian, for example, federal funds supported a program in which DOC provided transportation to community jobs and DCE provided vocational training. When the federal funds expired, the program was terminated.

DCE and DOC should retain their emphasis on providing basic academic skills to juveniles in the learning centers. For youth who return to school programs in their communities, DCE's academic classes ensure that youth continue to receive instruction while incarcerated. For youth who do not return to another school program, DCE's academic classes might be the last opportunity for them to acquire basic reading, writing, language, and math skills. However, for older youth who have completed the equivalent of a high school diploma or are enrolled in a GED program, DCE and DOC could explore a work-training linkage as a supplementary educational program.

Recommendation (31). DCE and DOC should develop a plan for expanding work programs for older incarcerated youth who have received the equivalent of a high school diploma or who are studying to complete a GED program. DCE should provide the vocational training component of the programs.

Plans for Minimum Sentence Lengths for Youth

The Department of Corrections is planning a major revision in the State's juvenile justice system. As early as 1986, DOC plans to implement a

form of determinate sentencing for youth. Under this plan, youths would be confined for a minimum duration based upon the severity of their current offenses and their previous history of offenses. The length of stay in the learning center could be extended beyond the minimum sentence length for poor behavior while confined.

DOC anticipates that the characteristics of the learning center population will change as this plan is implemented. Generally, the population might be composed of more older youths who are incarcerated for longer periods of time.

If the type of youth and the mission of each correctional facility changes, DCE will need to adjust its programs. GED and vocational programs may need to be expanded to accommodate more older youths who will not be returning to public schools. New programs, such as the apprenticeship program, will also need to be explored. Older youths sentenced for longer than a year would be eligible for apprenticeship programs if DOC provided related work opportunities.

DOC will need to seek legislative approval for this major revision to the juvenile justice system. Although §16.1-285 authorizes DOC to discharge a child from its custody in accordance with the policies of the Board of Corrections and other laws, this section specifically states: "all commitments under the law shall be for an *indeterminate* (emphasis added) period having regard for the welfare of the child and interests of the public." Before implementing the new classification plan, DOC will need to seek legislative authorization through an amendment to this statute.

Recommendation (32). The Department of Corrections should include DCE in its plans to implement a minimum length of stay classification system for the juvenile learning centers. DCE should develop its own plans to expand and develop programs for more older youths who are expected to eventually predominate the learning center population if the new classification plan is implemented.

Recommendation (33). The Department of Corrections should also request legislative authorization for its plan, to introduce a form of determinate sentencing for youth, through an amendment to section §16.1-285 of the *Code of Virginia*.

ADEQUACY OF STAFF AND FACILITIES

DCE employs a total of 162 teachers, principals, evaluators, librarians, secretaries, and other special positions in the juvenile learning centers. Of these positions, 68 percent are actually instructing classes within the school. Wage (P-14) positions account for an additional 33 positions. DCE staffing levels have not significantly changed over the last 10 years, although the population in the learning centers has declined by 27 percent. Rather than adding instructional personnel to meet DOE's standards for student-teacher ratios, DCE is gradually achieving these standards due to declines in the learning center population.

JLARC examined several factors that affect the need for DCE staff. In general, the learning centers appear to be adequately staffed, although a few DCE positions might be eliminated or duties reassigned.

The Department of Corrections provides 107 classrooms and 48 offices for DCE personnel in the seven learning centers and the Reception and Diagnostic Center. DCE's facilities adequately accommodate the current student population.

Factors Affecting Need for Staff

Several factors affect the number of DCE staff needed at each facility. These factors include: staffing levels required by the Board of Education, DCE's responsibility for providing security during the day at the learning centers, the population size, class coverage during teacher absences, and course offerings comparable to public schools.

Board of Education Staffing Standards. The Board of Education sets requirements for student-teacher ratios for all State institutions and additional requirements specifically for DCE. Section 6(b) of the board's rules and regulations states:

The Rehabilitative School Authority [DCE] shall maintain a ratio no greater than an average of one teacher and one aide for every 10 students.

DOE staff who are responsible for monitoring institutional schools reported to JLARC that they do not monitor this overall staffing standard for DCE. However, they do monitor DCE's compliance with special education requirements that specify student-teacher ratios in classes where educationally handicapped students are taught. The standards for emotionally disturbed and mildly and moderately retarded students are the same as the overall staffing standard for DCE: no more than 10 students per one teacher and one aide. If no aide is provided in the classroom, the student-teacher ratio is 8 to 1 for classes with emotionally disturbed youth. The overall staffing standard for DCE contains no provision for student-teacher ratios without aides.

The Board also establishes minimum supervision requirements. Staffing standards require a principal, supervisor, or educational director for the educational program be provided at each school and institution. DCE's school principals at the learning centers satisfy this requirement.

Dual Security Role. Whereas DCE staff in adult institutions strictly provide instruction, DCE staff in the learning centers are expected to serve as the primary security force during the day. Because students are attending school most of the day, DCE teachers are held accountable for the safety and security of the students. They must ensure that students do not run from the learning center grounds. DCE teachers must also prevent students from harming themselves and one another. DOC provides only a few security supervisors during the day at the learning centers.

Staffing levels are affected not only by the need to maintain security but also in some cases to have sufficient coverage to replace injured teachers.

The principal at Beaumont, for example, reported that approximately six staff members miss classes each year as a result of injuries they receive breaking up fights or from a direct assault. Teachers are struck by students at Beaumont more frequently than at the other learning centers. The most fights between students in school occur at Barrett (Table 20).

Table 20

DISCIPLINE IN THE LEARNING CENTERS

<u>Facility</u>	<u>Number of Incidents Where Students Strike Other Students</u>	<u>Number of Incidents Where Students Intentionally Strike Teachers</u>	<u>Number of Incidents Where Teachers are Struck While Breaking Up Fights</u>
Natural Bridge	4-8 per month	1 per year	3-4 per year
Oak Ridge	1 per month	2-3 per year	0
Appalachian	2 per month	3 in last year	10 per year
Bon Air	1 every 2 months	0	0
Beaumont	2-3 per month	0	4-5 per year
Hanover	5 per month	2 per year	4 per year
Barrett	5-6 per month	3-4 per year	2-3 per year
RDC	0	0	0

Source: JLARC interviews with DCE principals and teachers.

Size of the Population. Due to mandated staffing ratios and security requirements, the need for DCE staff is directly affected by the size of the youth population. Beaumont employs 42 full-time and nine wage (P-14) staff to provide instruction and security during the day for 200 youths, while DCE has eight full-time and four P-14 positions at Oak Ridge where 36 youths are confined.

Class Coverage During Teacher Absences. Whereas DCE adult schools often cancel classes when a teacher is absent, the youth schools must continue to provide mandated instruction every day. Most facilities use substitute teachers, but also utilize instructional assistants and other teachers to instruct classes during the regular teachers' absences.

Providing Comparable Courses. In its effort to provide education comparable to public schools, DCE offers the same core academic subjects at all facilities and at least two vocational choices. DCE usually provides at least one separate teacher for each subject area. At the larger facilities such as Beaumont, two or three teachers are usually assigned to each subject area. In the smallest facilities, Appalachian and Oak Ridge, some teachers instruct multiple subjects.

Adequacy of Staff

In general, the number of positions that DCE assigns to the learning centers appears adequate. Recommended staffing changes in the following descriptions of each type of position would result in a net decrease of six staff. These changes include:

- at Beaumont, a reduction of two vocational teacher positions, conversion of an academic teacher to an instructional assistant, and assignment of the vocational evaluator to the Reception and Diagnostic Center;
- a reduction of one vocational teacher position (currently vacant) at Bon Air;
- a reduction of two vocational teacher positions at Hanover;
- assignment of the DCE special activities supervisor at Natural Bridge to the Department of Corrections; and
- an addition of the vocational evaluator to the DCE staff at the Reception and Diagnostic Center.

Total DCE staff assigned to the learning center would decrease from 195 to 189 staff (Table 21).

Academic Teachers. All the learning centers have an average of 10 or fewer students per academic teacher except Beaumont, where the ratio is 11

Table 21

SUMMARY OF STAFFING CHANGES IN THE JUVENILE LEARNING CENTERS

Learning Center	Current Level ¹ (Changes)					Totals	
	Teachers	Administrative	Clerical	Other	P-14	Current	Recommended
Appalachian	9	1	0	1	2	13	13
Barrett	16	2	1	2	4	25	25
Beaumont	30 (-3)	3	3	6	9	51	48
Bon Air	18 (-1)	2	1	4	8	33	32
Hanover	22 (-2)	2	1	3	2	30	28
Natural Bridge	9	1	1	4 (-1)	2	17	16
Oak Ridge	6	1	1	0	4	2	12
R & D Center	0	1	1	10 (+1)	2	14	15
TOTALS	110 (-6)	13	9	30	33	195	189

¹As of September 1985

Source: JLARC analysis of the adequacy of DCE personnel.

to 1. At Appalachian, where the most difficult youths are typically confined, DCE maintains the lowest student-teacher ratio (6 to 1). One teacher aide is employed at Appalachian; the largest number of aides (11) are employed at Beaumont (Table 22).

Table 22

AVERAGE ACADEMIC STUDENT-TEACHER RATIOS
AND AIDES IN DCE YOUTH SCHOOLS (FY 1985)

<u>Learning Center</u>	<u>Total Number of Academic Teachers¹</u>	<u>Average Monthly Academic Enrollment</u>	<u>Average Number of Students per Class</u>	<u>Number of Aides</u>
Appalachian	5	31	6	1
Barrett	13	101	8	5
Beaumont	18	197	11	11
Bon Air	12	125	10	9
Hanover	17	132	8	3
Natural Bridge	5	52	10	3
Oak Ridge	<u>4</u>	<u>36</u>	9	<u>4</u>
TOTAL	74	674		36

¹Does not include librarians or educational evaluators who do not provide instruction.

Source: DCE personnel and enrollment reports.

Department of Education (DOE) staff reported that they do not monitor DCE's compliance with the overall staffing standard (no more than 10 students per one teacher and one aide) except to the extent that DCE complies with special education requirements. DOE measures compliance with these requirements through on-site observation of the actual number of students in each class for handicapped youth.

DOE found no violations of the required number of teachers or aides in its 1981 reviews of three learning centers, nor did DOE find any violations of these staffing requirements in Beaumont when administrative reviews were resumed in September 1985. The extent to which DCE is complying with special education staffing requirements in the other six learning centers and the need for staff will depend upon DOE's subsequent reviews of those facilities.

Because DOE monitors only compliance with special education staffing requirements, it appears that the overall staffing standard (no more

than 10 students per one teacher and one aide) for DCE is a quality goal rather than a requirement. Moreover, there appears to be a need for DOE to adopt a separate student-teacher ratio if no aides are present in the classroom. According to its standard for other institutional schools, DOE permits up to eight emotionally disturbed students per teacher without an aide. Three of the seven learning centers have student-teacher ratios at or below the average 8 to 1 standard, and 58 percent of the educationally handicapped youths entering the learning centers are emotionally disturbed.

If DOE required DCE to comply with the overall staffing standard and adopted a separate 8-student-per-teacher standard without an aide, one additional teacher and 13 additional aides would be needed to comply. These additions would include: one teacher and eight aides at Beaumont, three aides at Bon Air, and two aides at Natural Bridge.

Recommendation (34). DCE should provide the necessary number of teachers and aides wherever DOE finds them inadequate to comply with special education requirements. If DOE intends to require DCE to comply with an agency standard of no more than 10 students per one teacher and one aide, then the Board of Education should adopt a separate standard for a student-teacher ratio without an aide.

Vocational Teachers. Average vocational class sizes are generally smaller than academic classes. Although it is important for DCE to offer a variety of vocational offerings to youth, the need for the current number of positions and low student-teacher ratios may not be warranted (Table 23).

Although Beaumont currently maintains the highest ratio (8:1), three courses (painting, auto mechanics, and home repair) are taught by two separate instructors for each course. A reduction of two teachers would not decrease the number of course selections and would increase average vocational class sizes by only one student.

Bon Air usually offers six separate vocational courses. If DCE abolished one vocational teaching position, average class sizes would increase by only one student. One vocational position is currently vacant.

Hanover, a facility for younger boys, offers a vocational class to each student for only one 50-minute period per day. Students spend most of the day in a regular academic curriculum similar to public middle schools. However, five vocational teachers are employed at Hanover, which results in the lowest vocational student-teacher ratio (4:1) among the learning centers. A reduction of two vocational teacher positions would only increase the average class size from four to six students under the current class schedule.

The vocational teachers interviewed by JLARC at each youth facility reported that actual class sizes in the past had been at least as high as 10 students when the learning center youth populations were larger. Therefore, the amount of classroom space would not appear to prevent DCE from accommodating an average of one or two additional students per class.

Recommendation (35). If juvenile learning center populations continue at current levels, DCE should abolish two vocational teacher positions at Beaumont, two at Hanover, and one at Bon Air.

Table 23

AVERAGE VOCATIONAL STUDENT-TEACHER RATIOS
IN JUVENILE LEARNING CENTERS
(FY 1985)

Learning Center	Total Vocational Enrollments	Number of Classes Per Teacher	Number of Vocational Teachers	Average Number of Students Per Class	Recommended Number of Teachers	Average Number of Students Per Class at Recommended Staff Level
Appalachian	36	2	4	5	4	5
Barrett	101	6	3	6	3	6
Beaumont	185	2	12	8	10	9
Bon Air	122	3	6	7	5	8
Hanover	115	6	5	4	3	6
Natural Bridge	51	2	4	6	4	6
Oak Ridge	<u>36</u>	3	<u>2</u>	6	<u>2</u>	6
TOTAL POSITIONS	646		36		31	

Source: DCE enrollment and personnel reports.

Administrative Positions. The Department of Education standards require that a minimum of one administrative position be employed at each institutional school. To meet this requirement, DCE employs a principal at each learning center. However, at schools with average populations above 100 students and 25 or more staff, DCE also employs an assistant principal. At the one school (Beaumont) that averages close to 200 students and employs more than 50 staff, DCE employs two assistant principals. DCE apparently applies a consistent rationale for the number of administrative personnel based on the size of the school and number of subordinate positions.

The assistant principals at most facilities are used for handling disciplinary matters, among other responsibilities. The frequency of class disruptions in learning center classrooms may justify these positions in the larger schools. The two assistant principals at Beaumont are responsible for student discipline, ordering materials and supplies, developing a budget, and observing teachers in classrooms. One assistant principal is responsible for these activities in vocational programs, the other for academic programs.

Clerical Positions. Few clerical positions are allocated to the learning centers -- no more than one or two per facility (except for the three at Beaumont). These positions appear to be allocated based upon the size of the

school. These few positions allocated according to school size suggest that DCE does not employ more clerical positions than necessary in the learning centers.

Librarians. DCE employs one staff position to operate the library at each youth school. Bon Air employs a qualified librarian. All the other schools employ a library assistant or a clerk to run the school libraries.

Educational Evaluators. DCE assigns three education evaluators to the learning center schools. An academic and a vocational evaluator are employed at Beaumont. One additional academic evaluator is assigned to Hanover with additional duties at nearby Barrett.

DCE reports that the academic evaluators in the schools are used for post-testing, administering GED tests, and updating and maintaining the special education IEP documents. The size of the schools appears to justify a half-time position at Barrett and Hanover and one full position at Beaumont (which has approximately twice as many students and more older students who would receive the GED test). Bon Air, which also confines more than 100 youth, does not appear to need a separate evaluator position. As necessary, this facility could receive assistance from evaluators located at the adjacent Reception and Diagnostic Center (RDC).

To more adequately utilize the vocational evaluator currently located at Beaumont, this position should be transferred to the RDC. DCE's recent efforts to begin vocational aptitude testing of youth confined at Beaumont should be expanded to include all older youth during the intake process at RDC.

DCE assigns 10 educational evaluators to the RDC. The evaluators and principal estimate that the complete battery of tests can be completed on approximately five students per week. The average number of youths entering the RDC each week is approximately 45 to 50. If the number of youths passing through the intake process remains at this level, the number of evaluators at RDC should be adequate.

Recommendation (36). DCE should transfer the vocational evaluator position at Beaumont to the Reception and Diagnostic Center. DCE should use this position to administer vocational aptitude tests to all older youths during the intake process at RDC.

Special Activities Positions. DCE maintains three positions for special activities; one "special activities supervisor" at Natural Bridge and one at Bon Air, and one "special activities assistant" at Beaumont. The position at Natural Bridge, however, is inappropriately classified as a DCE employee.

The position at the Natural Bridge learning center oversees recreational activities at Camp New Home on the grounds adjacent to Natural Bridge. This position does not provide educational instruction; it actually serves in a capacity similar to recreational supervisors employed by the Department of Corrections at other learning centers. Moreover, the position at Camp New Hope reports to DOC's assistant superintendent at Natural Bridge, who also evaluates the activities supervisor's performance. The DCE principal at Natural Bridge signs the evaluation forms and completes other necessary

paperwork so the supervisor will be paid by DCE. This position should be assigned to the Department of Corrections.

The special activities assistant at Beaumont provides instructional assistance to DCE's health and physical education teachers at that facility. The special activities supervisor at Bon Air teaches an arts and crafts class. These two instructional positions are appropriate for DCE to employ.

Recommendation (37). The special activities supervisor position at Camp New Hope which reports to the DOC assistant superintendent at Natural Bridge should be employed by DOC. This position should be abolished as a DCE position.

Other Special Positions. Only one other special position is employed by DCE in the learning centers. DCE employs an academic teacher at Beaumont to supervise the school's "in-school suspension." Students temporarily suspended from classes are sent to this teacher. According to DCE, the teacher oversees and assists with homework that is assigned to students while suspended. However, an instructional assistant could serve in this capacity rather than a full-time salaried teacher.

Recommendation (38). DCE should assign an instructional assistant rather than an academic teacher to monitor students suspended from classes at Beaumont.

Adequate Utilization of Facilities

Three of the learning centers, Appalachian, Natural Bridge, and Oak Ridge, contain small classrooms or an inadequate number of classrooms that limit the number of students or classes that can be accommodated in those facilities. However, limited space has not prevented DCE from serving all youth confined in the learning centers. To receive federal funds for a social skills teacher at Oak Ridge, DCE and DOC will need to provide a room in which to hold a separate social skills class.

Appalachian was originally designed as a field unit to house adult inmates. The facility was converted to one of two secure learning centers that are surrounded by a fence. Space for classroom instruction was limited; therefore, a new gym and three classrooms were recently built on the Appalachian grounds.

The facility at Natural Bridge was originally built as a forestry camp for the National Forest Service. Barracks and storage areas have been converted to classrooms. Two classrooms, for social skills and math, are small (approximately 24 by 14 feet). DCE has requested that DOC convert a storage area to another classroom so the wall between the two small rooms can be removed to make a larger classroom. As of August 1985, the DOC superintendent was considering this request.

Although Oak Ridge is the newest juvenile facility, construction funds were insufficient to build the originally proposed facility, and DCE classroom space was reduced. DCE claims that there is insufficient space to

offer social skills as a separate class. The DOC superintendent at Oak Ridge claims she has offered a room in which to hold a social skills class, although it is not near the other classrooms. Federal funds cannot be used to pay the salary of the teacher that currently provides this course in conjunction with other classes until the course is offered as a separate class.

Recommendation (39). DCE and DOC should identify a room at Oak Ridge that can be used to hold a separate social skills class. DCE should attempt to secure federal Chapter I funds to support the teaching position for the social skills classes.

CONCLUSION

By providing courses similar to public schools, instructing all confined youth, and achieving grade-level advancement goals, DCE generally appears to be providing educational programs comparable to those provided in public schools as required by the Department of Education. However, to maintain educational programs as an integral part of juvenile incarceration, DCE and the Department of Corrections will need to ensure that: (1) youths are placed in appropriate programs based on public school records and DCE educational testing, (2) handicapped youths receive appropriate special education services, (3) related work and training opportunities are provided to older youths, and (4) appropriate educational programs are developed if planned revisions in the sentence lengths of youths are authorized by the General Assembly.

The number of DCE staff in the learning centers is generally adequate, although DCE appears to employ a few more vocational teachers than necessary. In its efforts to provide appropriate special education services, DCE will need to encourage its staff to seek special education endorsements and fill vacancies with teachers endorsed, at a minimum, to teach the emotionally disturbed youths who comprise one-fourth of the learning center population. Classroom facilities are generally adequate; no youths are denied access to an educational program because of insufficient space.

V. CENTRAL OFFICE ADMINISTRATION AND INTERAGENCY COORDINATION

An 11-member board, the superintendent of the agency, and eight support units within the central office guide and support DCE's programs in the 48 facility schools. The 33 positions assigned to the central office staff comprise nine percent of the total number of full-time staff within DCE. Central office staff provide guidance in each of the major program areas in addition to other central support functions in fiscal, personnel, planning, and general administration areas.

JLARC assessed the extent to which central office staff effectively fulfill their primary guidance and support functions. The adequacy of staff to perform these functions was also reviewed. JLARC found that certain key organizational functions require greater emphasis using existing staff positions: supervision of field personnel, standards development and program evaluation, transition support, and office automation. Moreover, DCE needs to establish a strong interagency link with the Department of Corrections to ensure that education programs remain an integral part of the State's correctional system and achieve legislative purposes for creating a separate agency for correctional education.

CENTRAL OFFICE ADMINISTRATION

In general, DCE's central office staff are effectively used to perform their central guidance and support functions for educational programs in adult and youth schools. The current staffing level appears adequate for increasing emphasis in certain key areas. By filling vacant positions, DCE can provide necessary supervision of adult school principals and increase its emphasis on assisting incarcerated youths and adults in their return to the community. Evaluations of DCE schools with respect to operational quality standards can be completed with existing staff. Office automation might eventually reduce the need for the current number of accounting and clerical staff.

With regard to facility utilization, DCE's central office occupies 10,740 square feet in the Monore Tower State Office Building in Richmond. DCE prepared a pre-planning justification in November 1984 for new central office facilities. This proposal will progress through the State's capital outlay review process. Consequently, JLARC did not assess facility utilization by the central office.

Organization and Staffing

An 11-member board provides policy and direction to the superintendent and staff of DCE. The superintendent oversees central office program directors or coordinators for each of the major program areas offered by DCE: academic, apprenticeship, college (post-secondary), social education, special education, and vocational programs. Two assistant superintendents for youth and adult schools, and support sections in finance, personnel, and planning also report to the superintendent (Figure 4).

Organization. Currently, 10 central office positions and 14 adult school principals report directly to the DCE superintendent. A position for an assistant superintendent of adult schools was established in June 1985. As of October 1985, this position was vacant. When DCE fills the position, 11 central office staff will report to the superintendent. As discussed in a following section, the extensive span of control has affected supervision of adult school principals.

The seven principals of the learning centers report to the assistant superintendent of youth schools. The principal of the eighth youth facility, the Reception and Diagnostic Center, reports to the director of special education programs. The office of the statewide literacy volunteer coordinator is located in Staunton, but she reports to the central office academic director.

Staffing. The number of staff in each of the program and administrative sections ranges from as many as eight in the finance section to as few as two in the planning and academic sections. Five of the 33 total full-time positions in the central office are categorized as clerical positions, and one additional wage (P-14) employee also serves in a clerical capacity. Five central office positions (the Chapter I coordinator, assistant coordinator, transition agent, a fiscal technician, and a secretary) are supported by federal Chapter I funds (Table 24).

Central office personnel assist the adult and youth schools with curriculum development or program coordination in each of their respective program areas. The vocational and academic program directors also annually evaluate all full-time academic and vocational teachers in the schools. Other personnel perform centralized functions in accounting, budgeting, personnel, and planning. In addition to her other duties, the administrative assistant to the superintendent is responsible for assisting the DCE schools to coordinate college programs through the community college system.

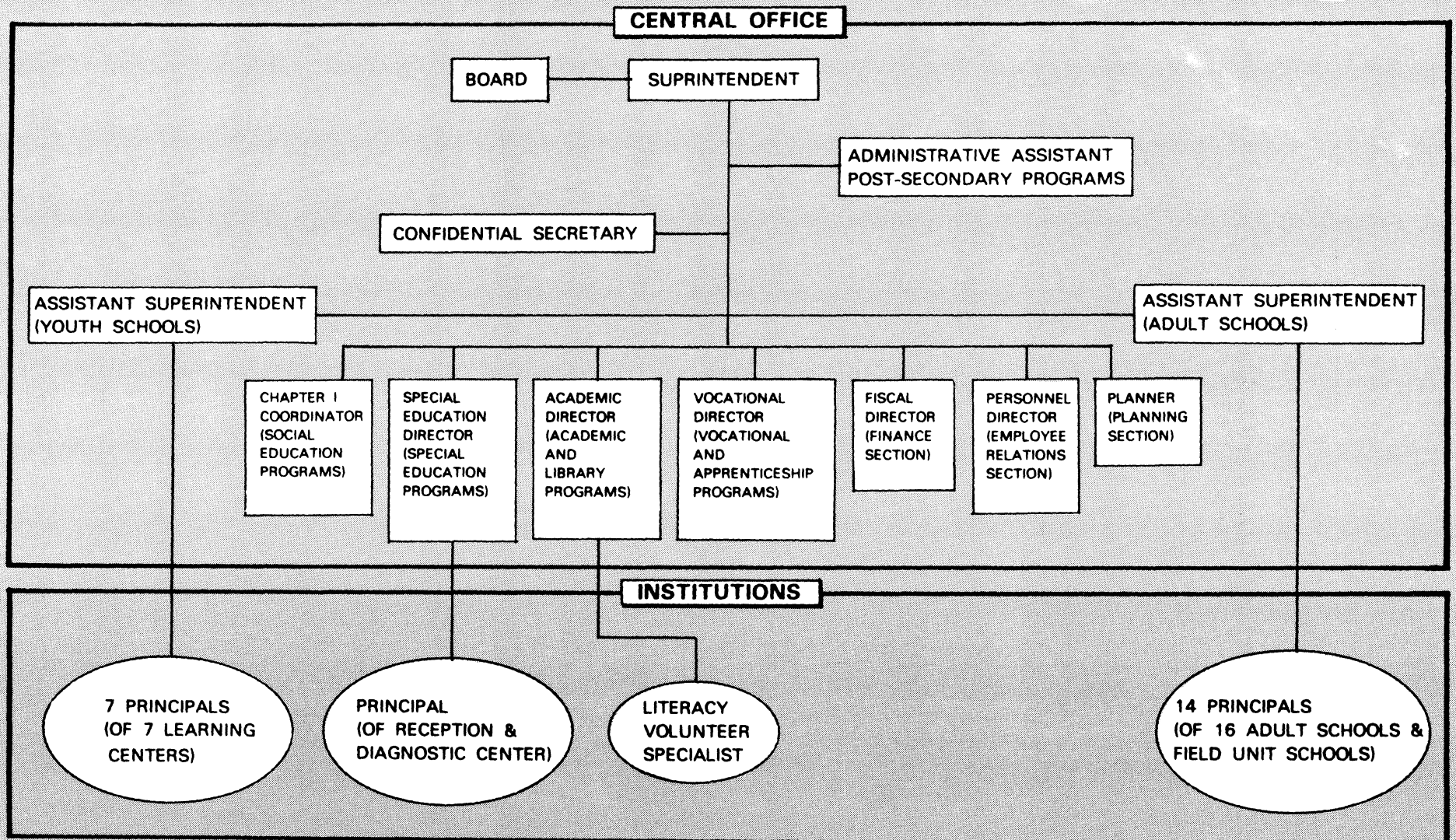
Supervision of School Personnel

Supervision of instructional staff by school principals and program directors in the central office is generally adequate. Adult school principals should be held more accountable for overall school operations and should be more regularly evaluated on their performance, however.

Supervision of Instructional Staff. Each teacher in a major adult facility and juvenile learning center is evaluated at least twice a year. The school principal annually evaluates the teachers on their performance within the school. The respective academic or vocational director from the central

Figure 4

Organization of the Department of Vocational Education



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Source: JLARC representation of DCE organization.

Table 24

DCE CENTRAL OFFICE STAFFING
(October 1985)

Position	Number and Type	
	Administrative	Clerical
<i>Administration</i>		
Superintendent	1	
Asst. Superintendent of Youth Schools	1	
Asst. Superintendent of Adult Schools	1	
Administrative Assistant	1	
Confidential Secretary		1
Information Processing Specialist ¹	2	
<i>Employee Relations</i>		
Employee Relations Director	1	
Training Supervisor	1	
Personnel Assistant	1	
Clerk Typist		1
<i>Finance</i>		
Fiscal Director	1	
Accounting Manager	1	
Office Manager	1	
Fiscal Technician	2	
Fiscal Assistant	3	
<i>Planning</i>		
Planner	1	
Clerk Typist		1
<i>Academic Programs</i>		
Academic Director	1	
Library Coordinator	1	
<i>Chapter I Programs</i>		
Coordinator	1	
Assistant Coordinator	1	
Transition Agent	1	
Clerk Typist		1
<i>Special Education Programs</i>		
Special Education Director	1	
Education Specialist	1	
<i>Vocational Programs</i>		
Vocational Director	1	
Assistant Director	1	
Apprenticeship Coordinator	1	
Clerk Typist		1
TOTALS	28	5

¹One position created in October 1985.

DCE total positions in FY 1985 = 32.

Source: DCE Personnel Office.

office also evaluates each teacher at least once a year. Central office evaluations by the program directors help to provide some consistency in course curricula. New teachers are evaluated after their first six months in addition to their annual evaluations.

Supervision of School Principals. DCE principals in adult facilities are not adequately held accountable for their performance or the operation of their schools. Most are not involved in establishing program goals, nor are they regularly evaluated on their compliance with operational standards. Performance evaluations by their immediate supervisor, the DCE superintendent, have not been conducted on a regular basis.

Eleven of the 13 adult school principals reported that they had no role in setting enrollment, attendance, GED, or vocational certificate goals for their schools. These goals were pre-established by the superintendent. Many indicated that the goals, particularly the GED goals, were unrealistic and did not reflect the functioning level of their inmate students. They had no role in setting the goals and did not feel a shared sense of responsibility for their achievement.

Infrequent performance evaluations of adult school principals have reinforced their lack of accountability for achieving program goals or meeting operational standards for the schools. The reported frequency of performance evaluations ranged from one every year to one evaluation in eight years. One adult school principal reported that he had never received a formal performance evaluation in his nine years as an adult school principal.

DCE currently employs an assistant superintendent to supervise the seven youth school principals. In June 1985, a comparable position for an assistant superintendent of adult schools was established. As of October 1985, this position had not been filled.

Recommendation (40). The DCE superintendent, or the new assistant superintendent of adult schools, should set program and operational goals with the adult school principals. The adult school principals should be annually evaluated on their performance.

Standards Development and Program Evaluation

DCE has taken a number of steps to establish uniform procedures and criteria for evaluating the success of the adult and youth schools. Additional efforts will be necessary, however, to ensure and assess the quality of instruction and compliance with operational standards.

Secretarial Directive. In a 1980 "guidance" statement, the Secretary of Public Safety emphasized the need for developing and implementing plans to evaluate the effectiveness of DCE's educational programs. With assistance from the Department of Criminal Justice Services (DCJS), DCE conducted an "evaluability assessment" in 1981. The purpose of this activity was to identify and attain consensus regarding program objectives and determine how successful achievement of those objectives could be measured.

The DCE and DCJS study team reviewed agency documents, and interviewed DCE and Department of Corrections staff. The team eventually developed consensus regarding the goals of DCE and measureable criteria for assessing accomplishment of those goals.

Establishing Program Standards. A year and a half later, in May 1983, an evaluation model was completed. This document prescribed specific operational and program criteria against which each adult and youth school would be measured. These criteria include such items as:

- interdisciplinary vocational and academic links should be present to reinforce reading, language arts, and mathematics skills;
- materials should be appropriate to each student's reading level, or can be read by each student;
- each teacher should have a plan for developing student job-related attitudes and work habits;
- the school should have a policy manual that is a comprehensive and authoritative compilation of rules and guidelines;
- the school should use a system to obtain exit achievement scores; and
- each teacher should participate in specific activities supportive of the overall institutional goal, such as treatment teams, staff meetings, in-service workshops, and maintenance of required records.

Evaluating the Schools. Almost two years later, in March of 1985, DCE completed a "pilot study" of one adult institution (St. Brides) and one youth learning center (Beaumont) using the evaluation model. The two DCE evaluation teams, composed of three principals of adult schools and three from youth schools, found that the evaluation model was useful but that some refinements in measuring the goals were necessary. Evaluations of the remaining adult and youth schools are planned in the future.

Although DCE has taken an important step toward evaluating its programs, five years have passed since this project was initiated, suggesting that DCE has been remiss in the priority it has assigned to this effort. As previously discussed in this report, many of the evaluation criteria are critical conditions for effective utilization of DCE staff and facilities. These conditions require immediate attention.

Recommendation (41). DCE should develop and implement a timetable for completing its evaluation of operational standards in all adult and youth schools by December 1986. Subsequent evaluations should be regularly conducted to assess and ensure continued efforts to achieve professional excellence in DCE schools.

Transition Support

An important part of DCE's mission is assisting incarcerated adults and youths to successfully readjust to the community. This mission implies not only a responsibility to provide education opportunities to persons confined in State correctional institutions, but also a responsibility to provide some assistance to those who wish to return to public school, continue adult education, or pursue vocational training upon their release.

DCE formerly employed a transition agent to serve in a liaison capacity. The federally funded Chapter I position was primarily responsible for helping youthful offenders in the adult system locate educational opportunities in the community. He also helped them to find and apply for educational grants and loans to continue their education. DCE still retains this position in the central office, but it has been vacant since November 1984 and no efforts to fill it have been made.

As previously discussed in this report, incarcerated adults and youth have a critical need for transition assistance. DCE can provide the assistance for persons desiring to continue their education without infringing on the responsibilities of DOC parole officers. Moreover, this position could be used to evaluate placement success of DCE program participants after they are released. Study results could be used to refine DCE's programs and curricula.

Recommendation (42). As one method for assisting incarcerated youth and adults to continue their education upon release, DCE should fill the transition agent position within the central office. After assessing the workload of position and coordinating its responsibilities with DOC's parole function, DCE may wish to expand its level of support for inmates seeking additional education and training in the community.

Office Automation

Many of DCE's central office functions could be more efficiently and accurately conducted by automating their routine data processing and recordkeeping functions. Central office personnel are responsible for maintaining centralized student records, assembling monthly reports from the 48 facility schools, and processing financial transactions among others.

Almost one fourth of the positions in the central office are serving in the finance unit. In addition to the fiscal director, accounting manager, and office manager, DCE has separate accounting positions (fiscal technicians or assistants) for the Chapter I programs, payroll, administrative accounts payable, academic accounts payable, and vocational accounts payable. The fiscal director reports that only limited fiscal automation is used.

With assistance from the Department of Information Technology, DCE plans to begin automating some of the record keeping and word processing functions of the central office. DCE should include fiscal automation in these plans as well.

Recommendations (43). DCE should automate many of its record keeping, fiscal and data processing functions in the central office. When

completed, DCE should subsequently attempt to realize resultant staffing efficiencies.

INTERAGENCY COORDINATION

DCE and the Department of Corrections (DOC) mutually depend upon each other for the delivery of educational services in State correctional facilities. DCE depends upon DOC for the provision and maintenance of facilities and for institutional support of its programs. DOC depends upon DCE for providing one of the major rehabilitation programs within its facilities and for offering constructive activities to inmates and youth while incarcerated.

DCE and DOC must work closely together to provide a safe and secure correctional system that assists adults and youths to lead crime free lives after release. Coordination between the two agencies needs to occur at all levels: at the policy level between agency boards, at the central planning and program development level between central offices, and at the administrative level between staffs at the institutions. Overall, coordination between DCE and DOC is probably more successful now than at any time in the past. If DCE and DOC continue to strive for a coordinated approach to the Virginia correctional system, then reorganization does not appear necessary.

Policy Development By Agency Boards

By designating members of the State correctional and education system to serve on the Board of Correctional Education, the General Assembly has established a formal policy link between related agencies. As authorized by §22.1-341 of the *Code of Virginia*, the chairman of the Virginia Parole Board, two persons designated by the Director of the Department of Corrections and the Director of Vocational Education in the Department of Education (DOE) all serve as ex-officio members without a vote on the DCE board.

This method of joint membership helps to ensure that educational programs are developed in accord with the correctional mission and with DOE guidelines. A similar method of shared membership on the Board of Corrections would help to ensure that the impact of correctional policies on correctional education are considered during board deliberations.

The Governor is authorized by §53.1-2 of the *Code* to appoint nine members to the Board of Corrections "suitably qualified to consider and act upon the various matters under the Board's jurisdiction." The powers and duties of the Board of Corrections include program decisions such as: establishing program standards, ensuring the development of long-range programs and plans for correctional services, and monitoring the activities of DOC and its effectiveness in implementing the standards and goals of the Board. Currently, no representative from DCE serves on the Board of Corrections, although DCE's education programs are one of the major programs provided within DOC's prisons, field units, and learning centers.

Recommendation (44). The General Assembly may wish to amend §53.1-2 to include the chairman of the Board of Correctional Education or

another board member designated by the chairman to serve in an ex-officio capacity on the Board of Corrections.

Central Office Planning and Program Development

DOC is planning major revisions to the State's correctional system by adopting a graduated release program for adults and minimum sentence classifications for youth. DCE will need to participate in these plans to ensure that education programs are developed and coordinated with DOC's revisions to the correctional system. Moreover, facilities used by DCE for educational purposes also need to be part of the construction, renovation and maintenance priorities set by DOC's central office.

Graduated Release in Adult Facilities. According to central office staff in the Department of Corrections, DOC is considering a graduated release program for the State correctional system. Under this plan, inmates would be transferred from more secure to less secure institutions as they progress through incarceration toward eventual release.

Inmates would be placed in facilities with a corresponding mission to confine them at various stages of this graduated release process. In some respects, the facilities currently have such missions, ranging from the maximum security institutions to the minimum security field units. However, as envisioned by DOC, this graduated release program would be a deliberate plan to progress each inmate through facilities to the least secure environment just prior to release. This progression would theoretically facilitate the adjustment from an institutional setting to the community.

Under this plan, education programs would need to be tailored to the mission of each facility and the status of inmates within the graduated release program. A concentration of long-term programs, such as the apprenticeship program for example, would be best suited for facilities when inmates are years away from release. Short-term vocational certificates in trade areas where there is no opportunity to continue practicing the skills within the institution would receive less emphasis except as an alternative institutional activity.

Conversely, concentrated training in marketable trade areas, job application skills, and family living skills could be emphasized in facilities where inmates are close to release. DCE needs to participate in DOC's plan for graduated release to ensure that the type of education programs developed and concentrated in the facilities correspond to the facilities' missions and types of inmates confined there.

Minimum Length of Stay for Youth. DOC is currently considering a major revision in the correctional system for youth confined in learning centers. The plan proposes a minimum sentence length for each incarcerated youth based upon the crime and previous offenses. Youths could stay confined longer than their minimum sentence for poor behavior while confined.

Under the current system, youths are confined for an indeterminate length of time, based primarily upon their behavior within the learning center rather than the offenses they committed. DOC found that younger juveniles often remain in learning centers longer, apparently because their behavior in a

disciplined institutional setting is generally poorer than older youth. Moreover, no consistent criteria for release are applied. Staff at individual institutions determine if incarcerated juveniles have satisfactorily adjusted within the learning center and can be expected to successfully return to the community.

If DOC intends to implement a "minimum length of stay" classification system and secures authorization for this form of determinate sentencing from the General Assembly, DCE will need to adjust its programs accordingly. DCE will need to develop an individual program for each youth based upon the minimum time that he or she remains in the learning center. For younger youths who will be returning to the public school, DCE might concentrate on certain academic subject areas that are weaker than others. For those older youths who might be confined for longer periods of time, more extensive vocational training and even apprenticeship opportunities might be developed. DCE will need to be part of the planning process to ensure that education programs appropriately correspond to the sentence length of youth and any special mission of each learning center.

Recommendation (45). To ensure that appropriate education programs are developed in correctional facilities, the Department of Corrections should include DCE in plans for a graduated release program in adult facilities and a minimum sentence classification program in juvenile learning centers. Before implementing the new classification plan in youth facilities, DOC should seek legislative authorization for changing from indeterminate to this form of determinate sentencing of juveniles.

Capital Outlay, Renovation, and Maintenance Projects. DCE depends upon DOC for adequate facilities in which to operate its programs. DCE does not have a separate capital outlay budget; requests for new construction, renovation, and maintenance must be made through DOC.

Although DCE principals report that DOC staff within facilities usually respond promptly to minor maintenance requests, major needs that must pass through the full capital outlay process or the DOC capital projects administrator take much longer or are not addressed. Eight adult school principals and four youth school principals reported that the size, design, or major maintenance of their school rooms was inadequate. For example:

- A portion of a classroom for an electricity class at the Penitentiary cannot be used because the roof leaks.
- Noisy air ducts and blowers in an electronics classroom at Nottoway hinders students' ability to hear the instructor.
- Sewer system leaks occasionally flood DCE offices and classrooms in the basement of a building at Powhatan.

Because DOC is responsible for providing and maintaining facilities for DOC use, they need to ensure that DCE requests receive the same priority as similar requests from their own staff in the facilities.

Moreover, the DCE central office could play a greater role in prioritizing their agency's capital outlay requests. Currently, the DCE principals submit their capital outlay requests through their respective DOC wardens

or superintendents. These requests are considered by DOC in conjunction with other capital outlay requests from each institution. However, if the DCE central office prioritized the principals' capital outlay requests and submitted their central office recommendations to DOC, they could emphasize the most critical expansion, renovation, and major repair needs in their youth and adult schools.

Recommendation (46). DOC should ensure that DCE capital outlay requests receive the same priority as similar requests from their own institutional staff. To emphasize the most critical expansion, renovation and major repair needs in the DCE schools, the DCE central office should also prioritize the capital outlay requests of each school principal and submit their agency recommendations to DOC.

Program Administration in Correctional Facilities

All of the DCE principals reported to JLARC that the DOC administrations at their respective facilities were generally cooperative and supported education programs. Cooperation between the institutional staffs of DCE and DOC appears to be stronger now than in the past. However, this report identifies a number of specific areas where cooperation between the two agencies could be strengthened at the adult and youth facilities.

A "memorandum of understanding" between the two agencies appears to be an acceptable method to document areas where cooperation can be strengthened and where responsibilities need to be clearly delineated. Currently, however, they are not sufficiently specific to fulfill this purpose. Moreover, both agencies could develop and share responsibility for achieving enrollment and attendance goals. The memoranda also need to retain system-wide expectations for each agency as currently contained in the agreements.

Recommendation (47). As a method for strengthening agency coordination at the institutional level, DCE and DOC should refine their "memorandum of understanding." This interagency agreement should contain specific strategies for addressing scheduling conflicts, and other factors that prevent inmates from participating in education programs or otherwise impair coordinated security and program efforts within each institution.

ALTERNATIVE ORGANIZATIONAL STRUCTURES

Virginia is the only state in which a separate agency administers and operates educational programs in correctional facilities. Virginia is also one of only 10 states which uses a school district model with statewide jurisdiction over the education of incarcerated individuals. The 50 states use one of four basic models to deliver correctional education programs: (1) assignment to the corrections agency, (2) divided responsibilities for educating incarcerated youth and adults among multiple agencies, (3) creation of a non-geographical school district, and (4) a separate correctional education agency with school district responsibilities.

JLARC interviewed officials in 25 states selected to include a range of organizational structures. When compared with the structures in other states, the model in Virginia incorporates the strengths of other structures while it avoids some of the disadvantages (Table 25).

Correctional Education Assigned to the Corrections Agency

New Jersey and West Virginia are examples of states that assign responsibility for correctional education to their corrections agencies. Under this model, corrections officials can be held directly accountable for achievement of educational goals in the corrections system. Moreover, because the responsibility for correctional education is assigned to only one agency (the agency that controls the facilities in which the programs are provided), no interdepartmental conflicts arise.

This model has some disadvantages, however. Corrections staff may consider correctional education a much lower priority than security and consequently devote limited funds and management attention to education programs. Under this model, corrections staff typically are not required to be professional educators or to adhere to educational standards. The Virginia General Assembly abandoned this model in 1974 to address some of these disadvantages encountered in the State's correctional system.

Divided Responsibilities for Correctional Education

A number of states divide responsibilities for correctional education between two or more agencies. In Georgia and North Carolina, the corrections department is responsible for education in the adult facilities, and the states' human service agencies are responsible for education in the youth facilities. Maryland divides correctional education between the state mental health agency (for youth schools) and the education department (for adult schools). Arkansas assigns correctional education responsibilities among three agencies: the education and corrections departments for adult facilities and the human services agency for youth facilities.

This model appears to balance the need for security and education more effectively than exclusive assignment of education responsibilities to the corrections department. Professional educators or social service personnel are responsible for providing at least some of the education programs. Corrections staff concentrate on security but may also have education responsibilities.

However, this model has some disadvantages. Interagency conflicts can adversely affect administration of the education programs. Accountability for the success of the program may therefore be blurred. Differences in the quality of the youth and adult programs may surface as the result of separate agency responsibilities. Even when placed in an agency other than a corrections department, correctional education may be a lower priority than other programs when part of a large agency with broad education, mental health, or social service missions.

Table 25

COMPARISON OF STATE ORGANIZATIONAL STRUCTURES
FOR DELIVERING CORRECTIONAL EDUCATION

<u>Type</u>	<u>Examples</u>	<u>Advantages</u>	<u>Disadvantages</u>
Responsibility in corrections agency	New Jersey West Virginia	(1) Corrections agency directly accountable for educational outcomes (2) No interdepartmental conflicts	(1) Education may be given a low priority in terms of budget and management attention (2) Programs may be administered and delivered by unqualified persons
Responsibility divided between agencies	Louisiana Georgia North Carolina Arkansas Maryland	(1) Education of inmates is in the hands of qualified educational or social service professionals (2) Provides a system of checks and balances between the needs for security and education	(1) Potential conflict between corrections and education officials (2) May be difficult to hold either agency accountable for the education of inmates (3) Education may be given a low priority by corrections or other agency staff with other broad program missions
School District	Texas Tennessee	(1) The school district must meet the same requirements as the public schools in the state (2) The school district becomes more easily eligible for federal and state funding	(1) Potential for conflict between corrections and school district staff (2) Dependent upon provision of facilities and institutional support by corrections agency
Separate correctional education agency with school district responsibilities	Virginia	(1) Accountability for education of incarcerated individuals focused in one agency (2) Must meet the same requirements as the public schools in the state	(1) Potential for conflict between corrections and correctional education staff (2) Dependent upon provision of facilities and institutional support by corrections agency

Source: JLARC survey of other states.

School District Model

Ten states, including Virginia, have established a non-geographical school district to provide correctional education. In Texas and Tennessee the school district has been established within the corrections department where the school district superintendent reports to corrections officials. In Maryland, the school district is a component of the state's education department. Virginia has created a separate agency exclusively to serve as the non-geographical school district.

The school district model is created to provide statewide jurisdiction over the education of all individuals sentenced to the custody of the corrections agency. The district must meet the standards set by the state education department. Functions are supervised under the same administrative procedures that the state applies to local school districts, and it can become eligible for the same state and federal grants as other school districts. The creation of a school district for correctional education emphasizes providing institutionalized persons with education opportunities equal to those provided to other citizens.

However, conflicts regarding direction and provision of programs can arise between school district staff and correction staff even when located within the corrections department. Moreover, school district staff are dependent upon the corrections department for facilities and institutional support.

Strengths and Weaknesses of the Virginia Model

A separate State agency with school district responsibilities incorporates the strengths of other models and avoids some disadvantages. For example, responsibility for correctional education is assigned to professional educators in an agency exclusively focused upon educating incarcerated youths and adults. Correctional education is not divided among agencies that have other major program responsibilities. Compliance with school district standards helps to ensure the quality of educational programs and provides access to State and federal funds for education.

Moreover, DCE is generally accomplishing legislative purposes for creating a separate State agency with statewide jurisdiction over the education of incarcerated youth and adults:

- educational activities are placed more clearly in the hands of educators;
- administration and management of education programs in correctional facilities is classified;
- budgetary needs are better identified;
- funds appropriated for educational purposes are expended for those purposes; and
- overall growth and upgrading of correctional education programs is occurring.

The principal disadvantage of a separate state agency for correctional education is its dependence upon the corrections agency for facilities and institutional support. This weakness in the Virginia model does not necessarily impede the success of education programs, however. If the correctional education agency and the corrections agency develop a strong interagency link, education can become an integral part of a state's efforts to rehabilitate incarcerated individuals. Recommendations contained in this report generally intend to assist DCE and the Department of Corrections attain this goal. Reorganizing the way Virginia provides correctional education does not appear necessary or desirable at this time.

Recommendation (48). DCE should remain a separate State agency and school district with statewide jurisdiction over the education of incarcerated juveniles and adults in the custody of the Department of Corrections.

CONCLUSION

DCE central office staff are appropriately used to carry out their guidance and support purposes. Utilizing the current number of staff positions assigned to the central office, DCE needs to increase its efforts to: (1) develop program goals with school principals and regularly monitor their performance; (2) refine operational quality standards, evaluate each school according to the standards, and take corrective action where necessary; (3) assist inmates in finding educational opportunities in their communities; and (4) automate clerical, recordkeeping, and fiscal procedures.

Overall, DCE staff are accomplishing legislative objectives for correctional education in Virginia. Interagency coordination between DCE and DOC needs to be strengthened, however. By attempting to strengthen policy-making between the agencies' boards, planning between central office staffs, and program administration between institutional staffs, DCE and DOC can overcome the principal weaknesses in the separate agency model for correctional education utilized in Virginia -- dependence upon the correctional agency for institutional support.

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APPENDIX A:

**STUDY MANDATE: ITEM 618 OF THE
1985 APPROPRIATIONS ACT**

Pursuant to Section 30-58.1, *Code of Virginia*, the Joint Legislative Audit and Review Commission is directed to conduct a study of manpower utilization in the Rehabilitative School Authority. The study shall be accomplished in conjunction with the manpower utilization study of the Department of Corrections. A final report with recommendations for improved manpower and facilities utilization shall be submitted to the Governor and the General Assembly prior to the 1986 Session.

APPENDIX B:

TECHNICAL APPENDIX SUMMARY

JLARC policy and sound research practice require a technical explanation of research methodology. The full technical appendix for this report is available upon request from JLARC, Suite 1100, General Assembly Building, Capitol Square, Richmond, Virginia 23219.

The technical appendix includes an explanation of the special methods and research employed in conducting the study. The following areas are covered:

1. Modified Discrepancy Analysis. JLARC reviewed legislative and agency documents that described the missions and goals of DCE. JLARC interviewed DCE central office staff to assess their interpretation of the agency goals and functions. Surveys of field personnel were used to identify the extent to which program activities were directed toward achieving agency goals.

2. DCE Principal Survey. Using a structured questionnaire, JLARC interviewed all DCE school principals: the 13 adult school principals, the field unit principal, the seven learning center principals, and the principal of the Reception and Diagnostic Center for juveniles. The general purpose was to determine how they interpret and implement agency programs, identify factors that affect program effectiveness, and assess adequacy of staff and facilities to accomplish program goals.

3. DCE Teacher Survey JLARC also used a structured questionnaire to interview 50 teachers. One academic and one vocational teacher were selected at each facility with both programs plus five teachers with special functions: two special education teachers and three evaluators. The purpose of the survey was to assess the extent to which service delivery was directed toward achieving agency goals and to identify factors, including adequacy of staff and facilities, that affected effective service delivery.

4. DOC Warden and Superintendent Survey. JLARC surveyed the warden or superintendent at all Department of Corrections' facilities: at 16 major adult facilities (including Harrisonburg), 25 correctional field units, and eight juvenile facilities. Structured interviews were used at the major adult facilities and juvenile learning centers. Mailed questionnaires were sent to the field unit superintendents. The purpose of this survey was to determine the extent to which DCE programs were an integrated part of the rehabilitative and secure confinement goals of the Department of Corrections.

5. School Capacity Survey. Upon JLARC's request, DCE obtained capacity information for all adult schools including the size and number of classrooms. This data was validated with information JLARC obtained from

the school principals and teachers. The capacity survey was used to evaluate adequate utilization of staff and facilities by determining to what extent inmate enrollments filled the DCE schools to capacity. JLARC also compared the number of staff and size of classroom space among the schools to determine if capacities were consistently established and if they could be expanded based upon staff and space utilization in other DCE schools.

6. Telephone Survey of Other States. JLARC interviewed officials responsible for correctional education in 25 other states. Questions focused upon the types of programs offered, differences in staffing patterns and inmate populations, alternative organizational structures, and their advantages and disadvantages. This information was used to evaluate the strengths and weaknesses of the organizational structure for correctional education in Virginia.

APPENDIX C:

**DCE ADULT SCHOOL CAPACITIES
AND ENROLLMENTS
(FY 1985)**

Facility	ACADEMIC CLASSES			VOCATIONAL CLASSES		
	Capacity	FY 85 Enrollment	Proportion of Capacity Enrolled in Classes	Capacity	FY 85 Enrollment	Proportion of Capacity Enrolled in Classes
Bland	42	39	93%	76	66	87%
Brunswick	144	137	95%	80	73	91%
Buckingham	114	89	78%	84	77	92%
Deerfield	40	34	85%	NA		
Harrisonburg	56	49	88%	16	16	100%
James River	45	38	84%	NA		
Marion*	22	26	118%	NA		
Mecklenburg	90	NA	NA	40	NA	
Nottoway	160	86	54%	80	83	104%
Penitentiary	64	41	64%	80	59	74%
Powhatan	126	90	71%	56	48	86%
St. Brides	120	119	99%	160	151	94%
Southampton	140	94	67%	124	125	101%
Staunton	72	62	86%	96	85	89%
Women's Center	106	76	72%	74	70	95%
Youthful Offender Center	28	26	93%	60	58	97%
TOTALS	1369	1006		1026	911	

*Capacity = 32 in winter months when evening class is held

N/A = Not Applicable - Classes reopened in Mecklenburg in FY 1986 and no vocational classes offered on-site at Deerfield, James River, and Marion.

SOURCE: JLARC survey of DCE principals and teachers, DCE enrollment reports.

APPENDIX D:
AGENCY RESPONSES

As part of an extensive data validation process, each State agency involved in JLARC's review and evaluation efforts is given the opportunity to comment on an exposure draft of the report. This appendix contains the full responses of the Department of Correctional Education, the Department of Corrections, and the Department of Education.

JLARC's comments on agency responses have been inserted in the texts where appropriate. Page numbers in responses may refer to an earlier draft.

JAN 2 1986



COMMONWEALTH of VIRGINIA

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Office of the
Superintendent of Schools

December 30, 1985

Mr. Ray D. Pethtel, Director
Joint Legislative Audit and Review Commission
Suite 1100
910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Pethtel:

The opportunity to review and respond to the exposure draft of the JLARC study of the Staff and Facility Utilization by the Department of Correctional Education is sincerely appreciated. I am pleased by the generally positive findings and constructive quality of the recommendations included in the study.

I was further gratified to see that many of the recommendations included in the report are also the focus of a number of ongoing agency initiatives and studies which reflect problems or areas needing improvement that were recognized by the Department of Correctional Education (DCE) prior to this study. Moreover, the bases of other recommendations were provided by my staff during interviews conducted by the JLARC analysts. This is indicative, I think, of a healthy convergence of opinion about the future courses of action that the Department should take to continue to improve and expand its services.

It appears also that four significant influences which have fundamentally impacted the functions and operations of DCE during its brief eleven year tenure, and which should have served as a backdrop for its review, were considerably understated in the study, or omitted from consideration entirely. These influences were the major changes in leadership and direction in Corrections, its intermittent crises, several reorganizations, and rapid growth. These influences have forced numerous and precipitous interruptions and changes in DCE's priorities, its direction, and in the operation of its programs. The rapid growth of the population and number of institutions in adult corrections has resulted in the predominant focus of DCE resources and energy on quantitative expansion, at the expense, often, of qualitative improvements. DCE has established 16 new schools since 1974. A fifth major influence, the need for the consistent and unqualified support of the Department of Corrections

for DCE and its programs, is undeniably a theme in the study, but it lacks the strong emphasis that its importance merits.

Following are my responses to the 29 recommendations in the exposure draft:

RECOMMENDATION (1): DCE and DOC should jointly evaluate the merits of various incentives and their impact on school enrollment and attendance and identify specific strategies for alleviating these barriers to participation. DCE and DOC should also expand their efforts to identify conditions at major adult institutions that hinder inmate enrollment and attendance and identify specific strategies for alleviating these barriers to participation.

RESPONSE: During November, 1985, DCE requested DOC to explore with it the feasibility of establishing school enrollment and attendance as a factor of its Good Conduct Allowance (GCA) program whereby the award of Class I - GCA status would be contingent upon mandatory school enrollment for inmates without a high school diploma, or GED, and evidence of a marketable skill. School enrollment would be required until an applicable certificate(s) or pre-determined grade level was achieved, or as long as the inmate wished to continue to qualify for Class I - GCA status. DOC's response to DCE's request for this study was that, "It would be premature and entirely inappropriate to look at the question of school attendance as a GCA factor until the entire concept of graduated release has been addressed." DCE does not agree that implementation of school attendance as a factor of GCA must await completion of the graduated release study. They have no direct bearing on each other. A DOC task force is currently studying graduated release.

One of DCE's (formerly RSA's) 1984-85 Executive Agreement objectives was to evaluate the RSA/DOC Interagency Agreements (Memoranda of Understanding) to determine (a) whether or not institutional procedures and programs that tend to reduce inmate school attendance have been minimized; and (b) whether institutional management procedures which maximize inmate involvement in educational programs have been implemented. The evaluation was conducted by a DCE/DOC study group which reported that the system-wide and local memoranda of understanding had little effect on the problem of eliminating barriers to education at the adult institutions. At RSA/DCE's request, during April, 1985, the secretary of transportation and public safety instructed the Corrections director and the DCE superintendent to assign a joint DCE/DOC working group to a particular institution for the purpose of identifying the barriers to educational and vocational opportunities and how to eliminate them in order to improve inmate school enrollment and attendance. The adult institution selected for the study was Powhatan Correctional Center. The primary objective of the interagency work group was to develop techniques to eliminate barriers to education that could be duplicated at other institutions. The DCE/DOC Interagency Study to Maximize Inmate Involvement in Educational Programs is expected to be completed during January, 1986.

RECOMMENDATION (2): DCE should emphasize increased academic enrollments and the use of literacy programs to assist inmates attain basic reading, math, and language skills.

RESPONSE: During the past two years, DCE has strongly emphasized increased adult school enrollment. In Objective 1. (a) of DCE's 1984-86 Executive Agreement, it is stated that, "Special recruitment efforts to effect...enrollment increase will include expanded orientation programs to increase inmate awareness of Parole Board emphasis on school participation and the potential of earning good time awards for outstanding school performance." At the institution level, principals of DCE adult schools have worked with institutional personnel on incentives to improve academic enrollments which include GCA awards for school participation, pay for attending school, institutional evaluation reports, and parole criteria consideration.

During the past two years, DCE has used literacy programs extensively to assist inmates to attain basic skills. It is stated in Objective 7. of DCE's 1984-86 Executive Agreement that, by June 30, 1986, "Literacy Volunteer, self-help reading programs will be established and maintained at 10 additional, or all Adult institutions and targeted Field Units." By December, 1985, DCE Literacy Volunteer programs were established in all major adult institutions. During the coming year, DCE will focus on expanding its literacy volunteer programs in the field units.

RECOMMENDATION (3): To ensure that enrollment and attendance reports accurately measure the extent to which inmates are participating in educational programs at each facility, DCE should adopt uniform procedures for calculating school enrollment and attendance. DCE should also develop and implement testing and evaluation methods to assess the results of their educational programs.

RESPONSE: In the section, Agency Operating Improvements, of the 1984-86 RSA/DCE Executive Agreement, it is stated in Objective 7. that (with help from the Department of Information Technology) "the RSA will computerize its school reporting system, potentially eliminating 864 manual monthly reports annually (3 reports each month, from 24 schools) to improve central office administration, by June 30, 1986."

Beginning during February, 1985, DCE contracted with the Department of Information Technology (DIT) to develop a comprehensive computerized student enrollment, attendance, and record keeping system. The project is expected to be completed during May, 1986. Problems experienced in calculating student enrollment and attendance will be eliminated by the new system which will include clearly stated, uniform record keeping procedures. Moreover, the computerized records and reporting system has been designed to facilitate implementation of pre- and post-testing in the adult schools. This will provide an additional means to assess the results of DCE's educational programs.

RECOMMENDATION (4): DCE and DOC should cooperate in developing and implementing a classification plan for assigning incoming eligible inmates to facilities where DCE will provide special education programs. DCE representatives should be included on the program planning team at all adult facilities.

RESPONSE: The initial steps have been taken to implement the first part of this recommendation. In its special education procedures for adults, completed during October, 1985, DCE included the provision for a meeting between applicable DCE and DOC personnel whereby institutional

placement and special education eligibility decisions will be made concurrently for incoming offenders. Because the meeting is a joint DCE/DOC venture, inmates who are found to be in need of special education services can be staffed to an institution where these services are available. DCE concurs fully with the second part of the JLARC staff recommendation that DCE representatives should be included on the program planning teams at all adult facilities.

RECOMMENDATION (5): Each DCE school should develop and implement a plan for providing supplemental academic instruction to vocational students in need of additional math, reading, and other skills. DCE and DOC should jointly develop and administer a plan for coordinating education programs with institutional jobs. To facilitate inmates' successful community readjustment, DCE should develop a standard social skills curriculum for all its schools, become more actively involved in pre-release and transition support activities, assist inmates to find education and training opportunities in their community, and coordinate these efforts with DOC.

RESPONSE: Respectively, RSA/DCE's 1982-84 and 1984-86 Executive Agreements included yearly objectives to develop academic/vocational linkage programs at 25% of the Department's schools during each of the four years comprehended by the Agreements. During the past three years, linkage programs have been developed and implemented at all but two DCE adult schools: Harrisonburg and Mecklenburg. The programs at these institutions are scheduled to be completed by March 1, 1986. The continuation of this important DCE initiative will provide supplemental academic instruction for vocational students who need it.

DCE has made significant progress in coordinating education programs with institutional jobs through its statewide apprenticeship program initiated during July, 1984. From a beginning of 30 apprentices in five programs during 1984, the DCE apprenticeship program has grown to 353 registered apprentices in 29 institutional jobs and prison industries at 13 major institutions and at two correctional units. In this arrangement, the apprenticed institutional jobs and prison industries provide the on-the-job training phase of the program, whereas DCE provides related studies through local community colleges or by hiring special part-time instructors. The continued growth of the prison apprenticeship program will further enhance the coordination of education programs with institutional jobs.

Another example of the coordination of education with institutional jobs resulted from an earlier DCE initiative, that of establishing "tandem" relationships between selected vocational courses and analogous prison work programs. At the Virginia Correctional Center for Women, inmates who wish to work in the data entry enterprise operation there cannot do so without first having completed the DCE office services program. Inmates who wish to work in the school bus refurbishing plant at the Brunswick Correctional Center must first complete DCE's auto body course. Before the Corrections printing enterprise was moved from the Virginia State Penitentiary to Powhatan, inmates who wanted employment in the prison print shop were first required to complete the DCE offset printing class. Because DCE does not have a printing course at Powhatan, currently this relationship has been discontinued. There are several benefits to be derived from this type of relationship: Skills learned in vocational

courses are reinforced, if they are practiced repetitively in jobs similar to the training. Prison work programs benefit when inmates have received prior training in needed job skills. It is acknowledged that "tandem" relationships between education and institutional jobs need to be expanded throughout the system. DCE concurs with the JLARC staff recommendation that DCE and DOC should jointly develop and administer a plan for coordinating education programs with institutional jobs.

During November, 1984, DCE completed the development of a comprehensive Social Living Skills curriculum guide for use in its Chapter I programs at all youth schools and four adult schools that have Chapter I programs for youthful offenders. The curriculum is used currently in all Chapter I social skills classes. If it is decided to establish a formal social skills program in each of the remaining DCE adult schools (those without Chapter I programs), the Chapter I social skills curriculum could be used as the curriculum guide for these additional classes.

Several years ago the Department of Corrections unilaterally contracted with the private, non-profit Virginia Community Action Re-entry System, Inc. (Virginia CARES, Inc.) to provide pre-release programming in its adult institutions. This program has grown extensively. It currently serves eight major institutions, a work release center, and 23 correctional units. Because the services which Virginia CARES provides are essentially educational in nature, it would appear that the pre-release activities of that organization should be under the jurisdiction of DCE, either by contract, or some other suitable arrangement. DCE concurs with the JLARC staff recommendation that it should, "...become more actively involved in pre-release and transition support activities, assist inmates to find education and training opportunities in their community, and coordinate these efforts with DOC." To accomplish this effectively on a system-wide basis, considerably more resources would be required. A first step in providing DCE with the capacity to perform these additional functions would be to transfer the Virginia CARES pre-release program and its funding to DCE's administration.

JLARC Note: DCE should use current resources to become more actively involved in pre-release activities. As part of the pre-release agenda at Southampton, the DCE principal at the nearby Youthful Offender Center discusses educational opportunities offered outside of prison. He also distributes information regarding location, cost, and application procedures. This practice could be duplicated by DCE principals at other facilities. The transfer of the Virginia CARES pre-release program and its funding to DCE's administration is not recommended.

RECOMMENDATION (6): DCE and DOC should promote full utilization of DCE's programs. If enrollment levels continue at fiscal year 1985 levels, however, DCE should abolish an academic teacher position at Nottoway, St. Brides, Southampton and the Virginia Correctional Center for Women where inmate enrollments were far short of each school's academic capacity. To more adequately utilize the two vocational shops at Harrisonburg, DCE should employ a second vocational teacher for that facility.

RESPONSE: DCE does not agree with the JLARC staff recommendation to reduce one academic position each at Nottoway, St. Brides, Southampton, and the Virginia Correctional Center for Women. Although Nottoway currently is operating below its rated academic capacity, it is a new school and, as such, will take at least another year to become an established part of the institution, thereby increasing enrollment. In addition, it is operating on an experimental four-period day which gives it an academic capacity of 160 students (10 students per period X 4 academic teachers X 4 periods = 160). DCE's adult schools typically operate on a two-period school day (morning and afternoon). If it had a two-period day, Nottoway's academic capacity would be 80 students, and its academic enrollment would be running consistently at or near its academic capacity.

JLARC Note: In its analysis of DCE's utilization of staff and facilities, JLARC used the capacity that DCE established for its schools in fiscal year 1985. The school capacities were based upon the frequency of classes during that year. If DCE reduces the number of classes but provides longer periods of instruction to each class of inmates, or if DCE succeeds in increasing inmate enrollments, then the need to eliminate significantly underutilized positions would be alleviated.

The JLARC report recommends increasing enrollments to ensure full utilization of staff and classrooms. However, DCE should staff its schools at the appropriate level needed to instruct expected numbers of enrolled inmates based on current enrollments -- not based on enrollment goals that have not been achieved. The final JLARC report recommends abolishing an academic position in Nottoway, St. Brides, Southampton, and the Virginia Correctional Center for Women in FY 1987 if academic enrollments do not increase during FY 1986. The final JLARC report also recommends reducing academic teacher positions in any other DCE major adult school if academic enrollments decline during FY 1986 and the remaining teachers can instruct classes without exceeding their classroom capacities.

For nearly a year, DCE has held an academic position at St. Brides vacant in order to study the most efficient utilization of that school's academic staff. This has resulted in a slight decrease in the academic enrollment and can account for most of the difference between enrollment and capacity. (Note: While the position was held vacant, capacity was not reduced.) It also must be emphasized that St. Brides has only two regular academic positions whose class enrollments are currently 17 to 18 students per teacher twice a day--a higher student/teacher ratio than at other adult schools. With the initiation of DCE's special education requirements for adults during 1986, St. Brides school capacity will be lowered because of the smaller capacities of its special education classes. The currently vacant position will need to be used for a half day academic teacher and a half time administrative position to coordinate special education and apprenticeship training.

JLARC Note: DCE may need to fill the vacant academic position at St. Brides if it is necessary to reduce the capacity of individual classes, if inmate enrollments increase, or if the number of special education students increases. However, the enrollment level in fiscal year 1985 did not support the need for this position. DCE's decision to hold this position vacant in 1985 supports JLARC's conclusion.

Because the mission of Southampton has changed over the last few years from a youthful offender center with required school enrollment to a regular medium security institution with voluntary enrollment, DCE has transferred several academic positions as the result of lower enrollments in that program area. In addition, the structure and scheduling of classes has been changed during the last year to accommodate the different population. Recent efforts to increase academic enrollment through more involvement with the Southampton DOC treatment staff have included school "open house" and participation in treatment team planning. Moreover, the Vocational Learning Center (VLC) students are not included in academic enrollments, because they are counted in the enrollments of vocational classes from which they are rotated to be provided with academic skills in the VLC. If they were counted in the academic enrollment, it would be much closer to the rated academic capacity of 140. DCE wishes to continue efforts to increase enrollment at Southampton for another year before a decision to abolish an academic teacher position is considered.

JLARC Note: DCE's total academic capacity of 140 students at Southampton is based upon the classroom capacities of four academic teachers. During fiscal year 1985, the average total enrollment in these classes was 94 students. Three teachers would have a total capacity of 102 students -- still above the FY 1985 enrollment level. If the number of inmates enrolled in academic classes increases in 1986, then four academic teachers might be needed.

DCE maintains a fifth academic teacher position at Southampton to provide instruction exclusively to vocational students who do not have a high school diploma or the GED equivalent. JLARC accurately excluded these vocational students in the Vocational Learning Center (VLC) from total academic enrollments because: (1) these students already are counted within DCE's vocational enrollments, and (2) DCE has established a separate academic teacher position designated exclusively to instruct VLC students.

Evidently, the JLARC staff reversed the figures for academic enrollment and academic capacity at the Virginia Correctional Center for Women. Academic enrollment has been well above capacity every month since July, 1984, except for two months. September, 1985, figures indicate an academic enrollment of 86 compared to the school's academic capacity of 68.

JLARC Note: JLARC did not incorrectly report the academic enrollment or capacity for the Virginia Correctional Center for Women (VCCW). As part of the capacity survey conducted by staff in DCE's central office, JLARC validated the information by contacting the DCE school principal at each facility. Although the VCCW academic capacity was listed as 67 students on the capacity survey, this number did not accurately reflect current practice at the VCCW. The DCE school principal at the VCCW reported that the 67 capacity figure was based on outdated individual classroom capacities that were smaller than current practice. The DCE principal confirmed that the current capacity should be 106 students, derived by using the following formula:

3 GED teachers x 15 students per class x 2 classes = 90 students

+ 2 ABE teachers x 8 students per class x 1 class = 16 students

Total academic capacity = 106 students

JLARC correctly used 106 students as the academic capacity for the VCCW in its analysis of staff and facility utilization.

DCE does not agree with the JLARC staff recommendation to employ a second vocational teacher at Harrisonburg to more adequately utilize the two vocational shops at that school. Several years ago, a second vocational course was implemented to better utilize the one instructor. There were not enough students available to offer two Climate Control classes per day - one in the morning and one in the afternoon; thus, a second course, Electricity, was offered in the afternoon. Both courses are able to maintain full enrollment, because many of the students enrolled in the morning Climate Control class are also enrolled in the afternoon Electricity class. The size of the institution population and school enrollment simply will not support two vocational courses with two different teachers.

JLARC Note: JLARC agrees with DCE's comment. The final JLARC report has been changed and does not recommend a second vocational teacher position for the DCE school at Harrisonburg.

RECOMMENDATION (7): DCE should abolish five wage positions: the library assistants at Powhatan and St. Brides, the instructional assistants at Marion and Mecklenburg, and the administrative assistant position at Buckingham.

RESPONSE: DCE disagrees with the JLARC staff recommendation to abolish the Library assistant at Powhatan. An inmate cannot be substituted for this position since it requires movement throughout the Powhatan Complex to six additional libraries (M-Building, Receiving Unit, Medical Unit, County Jail, James River, and North Housing). The total population of 1,416 men (inclusive of 400 for James River and North Housing) places the ratio of one librarian to 1,416 men; the average librarian/inmate ratio at other DCE adult school libraries is 1 to 447. The Powhatan

librarian position alone amounts to two separate jobs: Powhatan librarian and James River/North Housing librarian. One librarian, without the support of an assistant, cannot provide the quality of services to meet even routine user needs. The American Correctional Association/American Library Association Joint Committee on Institution Libraries has set a basic standard of one professional librarian, 2 assistant librarians, one library technician, and two to three library clerks for institutions with a population over 501. The basic standard for institutions with populations between 301 and 500 requires 1 librarian, 1 assistant librarian, 1 library technician, and 1 library clerk. The basic standard for institutions with populations of 100 - 300 is 1 librarian, 1 library technician, and 1 library clerk. DCE does not begin to meet these basic standards.

JLARC Note: JLARC agrees that the library assistant position is necessary. The final JLARC report has been changed and does not recommend abolishing the library assistant position at Powhatan.

The library assistant wage position at St. Brides was a temporary one needed for cataloging on a one-time basis, because of library facility expansion. The position was utilized from May to August, 1985. It was abolished during August, 1985.

The instructional assistant position at Marion has been continued on an indefinite basis, because of the problem of filling a second special education teaching position at that school. The wage position will be abolished when the vacant permanent position is filled.

The instructional assistant wage position at Mecklenburg is actually a librarian assistant. Because of the applicant's background and salary considerations, the instructional assistant classification was used rather than library assistant. The position is used to serve inmate clients throughout the facility who are not allowed access to the main library by DOC. The DCE library at Mecklenburg serves a population of 364 men. At least 156 men are not allowed access to the library. The ACLU has court ordered that all segregated persons receive current periodicals and books. An inmate librarian aide cannot be used for this duty. In addition, with a population over 301, this facility's library staffing pattern still falls short of the recommended standard. DCE does not agree with the recommendation to abolish this position.

JLARC Note: JLARC agrees that the instructional assistant position is needed if Mecklenburg continues to operate as it currently does. The final JLARC report has been changed and does not recommend abolishing the instructional assistant at Mecklenburg.

DCE does not agree with the JLARC staff recommendation that the administrative assistant wage position should be abolished at Buckingham. Because of the applicant's qualifications, the administrative assistant classification was used for the position, rather than that of an instructional or library assistant. On an ongoing basis, this position is responsible for inmate testing, enrolling students in school, researching students' prior school records, maintaining the supply inventory, and serving as liaison with the Virginia State Library for the academic film program. These types of responsibilities take away instructional time of teachers at other schools. In addition, the Buckingham DCE School has been without a librarian for a total of nine months since it opened two years ago. This position has been used to continue library services because of the difficulty in filling the librarian position. It would be ideal to have a position similar to this one at each major adult school.

JLARC Note: The final JLARC report maintains that DCE should abolish the administrative assistant position at Buckingham. The duties of this position could be assumed by other DCE staff or inmate aides as practiced at other DCE schools. DCE should not retain this position to substitute for other positions that might be vacant periodically. Rather, DCE should ensure that needed vacant positions are filled.

RECOMMENDATION (8): To accommodate additional vocational students, DCE should review its classroom capacities and attempt to increase the number of vocational students per class whenever space is available while maintaining appropriate class sizes. In each major adult facility, DOC should identify additional space that could be converted to vocational classrooms and develop a plan to increase the number of inmates that can be accommodated in vocational classes.

RESPONSE: DCE agrees in principle with this recommendation. Both exercises, a reassessment of the capacities of vocational labs to increase the numbers of students which they can accommodate and a search for additional space in the major adult facilities to use for vocational classrooms, have been repeated many times. Based on State Department of Education minimum standards for square footage per student, DCE vocational course capacities in its adult school cannot be increased. To little avail, many attempts have been made to identify additional space to use for vocational programming in the major adult facilities. In the new institutions, most DCE requests for vocational spaces have been included in the construction plans. In the older, existing institutions, the only way that additional space can be provided is to build new vocational labs or add to existing buildings. Most DCE capital outlay requests to DOC for these types of additions have been denied, because of their relegation to priorities below the level of sufficient appropriations to fund them.

JLARC Note: DCE should review its method for determining maximum vocational class sizes. JLARC found considerable disparity in the square footage per student among similar courses at different facilities. Examples of this disparity are contained in the JLARC report. In some facilities, DCE could increase the number of students per class by one or two students without reducing the average square footage per student below the space per student in similar courses. The technical appendix to this report explains this analysis.

RECOMMENDATION (9): DCE and DOC should develop a system-wide plan for supporting inmates' participation in education programs at field units. DCE and DOC should also attempt to expand the number of educational programs in field units by offering classes during the day. DCE and DOC should cooperatively develop a work and school schedule for inmates desiring additional education and training.

RESPONSE: DCE concurs with this recommendation. If provided with the needed additional resources, adequate space, and appropriate security, DCE would be able to offer more daytime classes in the field units. With full cooperation from DOC, feasible work and school schedules could be developed for field unit inmates desiring additional education and training.

RECOMMENDATION (10): DCE should develop and implement a plan for testing, referring, placing, and serving inmates eligible for special education who are confined in field units. DCE and DOC should promote the inclusion of educational goals in the program plans of field unit inmates desiring additional education or training. Anticipating that inmates in field units will soon be released, DCE should assist them to find education and training programs in the community.

RESPONSE: DCE, in cooperation with DOC, has developed a plan to refer field unit students for an appropriate evaluation who may be in need of special education services. A Referral for Special Education Services may be initiated by staff or a student at a field unit. The evaluation to determine eligibility will be conducted by itinerant evaluators at the institution where the student is housed, or by requesting DOC to transfer the inmate to a site where evaluation can be conducted and eligibility determined. If the student is found to be eligible for services, DCE will request a permanent transfer of the student (with the student's concurrence) to an institution where special education can be provided.

DCE agrees with the recommendation that DCE and DOC should promote the inclusion of educational goals in the program plans of field unit inmates desiring additional education or training. DCE further agrees that it should assist inmates to find education and training programs in the community, but reiterates the position taken in response to Recommendation (5) above that to accomplish this effectively on a system-wide basis would require considerably more resources. It should be noted

that an interagency ex-offender placement pilot program currently is being developed by the Virginia Employment Commission, the Department of Labor and Industry, the Department of Corrections, and the Department of Correctional Education. The pilot will place major emphasis on the individual who may be released from the correctional system before the completion of apprenticeship training. Those persons may be in need of stopgap or interim employment while awaiting assignment for completion or continuation of their apprenticeship training. The project will be conducted in a southside Hampton Roads City (Norfolk, Chesapeake, or Portsmouth, and surrounding area), because of the prevalence of apprenticeship opportunities and correctional institutions in the region.

RECOMMENDATION (11): DCE and DOC should identify and address the causes of low inmate enrollments in adult education classes at the Baskerville, Culpeper, Haynesville, Botetourt and Tazewell field units. At other field units where the number of inmates on waiting lists regularly averages close to class capacities, DCE and DOC should attempt to schedule an additional class. DCE should also continue its efforts to recruit and train inmate and community volunteers for the literacy program to supplement academic teachers.

RESPONSE: DCE concurs with this recommendation. It should be noted that scheduling additional night school classes in most field units would pre-empt those spaces currently used by other institutional programs (e.g., Alcoholics Anonymous, Jaycees, movies, and various religious groups) which meet both during the evenings when night classes are in session and on other nights when classes do not meet. A conflict free schedule between additional night classes and other institutional programs would be difficult to achieve. On the matter of expanding literacy volunteer programs in the field units, four units currently have active programs. Three additional field unit literacy programs are scheduled to be implemented between January and June, 1986.

RECOMMENDATION (12): DCE should fill vacant positions to provide at least one part-time teacher at all field units. To ensure that field unit teachers are regularly supervised, DCE should consider balancing the supervisory workload of the principal and assistant principal and assigning supervisory responsibilities on a geographic basis.

RESPONSE: DCE concurs with this recommendation. The attrition rate of part-time teachers and the time required to interview, select, and train instructors to maintain programs at twenty-four sites has resulted in some units being without regular classes.

RECOMMENDATION (13): DCE and DOC should encourage inmates to participate in educational programs at field units. Existing rooms should be utilized for academic and vocational programs during the day when there is a sufficient number of inmates to participate.

RESPONSE: DCE concurs with this recommendation. It is noted that adequate facilities to house either daytime or evening vocational classes in the field units are practically nonexistent. Given more resources,

additional academic classes could be offered in various units during the day. Success in offering additional daytime classes would be contingent on the extent of DOC's cooperation in making inmates available to enroll in these programs.

RECOMMENDATION (14): DCE and DOC should attempt to expand the availability of education programs to inmates confined in field units. DCE and DOC should consider options such as: (1) offering night classes more frequently, (2) increasing the use of staff and facilities during the day, (3) transporting inmates from field units to attend classes at major institutions as currently practiced between Capron and Southampton, and (4) designating an education mission for a limited number of field units in different regions of the State.

RESPONSE: DCE concurs with the recommendation to expand the availability of education programs to inmates confined in field units. Options (1) and (2) were discussed in the Responses to Recommendations (11) and (13), respectively. Option (3), transporting inmates from field units to attend classes at major institutions as currently practiced between Capron and Southampton, would possibly have application in a few other situations. All factors, including distance between a field unit(s) and a major institution, types of inmates from the different institutions who would attend school together, security considerations, and transportation logistics would have to be considered carefully. Option (4), designating an education mission for a limited number of field units in different regions of the state, appears to be the most feasible option. In this situation, conflict between work programs and school either would be eliminated or significantly reduced, because of the predominant focus on education at those units. Students genuinely interested in self-improvement through education could be transferred from other field units and housed at those field units designated for education. Under these conditions, field unit education programs could be concentrated and operated more efficiently.

RECOMMENDATION (15): To facilitate educational placement decisions in the learning centers, DOC court services units should ensure that educational records are included in the commitment documents for every youth at the time custody is transferred to DOC. To aid vocational placement decisions, DCE shall conduct more thorough testing of older youths' vocational aptitudes and abilities.

RESPONSE: DCE concurs with the recommendation regarding education records. DCE also concurs with the recommendation regarding more thorough testing of older youths' vocational aptitudes and abilities. This recommendation, however, should be extended to include all youth who enter the system. Consideration has been given to establishing a vocation evaluation component at the Reception and Diagnostic Center. An appropriate vocational evaluation cannot be accomplished within current resources or within the three-week period provided to complete the DOC and other DCE evaluations that are conducted at that facility.

RECOMMENDATION (16): DCE should continue their efforts to comply with special education laws and standards. Particular emphasis should be placed on recruiting special education teachers endorsed to teach emotionally disturbed students and providing self-contained classes to youth required by their Individual Education Program to receive those services.

RESPONSE: DCE concurs with the recommendation to continue with its efforts to comply with special education laws and standards. DCE does not agree that its primary emphasis should be recruiting special education teachers endorsed to teach emotionally disturbed students. DCE's primary emphasis has been placed on recruiting teachers with multiple endorsements (MR/LD/ED). This should be continued. Multi-endorsed special education teachers provide greater flexibility in designing programs to meet the various needs of different types of handicapped students.

JLARC Note: The intent of the JLARC recommendation is to ensure that DCE emphasizes recruitment of special education teachers at least endorsed to teach emotionally disturbed youth because of the prevalence of this handicap in the juvenile learning center population. JLARC concurs that it would be preferable to find special education teachers with multiple endorsements. The final JLARC report has been changed to reflect this clarification.

RECOMMENDATION (17): DCE and DOC should develop a plan for expanding work programs for older incarcerated youth who have completed the equivalent of a high school diploma or who are studying toward completion in a GED program.

RESPONSE: DCE concurs with this recommendation. A work/study program has been operated for a number of years at the DCE School, Bon Air Learning Center. Efforts are underway at the Beaumont Learning Center to develop a work release program through the DCE school at that institution.

RECOMMENDATION (18): The Department of Corrections should include DCE in their plans to implement a minimum length of stay classification system for the juvenile learning centers. DOC should not implement this plan without legislative authorization through an amendment to section §16.1-285 of the Code of Virginia.

RESPONSE: DCE concurs with this recommendation.

RECOMMENDATION (19): DCE should provide the necessary number of teachers and aides wherever DOE finds them inadequate to comply with special education requirements. If DOE intends to require DCE to comply with an agency standard of no more than 10 students per one teacher and one aide, then the Board of Education should adopt a separate standard

for a lower student-teacher ratio without an aide. This standard without an aide should be based upon the distinction the Board currently makes for emotionally disturbed youth--the most prevalent educational handicap in the juvenile learning centers.

RESPONSE: DCE concurs with this recommendation. Given current resources, DCE cannot comply with either standard that has been cited in Recommendation (19) regarding pupil/teacher ratios. It does not have the resources to comply with the one teacher and one teacher aide for every ten students, nor does it have the resources to provide one teacher for every eight students or one teacher and one aide for every ten students, according to the Educational Standards for Residential Care Facilities, Manual for Determining Compliance.

RECOMMENDATION (20): DCE should: abolish two vocational teacher positions at Beaumont, two at Hanover, one at Appalachian, and one at Bon Air; transfer the vocational evaluator from Beaumont to the Reception and Diagnostic Center; abolish the special activities supervisor positions at Camp New Hope; and assign an instructional assistant rather than an academic teacher to monitor students suspended from classes at Beaumont.

RESPONSE: DCE would want to study further the school schedules and staffing patterns at Beaumont and Hanover Learning Centers before taking action to abolish two vocational positions at each of those institutions as recommended by the JLARC staff. It should be noted that DCE is responsible for the supervision and security of learning center students during school hours. This includes preventing students from running away. To accomplish this, constant surveillance is required. A reduction in the number of teaching positions may result in reduced security and the capability to manage student behavior effectively.

JLARC Note: JLARC maintains that the small size of vocational classes in the learning centers does not support the need for the current number of vocational teacher positions that DCE assigns to those facilities.

A reduction of two vocational teaching positions at Beaumont would increase the average class size by only one student (from an average class size of eight students to nine students per class). Because three of DCE's 12 vocational teachers at Beaumont instruct duplicate courses, DCE could still offer nine different vocational courses at that facility.

At Bon Air, a reduction of one vocational teacher position would increase the average class size by only one student per class (from seven to eight). One position has been vacant, consequently Bon Air has been functioning with an average of eight students per vocational class.

A reduction of two vocational teacher positions at Hanover would increase the average vocational class size by only two students (from 4 to 6 students per class). The average class size of six students per class would therefore equal the average vocational class size at three other juvenile learning centers (Barrett, Natural Bridge, and Oak Ridge).

With respect to the other recommended actions, several months ago DCE abolished a vocational teaching position and vocational course at the Appalachian Learning Center. The position was reallocated to an instructional assistant to serve as a full-time substitute teacher and to assist the DCE Appalachian principal and staff with student behavior problems. For several weeks DCE has held vacant a vocational position at Bon Air to determine whether or not it will be needed to staff the non-traditional vocational programming which is being implemented at that school. In addition, when it was vacant recently, one of two DCE special activities supervisor positions at Camp New Hope was transferred and reallocated to an adult school teaching position for a daytime ABE/GED program at the Northern Virginia Correctional Unit #30 in Fairfax. When space is available at the Reception and Diagnostic Center (R&DC), and additional funds are available to establish an appropriate vocational evaluation component there, DCE concurs with the recommendation to transfer the vocational evaluator from Beaumont to R&DC. In addition to the one vocational evaluator position transferred from Beaumont, if all youth who come through R&DC are to receive vocational evaluations, another vocational evaluator position will be needed. Moreover, the three-week period currently allotted for student evaluations at R&DC will have to be extended to include additional time needed to conduct vocational evaluations. DCE also concurs with the JLARC recommendation to reallocate the in-school suspension position at Beaumont from teacher to instructional assistant. Further study needs to be made of the second DCE special activities supervisor position at Camp New Hope, before action is taken to transfer or abolish it.

JLARC Note: The special activities supervisor at Camp New Hope is inappropriately classified as a DCE position. This position is not an instructional position but rather a recreational position similar to others employed by the Department of Corrections (DOC). In further support of this conclusion, the special activities supervisor at Camp New Hope reports to the DOC assistant superintendent at the Natural Bridge learning center, although DCE pays the salary of the position. JLARC maintains that this position should be transferred to DOC.

JLARC concurs with DCE's decision to place a full-time teacher (formerly a vacant special activities supervisor position at Camp New Hope) at the Fairfax field unit because: (a) DCE was unable to recruit a part-time teacher to instruct classes in the evening, and (b) the unit was without any instructor throughout fiscal year 1985. DCE and DOC should ensure full utilization of the daytime educational program and full-time teacher at Fairfax.

JLARC concurs with DCE's decision to reallocate a vocational teacher position to an instructional assistant at Appalachian learning center because: (a) the small vocational class sizes did not support the need for five vocational teachers at that facility, and (b) the Appalachian facility was the only juvenile learning center without any instructional assistants. The final JLARC report reflects these changes.

RECOMMENDATION (21): DCE and DOC should identify a room at Oak Ridge that can be used to hold a separate social skills class. DCE should attempt to secure federal Chapter I funds to support the teaching position for the social skills classes.

RESPONSE: DCE concurs with the recommendation that an additional room needs to be located at the Oak Ridge Learning Center to set up a separate Social Skills class. If such a room is identified, DCE would endeavor to provide federal Chapter I funds to support the teaching position for the Social Skills classes.

RECOMMENDATION (22): The DCE superintendent, or the new assistant superintendent of adult schools, should set program and operational goals with the adult school principals. The adult school principals should be annually evaluated in their performances.

RESPONSE: During April, 1985, DCE acknowledged the problem of the superintendent's over-extended span of control by requesting the secretary of transportation and public safety to approve an organizational modification that would permit DCE to establish an assistant superintendent's position to oversee adult school operations. As early as 1980, the need for this position was acknowledged in the DCE (then RSA) 1980-86 Master Plan, by a recommendation for its establishment. Subsequent Executive Branch initiatives to control the growth of state government through manpower ceilings have precluded establishment of the position until recently.

Since its approval in June, 1985, the position has undergone two successive advertisements and application reviews in order to assure an adequate pool of qualified applicants. When the assistant superintendent of adult school operations is hired in the near future, the problem of too many positions reporting directly to the agency head, and infrequent formal evaluations, will be resolved.

It is noted here that the adult school principals have experienced continuous informal evaluations of the management of their school programs and operations by a variety of ongoing contacts with the DCE superintendent. These contacts include periodic principals' meetings, school visitations, frequent phone calls, reviews of school programs and operations with staff supervisors, numerous individual conferences with principals, and generally easy access to the DCE superintendent through a well known, established "open door" policy. These activities focus on reviews of school goals and program performance, personnel matters, fiscal management, the interface between school and institution, student achievement, and achievement of executive agreement goals, to name a few. It is in this context that adult school principals have suffered no lack of accountability for achieving program goals or meeting operational standards for their schools.

In another matter related to the issue discussed above, the question of the extent to which the adult school principals were involved in establishing executive agreement goals for their schools is addressed here. The executive agreement process was initiated during 1982. The

first step in the process included a series of conferences between the secretary and deputy secretary of public safety and the DCE superintendent to identify RSA/DCE's principal achievement indicators: GED's, vocational certificates, student enrollment, and student attendance. Through an analysis of agency records and simple calculations, the means of the previous two years of performance in these indicators of agency achievement were established also. The documentation of these calculations appears, respectively, in the appendices of DCE's 1982-84 and 1984-86 Executive Agreements. For GED's and vocational certificates, the percentage ratios between the means of the previous two years of performance and the aggregates of all adult and all youth school academic and vocational capacities, respectively, became the baseline performance indicators in these two areas. As well, a review of agency records and similar calculations established the performance baselines for overall agency school enrollment and attendance. After further deliberations between the secretary of public safety and the DCE superintendent, RSA/DCE's achievement goals for these performance areas, expressed as modest percentage increases, were established.

Subsequently, the entire executive agreement process was reviewed during a meeting of the RSA/DCE principals and each was given a copy of the executive agreement document. Follow-up conferences were held with each principal to review his/her school's prior achievement in each of the established performance indicators, to review and verify school academic and vocational capacities, and to establish each individual school's GED, vocational certificate, enrollment, and attendance quotas. In the case of GED's and vocational certificates, this was done by applying the overall agency percentage ratio of performance to each school's established academic and vocational capacity. During these conferences, principals were afforded the opportunity to indicate mitigating circumstances that would preclude their school from achieving their projected quotas. If their arguments prevailed, appropriate modifications were made in the school performance quota in question. Individual school performances were reviewed with each principal at the end of each year of the executive agreement and, based on applicable mitigating circumstances, appropriate adjustments were made in the expected performance quotas for the succeeding year.

The entire process was repeated for the 1984-86 Executive Agreement with another procedure added. Because the overall yield in GED's in adult schools was lower during 1984-85 than in 1983-84, and lower than the previously established 1984-85 Executive Agreement goal, all adult school principals were surveyed and those whose schools did not meet their quotas had the opportunity to indicate the reasons why. The reasons for DCE's lower GED yield during FY 1984-85 (625) than during FY 1983-84 (734) were compiled from the above-referenced survey of adult school principals and were indicated in the July 16, 1985, Report to the secretary of transportation and public safety on the FY 1984-85 Executive Agreement Commitments of the Department of Correctional Education, as follows:

- "Objective 2. (a) During 1984-85, 723 GED's are projected to be earned in existing RSA Adult schools. This represents 51% of the academic program capacities

of these schools. One hundred seven (107) additional GED's are projected to be awarded to students at the new Nottoway school for a system total of 830 GED's for FY 1984-85.

Results:

This objective was not achieved. Whereas the commitment for Adult schools was 830 GED's, which included 107 that were projected to be earned at the new Nottoway DCE School, a total of 625 GED's were earned at DCE Adult schools during FY 1984-85. This was 205 fewer GED's than were projected to be earned. This shortfall is attributed to the following conditions which existed in the Virginia corrections system during FY 1984-85:

- a. An increased number of inmates with longer sentences entering the system; fewer intakes into the system. These factors reduced the number of participants in GED programs.
- b. An increase in special populations. Typically parole violators are segregated and do not have access to school. Parole violators previously were located at only one facility in the system; they are now housed at one institution in each region. These segregated groups reduce the potential number of students that are available to participate in GED programs. Special populations also include inmates in the Developmentally Disabled (DD) and Mental Health (MH) units. The number of inmates with these classifications has increased. They are typically low level achievers. Relatively few participate in the GED program or complete a GED certificate.
- c. More intakes into the Adult Corrections system who have already completed their GED.
- d. An increased number of intakes with lower level school achievement scores. During FY 1984-85 many DCE Adult schools had to restructure their programs to increase their ABE sections and reduce the number of GED classes offered.
- e. Continuous transfers of inmates from institution to institution. This disrupted GED (and other) classes, and reduced the number of GED completions."

The following quotation from DCE's revised 1984-86 Executive Agreement clearly illustrates that the input of adult school principals regarding the causes of reduced GED yields during 1984-85 influenced the establishment of the 1985-86 GED goals for the agency and, consequently, for the individual adult schools:

"1985-86 revised Executive Agreement Objective 2. (a):

The number of GED's projected to be earned by Adult students during 1985-86 will be 765 certificates, or 47% of the Adult academic program capacity of 1,627. Essentially, this is a 'maintenance of effort' objective in which the criterion of performance is expected to be less than the previous year because (1) of the projected slight decline in the overall Corrections Adult population and (2) because the 'saturation point' in the relationship between the potential for GED yield and Adult school academic capacity appears to have been reached. This assumption is predicated on the generally low and continually declining functional grade levels of Virginia inmates in the basic skills academic subjects. (See Appendix, page 4, Table IV.)"

RECOMMENDATION (23): DCE should develop and implement a timetable for completing its evaluation of operational standards in all adult and youth schools by December 1986. Subsequent evaluations should be regularly conducted to assess and ensure continued efforts to achieve professional excellence in DCE schools.

RESPONSE: DCE concurs with this recommendation. It is noted, however, that, in addition to ongoing school operations and 1984-86 Executive Agreement commitments, four major projects during the Summer and Fall of 1985 took precedence over revising the evaluation criteria for DCE schools ("Evaluation Model") and implementating a schedule to begin systematic school evaluations. These projects included (1) Re-searching and writing the RSA/DCE Ten-Year Report, (2) Coordinating the DCE/DOC Interagency Study to Maximize Inmate Involvement in Educational Programs, targeting the Powhatan Correctional Center, (3) Assisting in the Interagency (DCJS/DCE/DOC) Study of the Department of Correctional Education requested by the secretary of transportation and public safety, and (4) Developing DCE's 1986-88 Budget Request. It should be noted also that, according to the provisions of DCE's 1984-86 Executive Agreement, the previously approved timetable for implementation of the Evaluation Model was by June 30, 1986.

RECOMMENDATION (24): DCE should fill the vacant transition agent position that is responsible for assisting incarcerated youth and adults to continue their education upon release. After assessing the workload of the position and coordinating its responsibilities with DOC's parole function, DCE may wish to expand its level of support for inmates seeking additional education and training in the community.

RESPONSE: DCE concurs with this recommendation. Because the Chapter I coordinator position was vacant at the time that the incumbent in the Chapter I transition agent position was promoted to another job

in the agency, the transition agent position has remained vacant until such time as the Chapter I coordinator was hired and managed the Chapter I program long enough to reassess the functions of the position and to redefine its duties as may be warranted. The position is expected to be filled in the near future.

RECOMMENDATION (25): DCE should automate many of its record keeping, fiscal and data processing functions in the central office. When completed, DCE should subsequently attempt to realize any resultant staffing efficiencies.

RESPONSE: As pointed out in the response to Recommendation (3) above, during February, 1985, DCE contracted with DIT to develop a comprehensive student record and reporting system. The project is expected to be completed by May, 1986. This is the first in a long range, three-phase project which also includes a computerized fiscal accounting system and a personnel information system. During August, 1984, DCE (then RSA) first requested DIT (then MASD) to provide it with on line access to the Commonwealth Accounting and Reporting System (CARS). MASD consulted the Department of Accounts (DOA), with respect to the availability of on line CARS access. DOA responded that a standard system for agency use was being developed. It was reported recently that the system would be completed during the Spring of 1986. After DCE's computerized pupil records and fiscal accounting systems are operational, appropriate elements of the available computerized personnel information system are planned to be implemented.

RECOMMENDATION (26): To facilitate cooperative planning and policy efforts, the General Assembly may wish to amend §53.1-2 to include the chairman of the Board of Correctional Education or another board representative designated by the chairman to serve in an ex-officio capacity on the Board of Corrections.

RESPONSE: It is agreed that DCE needs a representative to serve in an ex-officio capacity on the Board of Corrections. The representative should be the DCE superintendent, which is similar to the provision in §22.1-341 that, "...two persons designated by the Director of the Department of Corrections...shall serve...[on the Board of Correctional Education]...as ex-officio members without vote."

RECOMMENDATION (27): DOC should ensure that DCE capital outlay requests receive the same priority as similar requests from their own institutional staff. To emphasize the most critical expansion, renovation, and repair needs in the DCE schools, the DCE central office should also prioritize the capital outlay requests of all school principals and submit their agency recommendations to DOC.

RESPONSE: DCE generally concurs with this recommendation. The DCE superintendent and his staff should aggregate and prioritize the capital outlay and renovation needs for all DCE schools and submit them

to DOC, rather than having the DCE principals submit requests through the wardens/superintendents and later DOC providing the lists of those items to be prioritized by the DCE superintendent and his central staff.

RECOMMENDATION (28): As a method for strengthening agency coordination at the institutional level, DCE and DOC should refine their "memorandum of understanding." This inter-agency agreement should contain specific strategies for addressing scheduling conflicts and other factors that prevent inmates from participating in education programs or otherwise impair coordinated security and program efforts within each institution.

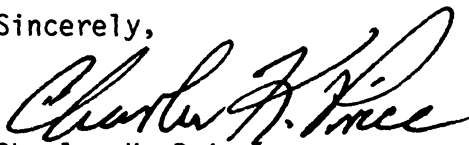
RESPONSE: DCE concurs with this recommendation. The findings of the Interagency (DCE/DOC) Study to Maximize Inmate Involvement in Educational Programs, which is expected to be completed during January, 1986, should serve as the basis to revise the DCE/DOC Memorandum of Understanding.

RECOMMENDATION (29): DCE should remain a separate State agency and school district with statewide jurisdiction over the education of incarcerated juveniles and adults in the custody of the Department of Corrections.

RESPONSE: DCE concurs with this recommendation.

The Department of Correctional Education is extremely proud of its capacity to deliver educational services to incarcerated learners in the Commonwealth its accomplishments, and its unique status as the only independent state agency for correctional education in the country. We would hope that DCE would become a model for other states to emulate. In addition, we remain committed to continually evaluating the operations and programs of the agency to effect economies and improvements whenever possible. It is in this vein that the JLARC staff study has been received and reviewed.

Sincerely,



Charles K. Price
Superintendent of Schools
Department of Correctional Education

CKP:lg

xc: The Honorable Andrew B. Fogarty
Secretary of Transportation and Public Safety

: Members of the Board of Correctional Education

JAN 2 1986



COMMONWEALTH of VIRGINIA

Department of Corrections

ALLYN R. SIELAFF
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P. O. BOX 26963
RICHMOND, VIRGINIA 23261
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December 30, 1985

Mr. Ray D. Pethtel, Director
Joint Legislative Audit & Review
Commission
Suite 1100, General Assembly Building
Richmond, VA 23219

Dear Mr. Pethtel:

Thank you for the opportunity to comment on the exposure draft Staff and Facility Utilization by the Department of Correctional Education. The draft raises many important points concerning correctional education in the Commonwealth and I would like to respond to the Adult Institutions and Youth Services areas separately.

As mentioned in the report, the Department is currently developing a graduated release master plan that will impact work, training, education and treatment programs in all adult institutions. Questions about the kinds of education and vocational programs, their location and the appropriate timing for training will be addressed by this planning effort. Issues such as the current location of vocational programs and the relationship between vocational training and work experiences in enterprises, for example, are critical to the graduated release concept. One goal of the Graduated Release Task Force is to address all these issues in a consistent and systematic way.

Your recommendation that vocational programs be expanded will become a part of the GRTF analysis. Any expansion of programs or extension of hours may require additional capital outlay and/or security FTE's to maintain orderly operation of the institutions. Capital construction in all probability will significantly impact any changes in field unit programming.

Mr. Ray D. Pethtel, Director
December 30, 1985
Page Two

The issue of Special Education services for adult inmates deserves close scrutiny. Security and the orderly operation of institutions is the primary focus of adult corrections. As institutions become critically overcrowded as they have in Virginia, there is much less flexibility to place an inmate in a particular institution for program purposes. Moving an inmate currently in the system often requires six or seven other moves to create the right space. The goal of providing Special Education services to adult students is important. Making that goal a reality will be extremely difficult given other classification needs and the almost total lack of Special Education programming currently in place.

Many of the issues raised in the adult area will be addressed in a system-wide fashion by the Graduated Release Task Force which has a DCE representative. The Department is not philosophically opposed to the idea that education services should be available to those inmates desiring to participate. If the needed resources are made available, the Department will be a willing partner in putting these programs in place.

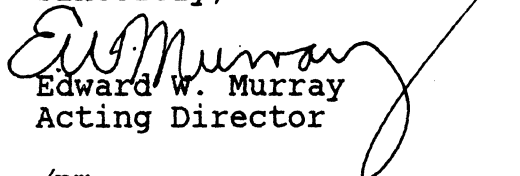
The Department will continue to work with DCE to resolve issues in the youth area. As the new classification system is implemented, adjustments will be made to meet the programming needs of youth confined for longer periods of time. The Department will seek to improve the current evaluation process by insuring that appropriate records are requested from local school districts in a timely manner. Your point about the vocational evaluator at Beaumont being transferred to the Reception and Diagnostic Center is well taken. This move should help system-wide evaluation.

The Department will develop plans to expand work experiences for older youth in appropriate learning centers in order to facilitate transition back to the community.

Mr. Ray D. Pethel, Director
December 30, 1985
Page Three

Thank you again for the opportunity to comment on this draft. If further clarification is needed, please let me know.

Sincerely,


Edward W. Murray
Acting Director

/pm



COMMONWEALTH of VIRGINIA

DEPARTMENT OF EDUCATION
P.O. BOX 60
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December 23, 1985

Mr. Ray D. Pethel, Director
Joint Legislative Audit and
Review Commission
Suite 1100
General Assembly Building
Capital Square
Richmond, VA 23219

Dear ~~Mr. Pethel~~: *Ray*

The exposure draft entitled, Staff and Facility Utilization by the Department of Correctional Education has been reviewed by appropriate staff within the Department. We find several statements which reference the fact that our monitoring efforts only address special education requirements for student-teacher ratios and not the overall staffing standard for the Department of Correctional Education (DCE). In light of discussions with personnel from the DCE, our decision was made to concentrate on certain special education issues this review cycle while identifying staff to monitor non-handicapped students for subsequent review cycles. During this time, we will address the necessity for a separate standard for a lower student-teacher ratio where an aide is not employed as referenced in the report.

If there are questions concerning this matter, please contact Dr. N. Grant Tubbs, Administrative Director, Office of Special and Compensatory Education, at (804) 225-2402.

Sincerely,

A handwritten signature in dark ink, appearing to read "S. John Davis".

S. John Davis
Superintendent of Public Instruction

SJD:oml

cc: Dr. N. Grant Tubbs

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