

# Prisoner Education

## Legislative Continuation Review

Joint Report

NC Community College System and NC Department of Correction  
March 2010



**R. Scott Ralls**  
President  
NC Community College System

**Alvin W. Keller, Jr.**  
Secretary  
NC Department of Correction



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## 1. Executive Summary

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NC Community College System and NC Department of Correction

### **Prisoner Education Legislative Continuation Review**

In North Carolina, there are more than 40,000 inmates housed in state prisons. Approximately 95% of these inmates will be released back into the community. Many of these inmates will need education and training opportunities while incarcerated if they are to function productively in society upon release.

The Prisoner Education Program (PEP) offered by the NC Community College System (NCCCS) is under Continuation Review, with funding of approximately \$35.9 million slated to be eliminated as of July 1, 2010 (see page 37). This report provides necessary information to assist the Legislature in making an informed decision concerning restoration of funds.

It is critical to note that the PEP is not a stand-alone program funded through a single state budget code. Instead, it is a state-supported, structured partnership between North Carolina's community colleges, state prisons, federal prisons, and local jails to provide education and training to selected inmates. Funding is provided primarily through legislatively authorized tuition and fee waivers for inmates and through the regular FTE formula used to fund community colleges.

Lack of funding for the PEP will have negative consequences for the State, local communities, local community colleges and prisons, and inmates and their families (see pages 30-31). Consequences to the State include loss of programs that have a positive impact on recidivism, loss of trained inmate workers for prison capital construction projects and other prison work assignments; and loss of infrastructure to support inmate training that would be expensive to re-establish if totally dismantled.

The ultimate goal of the PEP is to reduce recidivism. Research indicates that education has a positive effect on inmate success upon release and benefits the prison system while the inmates are incarcerated. The NC Sentencing and Policy Advisory Commission's 2008 recidivism study found a positive relationship between inmates having at least twelve years of education and reduced prison infractions and reduced recidivism. The *Three State Recidivism Study*, published in 2001 tracked 3,200 inmates released from Maryland, Minnesota, and Ohio prisons. The data indicated that within three years after release, inmates who participated in education programs while incarcerated had lower rates of recidivism than those individuals who did not receive education in prison and participants also earned higher wages after release.

In an effort to determine whether the PEP positively affects offender outcomes, the Department of Correction conducted the *DOC Outcomes Study* (see page 20). DOC looked specifically at NC offenders released from prison in FY 2005-06 and evaluated two measures: 1) whether completion of PEP courses affected the return-to-prison rate; and 2) whether completion of PEP courses affected employment and wages. The analysis showed that completion of PEP courses does help reduce recidivism and does have a positive effect on employment outcomes. Specifically, inmates who complete vocational curriculum courses and courses tied to formal Department of Labor apprenticeships tended to have lower return-to-prison rates, and inmates who completed basic skills and vocational courses generally reported higher wages after release from prison.

## 1. Executive Summary

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Education and training is offered by 49 of the state's 58 community colleges in approximately 80 correctional facilities (state, federal, and local). More than 93% of the program's FTE funding goes to courses and programs for inmates in Department of Correction (DOC) facilities with the remainder of the funding going to programming in two federal prison complexes and approximately seven local jails. At any given time approximately 10% of the DOC inmate population participates in an education assignment; over the past ten years, these percentages have remained constant.

The majority of classes are related to Basic Skills (literacy), GED completion, construction trades, employability skills, agriculture/natural resources, and business technology. Inmates also participate in specialized programming, such as Cognitive Behavioral Interventions (CBI), Department of Labor Apprenticeship, and Career Readiness Certification (CRC). In addition, PEP programming provides important pre-employment training for Correction Enterprises, inmate construction crews, and prison work assignments such as cosmetology/barbering, food service, and custodial cleaning, leading to cost savings for the State.

The need for basic education and job training for inmates is great. In 2009, NC's prisons admitted 28,025 offenders. Slightly more than half of the offenders claimed to have a high school diploma or GED. When tested, however, inmates typically scored well below their claimed education levels. In addition, nearly half of all prison admissions for FY 2008-09 reported being unemployed prior to admission, with the typical inmate claiming to have been unemployed for 24 months prior to admission. A criminal conviction creates an additional barrier to employment and sometimes completely disqualifies an individual from employment in certain environments. In a society where technology and competition require employers to continuously reinvent the way they do business, employers need workers who know how to learn. Inmates comprise a large human capital pool, and it is imperative that this population be engaged or re-engaged in education and training. Prison education is the mechanism for accomplishing this before inmates return to the community.

PEP programming has been successful in preparing inmates for entry-level, skilled employment through continuing education courses or Associate in Applied Science (AAS) credit programs. In 2007-2008, 3,277 inmates completed curriculum programs, earning 2,788 certificates, 1,032 diplomas, and 864 degrees (some inmates earned more than one credential).

NCCCS and DOC support continued funding of the PEP as a prudent investment for the state. According to 2008-2009 DOC data, it costs an average of \$72.72 a day -- or approximately \$27,000 a year -- to keep one inmate in prison, and this does not include the cost to build new prisons as the inmate population increases. The cost to educate one student (1 FTE) through community colleges is approximately \$4,730.

DOC and NCCCS recommend the following priority order of programming: 1) Basic Skills courses that enhance fundamental reading and writing skills; 2) Vocational training/re-entry preparation courses that provide vocational training that supports prison work assignments and provides offenders with specific marketable skills; and 3) Functional knowledge and skills courses that provide life skills related to community reintegration, family relationships, and workplace success.

DOC is moving toward implementation of evidence-based practices that focus on addressing criminogenic factors (such as education and employment) through effective programming, which should lead to a reduction in recidivism. Community college programs help address these factors by allowing inmates the opportunity to increase their level of educational attainment and enhance employment skills and general employability—critical factors in reducing recidivism.

## 2. Current Environment

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Session Law 2009-451 - Section 6.6E.(c) (1), (2) & (4)

### **Program Description**

The North Carolina Community College Systems (NCCCS) inmate education program, called the Prisoner Education Program (PEP) for the purposes of this report, is a statewide collaboration to provide education and training to selected inmates at Department of Correction (DOC) prisons, federal prisons, and local jails. The overarching goal is to reduce recidivism by increasing an inmate's chances of obtaining a job upon release. In addition, the PEP is designed to address the following:

- state workforce development needs
- public safety needs
- prison management needs
- inmate re-entry needs

PEP is not a stand-alone program with an official program title or a single line item in the budget. Instead, it is a state-supported, structured partnership between North Carolina's community colleges, state prisons, federal prisons, and local jails. Funding is provided primarily through legislatively authorized tuition and fee waivers for prison inmates and through the regular FTE formula used to fund community colleges. More than 93% of the program's FTE funding goes to courses and programs for inmates in Department of Correction facilities.

National research indicates that education and training have a positive effect on an inmate's abilities to obtain employment upon release; and if employed, inmates have a greater chance of not returning to prison. Research conducted by the Department of Correction is consistent with these findings. The *DOC Outcomes Study* (see page 20) indicates the following:

- ✓ **completion of PEP courses positively affects recidivism**
- ✓ **completion of PEP courses has positive effects on employment outcomes**

As directed by Session Law 2009-451, Sections 6.6E and 8.19 (Attachment A, p. 48) and guidance from Fiscal Research, this Continuation Review will expound on these success indicators and will provide additional information, data, and recommendations for consideration.

## 2. Current Environment

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### **NCCCS-DOC Collaborative Partnership**

The state-level partnership between NCCCS and DOC dates back to 1973 when inmate tuition and fee waivers were authorized by S.B. 394 Chapter 768. It was officially authorized in 1987 when the NC Community College System (then called the Department of Community Colleges) received a legislative mandate to work with the Department of Correction to develop a comprehensive education plan for adult inmates:

The Department of Correction and the Department of Community Colleges shall jointly develop and submit to the Special Committee on Prisons no later than April, 1988, a comprehensive plan for academic, remedial, vocational, and technical education to adult inmates. This plan shall specify for the system as a whole and each prison unit the programs to be offered; mechanisms for approval, funding, and oversight of programs; divisions of responsibility in delivering programs; mechanisms for ongoing evaluation of programs; provisions for appropriate referral and assignment of inmates to programs; facility, equipment, and staffing needs for implementing the plan; and a schedule of implementation. (S.L. 1987-20; House Bill 50, *"An Act to Develop a Program for Academic and Vocational Education Training in the Department of Correction"*)

This legislation resulted in the following:

- A comprehensive plan title, *Cooperative Agreement Between the North Carolina Community College System and the North Carolina Department of Correction on the Programming of Correctional Education*.
- An Interagency Committee on Correctional Education, jointly chaired by senior managers from NCCCS and DOC. In addition to the Interagency Committee, each agency has a designated liaison to help manage state-level issues and policies related to prison education.

### **National Recognition**

The partnership between NCCCS and DOC is recognized nationally for its successful approach to providing correctional education. In a 2005 publication, the Institute for Higher Education Policy acknowledged the partnership's success as follows:

One of the most effective ways to provide state support for postsecondary correctional education is to create partnerships between state corrections agencies and public colleges or universities. An excellent example of this type of partnership can be found in North Carolina, where long-term administrative and financial cooperation between the Department of Corrections and the North Carolina Community College System has led to a flourishing postsecondary correctional educational program. (*Learning to Reduce Recidivism*, p. 33)

The U. S. Department of Education also recognizes that "(s)ince community colleges are committed to open access admission, they are natural partners for prisons needing support in providing correctional education." In fact, community colleges provide an estimated 68% of all postsecondary correctional education in the United States. (*Partnerships Between Community Colleges and Prisons*, p. 3; *Learning to Reduce Recidivism*, p. 21-22)

## 2. Current Environment

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### **Purpose of Correctional Education**

The purpose of the NCCCS-DOC partnership is outlined in the *Cooperative Agreement*, as follows:

Correctional education provided through the North Carolina Community College System shall be for the purpose of providing basic skills, occupational extension training, and curriculum programs that enable offenders to enhance and maintain their personal growth and development in order that they function effectively in prison and/or in the community.  
(*Cooperative Agreement*, p. 4)

This purpose is consistent with the missions of both partner agencies:

#### **NC Community College System Mission**

The mission of the North Carolina Community College System is to open the door to high-quality, accessible educational opportunities that minimize barriers to post-secondary education, maximize student success, develop a globally and multi-culturally competent workforce, and improve the lives and well-being of individuals by providing:

- Education, training and retraining for the workforce including basic skills and literacy education, occupational and pre-baccalaureate programs.
- Support for economic development through services to and in partnership with business and industry and in collaboration with the University of North Carolina System and private colleges and universities.
- Services to communities and individuals which improve the quality of life.

#### **DOC-Division of Prisons-Educational Services Mission**

The mission of Educational Services in the North Carolina Division of Prisons, DOC, is to provide services to those inmates who participate in education activities so that they may become responsible and productive persons who can effectively manage their incarceration and make contributions to their community upon release. The philosophy of Educational Services is that correctional education is an integral part of the total correctional process. Education is capable of changing inmate behaviors so those offenders become law-abiding, productive members of the community.

The goal of Educational Services is to provide a system of education offerings that range from basic reading, writing, and computation skills to advanced vocational skills, which also includes training in the areas of social development and life skills. The outcome goal is to provide inmates with the resources for making a worthwhile life. The array of education services provided is intended to meet the wide variety of needs of inmates, including those skills required to be successful as jobholders and as contributing members of their communities.

## 2. Current Environment

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### **Statement of Need**

#### **Educational and Work Deficits**

Approximately 95% of inmates will be released from prison at some point and return to local communities. For FY 2008-2009, more than 28,800 inmates were released from North Carolina state prisons. Community college programming addresses identified needs within this population in an effort to help inmates develop the education and skills necessary to be productive members of society upon release.

In 2009, North Carolina's prisons admitted 28,025 offenders. Slightly more than half of the offenders claimed they had a high school diploma or GED. Non-completers claimed that the highest grade completed was eleventh grade. When tested to determine actual functioning levels, however; inmates typically scored well below their reported education levels.

Upon entry, individuals are given the Wide Range Achievement Test (WRAT). This standardized test provides a functional grade level for the inmate on reading, math and spelling tasks. The table below shows the typical WRAT scores on mathematics and reading for categories of claimed academic achievement and highlights the dichotomy between claimed academic achievement and basic functioning.

<b>Median WRAT* Scores for Math and Reading By Claimed Achievement Level</b>		
<b>Highest Grade Claimed By Inmates At Admission</b>	<b>Tested Math Level (WRAT*)</b>	<b>Tested Reading Level (WRAT*)</b>
Elementary (Grades 0-8)	5.3	5.8
High School (Grades 9-12)	6.0	6.7
GED	7.9	9.2
High School Grad	7.4	8.5
Post Secondary	9.0	10.3

\*Wide Range Achievement Test with Grade-Level Equivalency Scores; DOC Data

The DOC Division of Prisons (DOP) has a mandatory education policy for offenders who enter prison without a high school diploma or GED and who score below the sixth-grade level on either the reading or math sections of the test. Thirty-four percent (34%) of adults entering North Carolina's state prisons during calendar year 2009 met the criteria for this mandatory education program. Nearly 700 newly admitted offenders required courses in English as a Second Language (ESL).

In addition to limited reading and math skills, most inmates lack viable vocational and employment skills. Nearly half of all prison admissions for FY 2008-09 reported being unemployed prior to admission. In fact, the typical inmate reported having been unemployed for 24 months prior to admission. A criminal conviction creates a barrier to employment and sometimes completely disqualifies an individual from employment in certain environments.

## 2. Current Environment

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N.C.G.S. §148-22.1 (a) specifically authorizes the Department of Correction "to take advantage of aid available from any source in establishing facilities and developing programs to provide inmates of the State prison system with such academic and vocational and technical education as seems most likely to facilitate the rehabilitation of these inmates and their return to free society with attitudes, knowledge, and skills that will improve their prospects of becoming law-abiding and self-supporting citizens." The partnership between DOC and NCCCS serves as the foundation to fulfilling this mandate.

### **Re-Engagement with Education/Increased Ability to Learn**

The Prisoner Education Partnership also meets the need of re-engaging this population in the education system by giving inmates opportunities for education and training success and advancement, perhaps for the first time in their lives.

...inmate students have often had prior negative education experiences that have resulted in low self-confidence and negative attitudes about learning. Therefore, effective correctional education programs need to improve offenders' attitudes about learning, which have often contributed to illiteracy and under-education. Prison educators need to inspire confidence in inmate students about their ability to learn. (*From Prison to Work*, Executive Summary)

In a society where technology and competitive demands require employers to rethink and revamp the way they do business on a continuing basis, it is essential to have a workforce that knows how to learn and is engaged in continuous learning. Inmates comprise a large human capital pool, and it is imperative that this population be engaged or re-engaged in education and training. Prison education is the mechanism for accomplishing this with inmates while they are in prison and before they return to the community.

Getting my GED was the beginning of a brighter future for me.

**I have a feeling of self-confidence now.**

If the program hadn't been offered here, I would have went out the way I came in, not sure if there was much chance of making a decent living.

GT, inmate student  
Isothermal Community College  
Rutherford Correctional Center

## 2. Current Environment

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### **Program Activities – Instructional Areas**

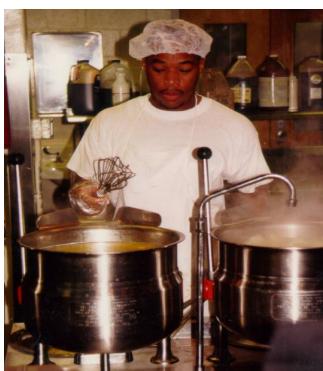
#### **Broad Occupational Areas**

PEP programming varies depending on education and training needs of the inmate and availability of appropriate classroom space and resources at the local facility. The constant factor in all programming is that the instructional competencies focus on skills inmates will need to be productive, employed citizens upon release. Generally speaking, the courses most commonly offered in a correctional setting center around literacy/GED, construction trades, and employability/life skills. An alphabetical listing of broad occupational areas taught through the Prisoner Education Program follows:



#### **Occupational Areas**

- Agricultural/Natural Resources
- Basic Skills (ABE, GED, ESL)
- Business Technologies
- Employability Skills/HRD
- Computer Technologies
- Construction Trades
- Food Service
- Health Sciences
- Industrial Trades
- Service Occupations
- Transport/Engine Repair



## 2. Current Environment

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### **NCCCS Instructional Categories**

The three traditional categories of community college programming are Basic Skills, Continuing Education, and Curriculum. Each of these categories has associated NCCCS program and course types described below and in more detail on the next pages. These program activities were not created specifically to support the PEP. They are standard community college education and training options offered to selected inmates by local community colleges, based on the location of the correctional facility and the corresponding college's legislatively defined service area. In some cases, the course content may be designed to include competencies to meet unique needs of this population, but these targeted courses still follow existing community college educational policies and standards.

<b>Program Activity</b>	<b>Associated Program/Course Types</b>	<b>Abbrev.</b>
Basic Skills Program (BSP)	Adult Basic Education/Literacy	ABE
	General Educational Development	GED
	English as A Second Language	ESL
Continuing Education (CE)	Occupational Extension (Occupational Skills) Courses	OE
	Human Resources Development, including Cognitive Behavior Interventions (CBI) and Career Readiness Certification (CRC) initiatives	HRD
Curriculum (CU)	Associate in Applied Science	AAS
	Associate in Arts (College Transfer)	AA
	Developmental Courses	Dev

Curriculum programs provide college credit and require selected coursework in General Education areas such as English and Math before a student can earn a credential (certificate, diploma or degree). Continuing Education courses are non-credit, but completers are eligible to take exams to receive industry-recognized certifications.

For a list of colleges, facilities and programming categories, see Attachment E, p.54)

It is important to note that DOC uses slightly different terminology for NCCCS classes when reporting data on prison education and inmate program assignments. Specifically, DOC uses the categories of "academic," "vocational," and "life skills" when categorizing community college programming. A crosswalk of NCCCS and DOC terminology may be found in Attachment B, p. 50.

## 2. Current Environment

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### **Basic Skills Programming (BSP)**

**Adult Basic Education (ABE)** is designed for adults who lack competence in reading, writing, speaking, problem solving, or computation at a level necessary to function in society, on a job, or in the family. ABE is often referred to as adult literacy and focuses on skills equivalent to the 8<sup>th</sup> grade or below.

**English as a Second Language (ESL)** is designed to help students whose primary language is not English to become proficient/gain competence in the English language.

**General Educational Development (GED)** programs focus on skills equivalent to 9<sup>th</sup> to 12<sup>th</sup> grades and prepare adult students to pass the GED tests that lead to a high-school diploma equivalency. The five subject areas included in GED testing are mathematics, reading, writing/essay, science, and social studies.

- ✓ **Haywood Community College** offers ABE/literacy classes at night for minimum security inmates at Haywood Correctional Center who work during the day.
- ✓ **Richmond Community College** offers ESL to Hispanic inmates who then enroll in ABE or vocational classes after increasing their English fluency.
- ✓ Approximately 14% of all **GED certificates** awarded in NC over the past five years were awarded to inmate students involved in community college classes.

### **Continuing Education Programming (CE)**

- ✓ Inmates at **NC Correctional Center for Women** take a continuing education course from Wake Technical Community College in Travel and Tourism Information. Graduates serve the state by answering thousands of calls from potential tourists seeking information on North Carolina.
- ✓ Inmates in the Brig at Camp Lejeune take Service Dog Technician courses to train **working dogs for combat-wounded veterans**. Graduates then have marketable skills for use upon release.

**Occupational Extension (OE)** provides workforce continuing education courses or programs designed to provide training opportunities for individuals seeking to gain new and/or upgrade current job-related skills. These offerings are available through single courses or a series of courses specifically designed to meet requirements for initial certification, re-certification, continuing education, or occupational exam preparation.

**Human Resources Development (HRD)** provides skill assessment services, employability skills training, and career development counseling to unemployed and underemployed adults. The goals of the program are to enhance and develop participants' employability skills and to assist participants in preparing for/obtaining meaningful employment and/or training opportunities.

## 2. Current Environment

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### Curriculum Programming (CU)

**Associate in Applied Science (AAS)** programs are college-credit programs leading to certificates, diplomas, and/or degrees, and are designed to provide entry-level employment training leading to a two-year applied degree rather than transfer credit towards a bachelor's degree. Certificate programs range from 12 to 18 semester hour credits (SHC) and can usually be completed within one semester by a full-time student. Diploma programs range from 36 to 48 SHC, and degree programs range from 64 to 76 SHC. Diploma and degree programs include some required general education classes, to include selected communications, humanities/fine arts, social/behavioral sciences and natural sciences/mathematics courses.

**Associate in Arts (AA)** or "College Transfer" programs are college-credit programs leading to a two-year associate degree designed to allow students to enter a four-year college or university at the junior level. The AA program is part of the Comprehensive Articulation Agreement (CAA) that enables NCCCS graduates of AA programs, who are admitted to institutions of the University of North Carolina, to transfer with junior status. The CAA is also endorsed by many independent colleges and universities.

**Developmental Courses** enable students to improve their skills so that they can perform at the level required for entry into curriculum programs. Placement in developmental courses is based on structured testing policies. Often students must take developmental courses before they are prepared for college-credit courses. These courses are stepping stones to higher education for many.

- ✓ Community colleges provide college-credit **Foodservice Technology** certificates and diploma programs at 11 prisons. Graduates work in prison kitchens, reducing labor costs to the state. Some graduates enroll in the related **DOL Apprenticeship** program.
- ✓ **Associate in Arts (AA) degrees** are offered at three facilities: Western Piedmont CC offers the AA Degree at Foothills Correctional Institution; Lenoir Community College at Eastern Correctional Institution; and Vance-Granville Community College at the Federal Prison Complex in Butner.
- ✓ Inmates at Avery-Mitchell Correctional Institution can earn an EPA certification as part of the Mayland Community College **Heating, Air Conditioning, and Refrigeration** program. Other inmates learn plumbing, construction, and electrical wiring skills through curriculum programs in the prison. These skills are used in inmate work crews and are marketable upon release.
- ✓ Examples of developmental courses are MAT 070 Introductory Algebra and RED 080 Intro to College Reading that help prepare students to perform college-level work in areas such as **Horticulture Technology** and Electrical/Electronics Technology.

## 2. Current Environment

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### **Program Management and Operation**

Since 1987, when the NCCCS and DOC received the legislative mandate to jointly develop a comprehensive plan for inmate education, the two agencies have successfully partnered to provide structure and coordination to the Prisoner Education Partnership. The cornerstone of the partnership is the *Cooperative Agreement* which spells out roles and responsibilities of NCCCS and DOC and provides guidelines for course/program approval and program implementation and management. An overview of these guidelines follows:

#### Local Planning

Local prisons, in accordance with directives from their DOC chain of command, work jointly with their local community college to develop programming based on the education and training needs of inmates. Proposed course offerings are based on prison mission, student availability and need, faculty availability, and the physical/fiscal resources of the college and prison. All programming must be reviewed at the state level by DOC and NCCCS. Each agency has designated staff responsible for submitting the appropriate forms for approval.

#### Application Process

Each type of programming -- Basic Skills, Continuing Education, and Curriculum -- has its own application process. Application forms (found at <http://www.nccommunitycolleges.edu/Programs/captive.htm>) are jointly completed by college and prison personnel and are signed by the college president, college Board of Trustees chair, and prison superintendent. The applications are sent to the NCCCS System Office, reviewed by the Division of Prisons, and acted on by the State Board of Community Colleges.

When course or program requests are received at the System Office, they are reviewed to ensure that they meet matrix requirements (see page 13), NCCCS educational requirements, and DOC security and prison mission requirements. They are also reviewed to ensure that the focus is on skills for employment. The *Cooperative Agreement* and the approval forms emphasize this point, as noted by the following: "In making its recommendation, DOC will consider the appropriateness of the program for the offender population (e.g., licensing requirements, safety issues), statewide labor market demands, fiscal and space availability, and offender average length of stay at a facility."

#### Enrollment Management

Enrollment management is an important part of the PEP to ensure that inmates placed in classes have the best opportunity for successful completion. Four policies ensure that inmates are placed in courses that match their needs and abilities and that inmate movement in and out of class is kept to a minimum: 1) the matrix classification system, 2) contact-hour reporting; 3) restriction of multi-entry/multi-exit classes; and 4) case management/placement testing.

## 2. Current Environment

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**Matrix Classification System** - Since 1994, DOC and NCCCS have used a numeric system to align length of programming to inmates' length of stay. DOC assesses each facility and assigns it a matrix category from 1 to 4b, representing the length of stay of the inmates available for education at each facility. The category dictates the length of programming which may be approved for each facility.

Facilities with the lowest matrix numbers may only offer Basic Skills and/or Employment Readiness/HRD classes. Facilities with the highest category of 4 may apply to offer up to a full two-year degree program. This category is divided into two parts: 4a for the Associate in Applied Science (AAS) degree, and 4b for the Associate in Arts (AA) degree. Associate in Arts (AA) or "College Transfer" programs are rarely approved because of the overall emphasis of inmate education on specific job-skills training. Currently, AA programs are offered in only three prisons.

### MATRIX CLASSIFICATION SYSTEM

Programming Options for Inmate Assignment	Minimum Length of Stay				
	2 Months	4 Months	12 Months	24 Months	24 months
Category 1	■ Basic Skills ■ Employment Readiness/HRD				
Category 2	■ Basic Skills ■ Employment Readiness/HRD	■ Occupational Extension ■ Associate in Applied Science (AAS) Certificate Programs			
Category 3	■ Basic Skills ■ Employment Readiness/HRD	■ Occupational Extension ■ Associate in Applied Science (AAS) Certificate Programs	Associate in Applied Science (AAS) Diploma Programs		
Category 4a	■ Basic Skills ■ Employment Readiness/HRD	■ Occupational Extension ■ Associate in Applied Science (AAS) Certificate Programs	Associate in Applied Science (AAS) Diploma Programs	Associate in Applied Science (AAS) Degree Programs	
Category 4b	■ Basic Skills ■ Employment Readiness/HRD	■ Occupational Extension ■ Associate in Applied Science (AAS) Certificate Programs	Associate in Applied Science (AAS) Diploma Programs	Associate in Applied Science (AAS) Degree Programs	Associate in Arts (AA) Degree Programs (College Transfer)

## 2. Current Environment

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**Contact-Hour Reporting** - The movement of inmates from one facility to another and/or the movement from one assignment to another was a challenge for the PEP. A class could have 20 students at the start of the semester and only 8 at the end. Inmates found it hard to complete a degree because the programming often was not available at their new facility. To address these issues, courses offered in a correctional facility must be reported, for FTE purposes, on a contact-hour basis instead of membership. Therefore, funding to support a course/program is dependent on the number of hours a student is actually in attendance. This method of student-hour reporting ensures that college and prison officials focus on keeping the student population stable.

**Restriction on Multi-Entry/Multi-Exit Classes** - For the general population, colleges have the option of designing a course such that students may enter throughout the semester by using a modular, multi-entry/multi-exit or "rolling" registration system. In an effort to keep the inmate student population stable and to cut down on movement of inmates in and out of classes, this instructional delivery method is prohibited in correctional settings. The only exception to this policy is Basic Skills programming because instructional delivery is individualized and customized to the skill level of the student.

**Case Management/Placement Testing** - DOC operates its prisons under a case management model with each inmate being assigned a case manager and with all decisions about work, education, or other assignments being made through the case managers. As a result, case managers make appropriate referrals to PEP programming based on an inmate's need and/or abilities. In addition, inmate students follow the same placement testing processes required of other community college students, ensuring that instruction in Basic Skills classes is tailored to the specific needs of the inmate and also ensuring that inmates being placed in curriculum programs meet academic requirements for admission.

### Additional Restrictions/Program Review

Other programming restrictions include the following: 1) DOC does not allow inmates access to the Internet; 2) colleges may not provide physical education classes; 3) inmates may not be involved in "work experience" courses that regular/non-inmate students have access to; and 4) curriculum programs are only approved as entire certificates, diplomas, or degrees.

### Program Review

Courses and programs in the prison are subject to the same NCCCS auditing and local program review processes as any other college offering. Therefore, a sampling of PEP course offerings are reviewed by staff from NCCCS Audit Services, and they are included in all college self-studies and accrediting committee visits from Southern Association of Colleges and Schools and other appropriate accrediting agencies. They are also a part of DOC Division of Prison program audits.

## 2. Current Environment

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### **Statutory Authority**

#### **General Statutes**

All program activities provided for inmates through the partnership between the NC Community College System and the Department of Correction align with the purpose of correctional education as stated in the *Cooperative Agreement* and with the missions of the partner agencies. More importantly, all program activities are consistent with specific statutory authority as provided by General Statute (G.S.):

<b>Agency</b>	<b>Purpose As Defined in Cooperative Agreement</b>	<b>Statutory Authority</b>
NCCCS	To provide basic skills, occupational extension training (also known as continuing education), and curriculum programs	<b>G.S. 115D-1 and 115D-5</b>
DOC	To enable offenders to enhance and maintain their personal growth and development in order that they function effectively in prison and/or in the community	<b>G.S. 148-22 and 148-22.1</b>

These General Statutes (found in Attachment C, p. 51) are summarized below:

**Pursuant to G.S. 115D-1 and 115D-5**, the NCCCS has the statutory authority to do the following:

- Provide education and training for adults in North Carolina
- Coordinate inmate programming with the Department of Correction
- Approve individual community colleges to offer courses of instruction for "captive or co-opted groups" and define "captive and co-opted groups" to include inmates
- Provide tuition and fee waivers for inmate students
- Operate prison education classes within certain management practices

**Pursuant to G.S. 148-22 and 148-22.1**, DOC has the statutory authority to do the following:

- Provide for humane treatment of inmates, including the provision of "correction" programs
- Develop education programs that correspond to opportunities in the community
- Collaborate with other agencies to conduct "improvement" programs
- Provide training for mentally retarded prisoners and other special groups
- Enter into agreements with other agencies to provide efficient and effective programming
- Use aid from other sources to establish educational/rehabilitation programs

## 2. Current Environment

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### **Service Statements and Resources Allocation**

As part of this Continuation Review, NCCCS Fiscal Research directed staff to include service statements that describe program activities that accomplish the program's purpose and to specify a resource allocation for each. This information, summarized below, is discussed in more detail in various sections of this report.

Program Activities	State Funding Source/Service Statements (2009-2010)	Associated Dollars	Personnel	Other Resources
<b>Basic Skills Programs</b>	<b>Funded through NCCCS FTE Formula (State Funds)</b> Provide a full continuum of basic skills instruction, from first-grade equivalent to high school equivalency, through a network of 58 community-based institutions that allow North Carolina residents opportunities to attain the minimum fundamental educational levels necessary to meaningfully participate in society and the economy.	\$ 12,235,965	Majority of funds used for Personnel*	*
<b>Continuing Education Courses</b>	<b>Funded through NCCCS FTE Formula (State Funds)</b> Provide non-credit, continuing education instruction that meets the needs of North Carolina residents for occupational extension instruction.	\$ 11,749,822	Majority*	*
<b>Curriculum Programs</b>	<b>Funded through NCCCS FTE Formula (State Funds)</b> Deliver comprehensive, credit-based post-secondary educational programs through a network of 58 regionally accredited and federally approved community-based institutions that provide North Carolina residents with opportunities to earn associate degrees, diplomas, or certificates in technical, vocational, college transfer, and general education areas.	\$ 11,963,912	Majority*	*
<b>(Supports Activities Above)</b>	<b>State General Funds to DOC "Transferred Out" to NCCCS</b> These funds are appropriated to DOC for specific purposes in support of the PEP and are transferred out to the NCCCS for use by local colleges. These funds are used specifically to support personnel costs during the first year of operation of programs in new or expanding prisons or to support start-up of new programming at prisons served by small colleges. (See explanation on p. 38)	\$ 251,000	Majority**	**
	<b>Total State Appropriations:</b>	<b>\$36,200,700</b>		

\*Due to the nature of the FTE funding formula, associated dollars cannot be broken-out by "personnel" and "other." The majority of the funds are used to support instructional salaries and benefits. For more information on personnel supported by PEP funds, see Attachment D, p. 53.

\*\*Transferred funds for new/expanding prisons are used for personnel; transferred funds for small colleges are used for personnel, supplies, and equipment.

### 3. Program Performance

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Session Law 2009-451 - Section 6.6E.(c) (3) & (6)

## Performance Measures and Data

### **Program Objectives**

The primary objectives of the Prisoner Education Partnership (PEP) are defined in the *Cooperative Agreement* and supported by General Statute:

<b>Agency</b>	<b>Purpose As Defined in Cooperative Agreement</b>	<b>Statutory Authority</b>
<b>NCCCS</b>	To provide basic skills, occupational extension training (also known as continuing education), and curriculum programs	<b>G.S. 115D-1 and 115D-5</b>
<b>DOC</b>	To enable offenders to enhance and maintain their personal growth and development in order that they function effectively in prison and/or in the community	<b>G.S. 148-22 and 148-22.1</b>

### **Success Indicators**

Indicators that the PEP is meeting these objectives include hours of provided instruction (contact hours), inmate participation (duplicated class enrollments), inmate course/program progress or completion, and inmate functioning after release (including reduced recidivism). See next pages for more details.

### 3. Program Performance

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#### Program Participation/Hours of Instruction

Community colleges provide basic skills, continuing education/occupational extension, and curriculum programming to selected inmates in response to direct requests from local correctional facilities. The following are primary data related to PEP programming:

<b>NC Community College System – Enrollment and FTE 2008-2009</b>					
<b>Programs</b>	<b>Class Enrollments (Duplicated)</b>	<b>Total Contact Hours of Instruction</b>	<b>FTE Generated</b>	<b>Cost Per FTE</b>	<b>Cost to the State (FTE Funding)</b>
Curriculum	17,531	1,245,731	2,433	\$ 4,917.35	\$ 11,963,912.55
Continuing Education	33,716	1,899,851	2,761	\$ 4,255.64	\$ 11,749,822.04
Basic Skills	21,377	1,678,387	2,440	\$ 5,014.74	\$ 12,235,965.60
<b>Total</b>	72,624	4,823,969	7,634		\$ 35,949,700.19

#### Progress/Completion

Community college programming success can be measured by completion of credentials, such as GEDs and curriculum certificates, diplomas, and associate degrees.

#### **GEDs**

Each year, about 1,600 to 1,950 inmates earn their GED high school equivalency credentials. This represents approximately 14% of all GEDs awarded in the state.

#### **GEDs Awarded**

<b>Year</b>	<b>Total GEDs Awarded to Inmates</b>	<b>Total GEDs Awarded Statewide</b>	<b>% of All NC GEDs Awarded to Inmates</b>
2003-2004	1,641	12,007	13.66%
2004-2005	1,981	13,484	14.69%
2005-2006	1,729	12,715	13.5%
2006-2007	1,686	12,817	13.1%
2007-2008	1,912	13,028	14.6%
<b>5-year Total:</b>	<b>8,949</b>	<b>64,051</b>	<b>13.9%</b>
<b>5-Year Avg:</b>	<b>1,790</b>	<b>12,801</b>	

Sources: DOP Educational Services Annual Reports and NCCCS Critical Success Factors

### 3. Program Performance

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#### **Curriculum Credentials**

Community college curriculum credit programs are designed to allow for three levels of credential: certificate (usually completed within one semester in the prison), diploma (usually completed within two semesters), and degree (typically a two-year program). Inmate students earned a total of 4,684 curriculum credentials in 2007-2008, broken down as follows:

#### **Curriculum Program Completions (Reporting Year 2007-08)**

Category	Unduplicated Headcount	Duplicated Headcount	Credentials Awarded
Curriculum Programs	3,277	4,863	2,788 certificates
			1,032 diplomas
			864 degrees

Note: Some students earn more than one credential in a year

#### DOC Outcomes Study: Return-to-Prison and Wages

In an effort to determine whether the PEP positively affects offender outcomes, the Department of Correction looked specifically at North Carolina offenders released from prison in FY 2005-06 and evaluated two measures: (1) whether completion of PEP courses affected the return-to-prison rate; and (2) whether completion of PEP courses affected employment and wages. The analysis showed that completion of PEP courses helps reduce recidivism and has positive effects on employment outcomes.

The full report follows on pages 20-27.

### 3. Program Performance

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Department of Correction

#### **Outcomes Study: Return-to-Prison and Wages**

##### **Performance Measures**

Research indicates that correctional education reduces crime, positively affects employment outcomes and reduces recidivism. In *Education Reduces Crime: Three-State Recidivism Study*, researchers conducted a study to assess the impact of correctional education on recidivism and post-release employment. The study followed a cohort of education participants and nonparticipants in three states—Maryland, Minnesota and Ohio—and compared them on a number of variables and outcomes. The findings indicated that participants in educational programming were less likely to be rearrested, reconvicted, or reincarcerated than nonparticipants. The data also showed that nonparticipants had a slightly higher rate of employment, which was not statistically significant, but participants had higher wage earnings than nonparticipants.<sup>1</sup>

In an effort to determine whether PEP positively affects offender outcomes, the Department of Correction looked specifically at North Carolina offenders released from prison in FY 2005-06 and evaluated two measures: (1) whether completion of PEP courses affected the return-to-prison rate; and (2) whether completion of PEP courses affected employment and wages. The analysis showed that completion of PEP courses helps reduce recidivism and has positive effects on employment outcomes. What follows is the full report of the study.

##### **Performance Measure 1: Recidivism**

The Department of Correction strives to offer inmates academic and vocational opportunities that will reduce the likelihood that offenders will return to prison. In 2008, the North Carolina Sentencing and Policy Advisory Commission (SPAC) released a recidivism study that found that 37% of all released offenders will be reincarcerated within three years.<sup>2</sup> However, the study also found that the return-to-prison rate is lower for inmates who have participated in academic or vocational education; the rates-of-return for those inmates are 35% and 32.8%, respectively.

For this continuation report, DOC performed specific analyses to determine if released offenders who participated in PEP (participants) were more or less likely to return to prison than non-participants and to evaluate whether specific types of courses were effective in reducing recidivism. To that end, DOC evaluated groups of courses offered in four broad program categories: academic, vocational/curriculum, vocational/continuing education, and life skills. Within each category, courses were evaluated jointly according to the educational objectives of the courses (e.g., provides basic literacy skills; provides inmates with specific job-related skills).

Computerized records in the Offender Population Unified System (OPUS) of inmates who exited during FY 2005-2006 were examined to determine if they participated in an education course during their period of incarceration. DOC used a three-year span to measure recidivism in order to allow ample time

<sup>1</sup> *Education Reduces Crime, Three-State Recidivism Study - Executive Summary*, Correctional Education Association (CEA) and Management & Training Corporation Institute (MTCI), February 2003.

<sup>2</sup> *Correctional Evaluation: Offenders Placed on Probation or Releases from Prison in Fiscal Year 2003/04*.

### 3. Program Performance

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to observe the impact of participation on criminal justice outcomes. Exiting inmates were classified into three enrollment categories for the purposes of evaluation: (1) "non-participant" is an inmate who was never assigned to an education course, (2) "completer" is an inmate who successfully completed their assignment to an education course and; (3) "dropout" is an inmate who did not complete the assignment. Any subsequent return to a prison for a new crime within three years of the exit date by these inmates as found in OPUS was recorded to evaluate the return-to-prison rate.

The resulting analyses also statistically account for factors that may influence the individual's future criminal behavior (e.g., severity of substance abuse disorder, family and criminal history, and other interventions that the inmate may have completed while incarcerated). These same factors, along with institutional infractions and prior educational achievements and aptitudes may also influence the inmate's decision to participate in an education course. DOC therefore evaluated the impact of each course grouping on the return-to-prison rate using a statistical technique (i.e., propensity score matching) that considers potential differences among inmates and creates equivalent groups appropriate for comparison. This method shows when completion of an educational course offered through NCCCS impacts the likelihood of recidivism by allowing comparison of participants with inmates not assigned to any courses. Because this technique produces a matched subset of inmates, summary statistics for completion or alternate methodologies for determining recidivism rates may produce different figures.

Return-to-prison rates were evaluated using a chi-square or equivalent statistic on the matched samples of participants and non-participants. Table A shows the course grouping, the number of former inmates who were compared in this analysis, and the percent of these inmates who returned to prison within three years of exiting prison. The last column of the table indicates whether completion or graduation from a course in the category had a statistically significant impact on the return-to-prison rate for this exiting cohort of inmates. These figures show that in a number of cases inmates who completed a NCCCS course during their period of incarceration return to prison less frequently than inmates who were never enrolled in a NCCCS course while in prison. These results help form the basis for the continuation priorities recommendations.

Generally, completion of basic skills programs had a modest impact on return-to-prison rates. Inmates who completed GED courses (32.3%) returned to prison at a rate that was statistically lower than a matched sample of non-participants or dropouts (36.9% and 39.7%, respectively). Otherwise, inmates who completed ABE and ESL courses returned to prison at rates that were statistically equivalent to a matched sample of inmates who did not participate in any NCCCS courses. Inmates who completed curriculum courses (31.2%) while incarcerated returned to prison at a rate that was statistically lower than a matched sample of non-participants (44.6%).

The impact of vocational programs offered through PEP on return-to-prison rates was more pronounced. Course offerings leading to some form of formal recognition (i.e., degree, certificate, or diploma) had the greatest impact on recidivism. Inmates who completed a course related to Agricultural/Natural Resources returned to prison at a rate that was statistically lower than a matched sample of non-participants (29.8% and 36.1%, respectively). Similarly, inmates who completed PEP courses in Computer Sciences (0.0%), Food Service Technologies (28.3%) and Heating, Ventilation, and Cooling (15.4%) returned to prison at a rate that was statistically lower than a matched sample of non-

### 3. Program Performance

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participants (40.5%, 43.3%, and 38.3%, respectively). There were no statistically significant differences found among inmates who completed courses related to Business Technologies (29.9%), Construction Trades (31.1%), Industrial Trades (34.6%) or Transportation/Engine Repair Technologies (26.3%) when compared to a matched sample of non-participants (30.7%, 35.3%, 36.4%, and 32.5%, respectively).

**Table A: Three-Year Return-to-Prison Rates for Inmates Exiting in Fiscal Year 2005-2006**

Course Grouping	Number of Offenders	Return Rate for Non-Participants	Return Rate for Completers	Return Rate for Dropouts	Impact <sup>3, 4, 5</sup>
<b>Academic</b>					
<b>Basic Skills</b>					
Adult Basic Education	3,716	38.4%	1,858	34.3%	265
English Second Language	358	20.7%	179	13.8%	29
General Education	5,520	36.9%	2,760	32.3%	604
<b>Curriculum</b>					
Post-Secondary Education	336	44.6%	168	31.2%	61
<b>Vocational</b>					
<b>Curriculum</b>					
Agricultural/Ntl Resources	1,024	36.1%	512	29.8%	285
Business Technologies	508	30.7%	254	29.9%	87
Computer Science	74	40.5%	37	0.0%	17
Construction Trades	1,828	35.3%	914	31.1%	373
Food Service	554	43.3%	277	28.3%	127
HVAC	94	38.3%	47	15.4%	13
Industrial Trades	566	36.4%	283	34.6%	81
Transport/Engine Repair	314	32.5%	157	26.3%	80
<b>Continuing Education</b>					
Agricultural/Ntl Resources	674	34.7%	337	38.8%	237
Business Technologies	2,416	33.4%	1,208	29.8%	647
Construction Trades	1,754	36.9%	877	37.2%	470
Health Sciences	206	27.2%	103	24.4%	82
Industrial Trades	892	39.5%	446	32.4%	213
Public Service	462	29.4%	231	27.2%	147
DOL-Apprenticeships	90	46.7%	45	0.0%	3
<b>Life Skills</b>					
<b>Continuing Education</b>					
Career Readiness	976	37.3%	488	33.6%	327
Human Resources Dev	3,594	34.8%	1,797	33.5%	1,292

<sup>3</sup> A positive impact is indicated by "yes" when a joint comparison (three-way test) of non-participants, completers and dropouts produces a test statistic that is unlikely (<0.10) if the groups had the same rate and if the results of two-way tests indicate a statistically significant lower rate of return for completers on the recidivism measure.

<sup>4</sup> Additional two-way tests of significance are performed where a joint test reveals a significant difference in recidivism rates among the three groups evaluated.

<sup>5</sup> Sample size (number of offenders) and statistical significance are directly related. Large differences that are observed may not be significant because there are not enough inmates in the group to show a statistically reliable difference. Similarly, small differences may be statistically significant if a large number of inmates are compared.

### 3. Program Performance

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Few impacts on return-to-prison rate were found among the courses offered as continuing education only within the PEP. However, inmates who completed courses necessary for Department of Labor Apprenticeships (0.0%) returned to prison at a statistically lower rate when compared to a matched sample of non-participants (35.3%). Inmates who completed courses related to the Industrial Trades (32.4%) returned to prison at a rate that was statistically lower than a matched sample of non-participants (39.5%). Otherwise, there were no statistically significant differences found among inmates who completed courses related to Agricultural/Natural Resources (38.8%), Business Technologies (29.8%), Construction Trades (37.2%), Health Sciences (24.4%), or Public Services (27.2%) when compared to a matched sample of non-participants (34.7%, 33.4%, 36.9%, 27.2%, and 29.4%, respectively). Although completion of courses from these groupings generally did not indicate a significant impact on return-to-prison rates, they provide skills that allow inmates to meet system operational needs and obtain job-specific skills.

There was no statistically significant difference in return-to-prison rates for inmates who completed PEP courses related to career readiness (33.6%) or Human Resources Development (33.5%) when compared to a matched sample of non-participants (37.3% and 34.8%, respectively). However, these courses provide inmates with necessary life skills associated with gainful employment and basic functioning in the community.

These statistics are based on offenders who exited prison in FY 2005-2006 and courses offered during their time of incarceration. The data, therefore, do not reflect any changes in curricula that may impact effectiveness. In addition, DOC evaluated outcomes for only those course groups that had at least 30 exiting inmates who had participated. As a result, some programs such as barbering and cosmetology were not evaluated but provide recognized value to prison operations and employment opportunities for inmates.

These analyses show that prisoner education generally has a positive effect on recidivism. Vocational curriculum courses and courses tied to apprenticeships tend to have the biggest impact on the return-to-prison rates. In some vocations, practical application of the learned skills may have an impact on utilization of the skill after exit and thereby lead to reduced risk for return to the criminal justice system. This may be one reason why we observed reduced risk for participants in the Apprenticeship programs but not in other areas (e.g., construction trades) where education is the primary component. DOC plans to implement a vocational skills assessment to better match inmate skills, interests, and motivation with appropriate course offerings. The Department will work with NCCCS to implement measures to identify and assess why certain groupings are more effective than others and to adapt the course offerings to maximize reductions in recidivism.

### 3. Program Performance

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#### **Performance Measure 2: Wages**

The Department of Correction strives to offer inmates academic and vocational opportunities that will enhance the inmate's ability to be gainfully employed upon release from prison. Nearly half of all prison admissions for FY 2008-09 reported being unemployed prior to admission. In fact, the typical inmate reported having been unemployed for 24 months prior to admission. A criminal conviction creates additional barriers to employment and sometimes completely disqualifies an individual from employment in certain environments.

For this continuation report, DOC performed specific analyses to determine if released offenders who participated in PEP (participants) had higher wages than non-participants one year after exit from prison and to evaluate whether specific course groupings were effective in increasing wages. To that end, DOC evaluated groups of courses offered in four broad categories: academic, vocational/curriculum, vocational/continuing education, and life skills. Within each category, courses were evaluated jointly according to the educational objectives of the courses (e.g., provides basic literacy skills; provides inmates with job-related skills).

Computerized records in the Offender Population Unified System (OPUS) of inmates who exited during FY 2005-2006 were examined to determine if they participated in an education course during their period of incarceration. Exiting inmates were classified into three enrollment categories for the purposes of evaluation: (1) "non-participant" is an inmate who was never assigned to an education course, (2) "completer" is an inmate who successfully completed their assignment to an education course and; (3) "dropout" is an inmate who did not complete the assignment. Wages reported to the North Carolina Employment Security Commission (ESC) were recorded for the first four quarters after the quarter of exit from prison.<sup>6</sup>

Because observable wages are contingent on an individual's decision to enter the workforce, the resulting analyses statistically account for factors that may influence that decision (e.g., previous occupation, dependent children) and that, among other factors (e.g., race, gender, and criminal history), may influence earnings potential. Furthermore, the voluntary nature of these education courses introduces biases that influence participation. Prior participation in courses during incarceration, along with institutional infractions and prior educational achievements and aptitudes may also influence the inmate's decision to participate in educational courses. DOC therefore evaluated each course grouping's impact on wages (defined as reported wages one year after exit) using a statistical technique (i.e., propensity score matching) that considers potential differences among inmates and creates equivalent groups appropriate for comparison. This method shows when completion of an educational course offered through NCCCS impacts the reported wages of the offender one year after exiting prison. Because this technique produces a matched subset of inmates, summary statistics for completion or alternate methodologies for determining the impact of participation on future wages may produce different figures.

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<sup>6</sup> Because it was necessary to control for inmates' earning potential prior to entering prison and since data from ESC were not available before the fourth quarter of 1992, only those inmates entering prison after 09/30/1993 were included in the analysis. Also note that only those inmates who had reported a non-zero wage between the quarter ending 12/31/1992 and the quarter ending 12/31/2009 were included in the analysis because no information on earnings was available.

### 3. Program Performance

**Table B: One Year Reported Wages after Exit for Inmates Exiting in Fiscal Year 2005-2006<sup>7</sup>**

Course Grouping	Number of Offenders	Average Reported Wages for Non-Participants	Average Reported Wages for Completers	Average Reported Wages for Dropouts	Impact <sup>8, 9, 10</sup>			
<b>Academic</b>								
<i><b>Basic Skills</b></i>								
Adult Basic Education	3,078	\$4,236	1,539	\$5,227	236	\$3,690	1,303	Yes
English Second Language	88	\$4,138	44	\$8,167	10	\$3,411	34	No
General Education	4,504	\$3,562	2,252	\$5,225	496	\$3,592	1,756	Yes
<i><b>Curriculum</b></i>								
Post-Secondary Education	238	\$5,700	119	\$7,164	58	\$4,130	61	No
<b>Vocational</b>								
<i><b>Curriculum</b></i>								
Agricultural/Ntl Resources	836	\$5,307	418	\$6,341	257	\$3,646	161	Yes
Business Technologies	438	\$6,191	219	\$5,899	103	\$4,616	116	No
Computer Science	44	\$7,860	22	\$16,964	12	\$11,602	10	Yes
Construction Trades	1,480	\$5,739	740	\$6,094	389	\$6,181	389	No
Food Service	424	\$6,438	212	\$9,671	95	\$6,499	117	Yes
HVAC	60	\$6,507	30	\$12,599	8	\$7,484	22	Yes
Industrial Trades	468	\$5,723	234	\$7,812	102	\$5,792	132	No
Transport/Engine Repair	n/a	--	n/a	--	n/a	--	n/a	-- <sup>11</sup>
<i><b>Continuing Education</b></i>								
Agricultural/Ntl Resources	494	\$3,381	247	\$3,376	178	\$3,705	69	No
Business Technologies	2,072	\$4,591	1,036	\$5,278	580	\$4,599	456	No
Construction Trades	1,440	\$5,299	720	\$5,762	397	\$4,560	323	No
Health Sciences	180	\$2,159	90	\$3,076	72	\$1,954	18	No
Industrial Trades	696	\$5,901	348	\$5,507	183	\$5,315	165	No
Public Service	416	\$2,856	208	\$4,050	132	\$3,188	76	No
DOL-Apprenticeships	68	\$9,821	34	\$9,949	3	\$11,377	31	No
<b>Life Skills</b>								
<i><b>Continuing Education</b></i>								
Career Readiness	784	\$3,921	392	\$4,324	266	\$4,320	126	Yes
Human Resources Dev	3,146	\$4,366	1,573	\$4,201	1,192	\$3,371	381	No

<sup>7</sup> Wages are adjusted to 2009 figures based on the OASDI Average Wage Index (AWI) to ensure comparability across years. A factor of 1.170 was applied to wages earned in 2005; a factor of 1.128 was applied to wages earned in 2006; a factor of 1.078 was applied to wages earned in 2007.

<sup>8</sup> Additional two-way tests of significance (t-test/Wilcoxon-Mann U) are performed where a joint test (Kruskal-Wallis) reveals a significant difference in reported wages among the three groups.

<sup>9</sup> Sample size (number of offenders), variation in reported wages, and statistical significance are directly related. Large differences that are observed may not be significant because there are not enough inmates in the group to show a statistically reliable difference. Similarly, small differences may be statistically significant if a large number of inmates are compared. Large differences in reported wages may not be significant when the variation in wages reported is large as well. Conversely, relatively smaller differences may be significant when the variation is also small.

<sup>10</sup> A positive impact is indicated by "yes" when a joint comparison (three-way test) of non-participants, completers and dropouts produces a test statistic that is unlikely (<0.10) if the groups had the same wage and if the results of two-way tests indicate a statistically significant higher wage for completers.

<sup>11</sup> Although more than 30 inmates exiting in FY 2005-2006 had participated in a course within this category, only 8 had reported wages in at least one quarter between the quarter ending 12/31/1992 and the quarter ending 12/31/2009.

### 3. Program Performance

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Comparisons of wages one year after exit were made using an F-statistic, or equivalent, on the matched samples of participants and non-participants. Table B, above, shows the course grouping, the number of former inmates who were compared in this analysis and the average reported wage one year after exit from prison. The last column of the table indicates whether completion or graduation a course in the category had a statistically significant impact on the wages for this exiting cohort of inmates. These figures show that in a number of cases inmates who completed a NCCCS course during their period of incarceration reported higher wages one year after exit than did than inmates who were never enrolled in a NCCCS course while in prison. These results help form the basis for the continuation priorities recommendations.

Generally, basic skills programs had substantial impact on one-year reported wages. Inmates who completed ABE courses (\$5,227) reported wages one year after exiting prison that were statistically higher than a matched sample of non-participants (\$4,236). Likewise, inmates who completed GED courses (\$5,225) reported wages one year after exiting prison that were statistically higher than a matched sample of non-participants (\$3,652). Otherwise, inmates who completed ESL and post-secondary curriculum courses reported wages that were statistically equivalent to a matched sample of inmates who did not participate in any NCCCS courses.

The impact of vocational programs offered through PEP on reported wages one year after exit was equally substantive. Course offerings leading to some form of formal recognition (i.e., degree, certificate, or diploma) had the greatest impact. Inmates who completed a course related to Agricultural/Natural Resources reported one year wages that were statistically higher than a matched sample of non-participants (\$6,341 and \$5,307, respectively). Similarly, inmates who completed PEP courses in Computer Sciences (\$16,964), Food Service Technologies (\$9,671) and Heating, Ventilation, and Cooling (\$12,599) reported one year wages that were statistically higher than a matched sample of non-participants (\$7,860, \$6,438, and \$6,507, respectively). There were no statistically significant differences found in reported wages among inmates who completed courses related to Business Technologies (\$5,899), Construction Trades (\$6,094), or Industrial Trades (\$7,812) when compared to a matched sample of non-participants (\$6,191, \$5,739, and \$5,723, respectively). However, many of these groupings include vocational fields in which wages typically may be underreported, particularly the construction trades. A recent study in Tennessee indicated that at least one in five construction wages was underreported.<sup>12</sup>

The analysis revealed no impact on one-year reported wages among completers of courses offered as continuing education only within the PEP. Completion of courses offered through PEP related to life skills had some impact on reported wages. Inmates who completed career readiness courses (\$4,324) reported higher wages one year after exit than a matched sample of non-participants (\$3,921). There was no statistically significant difference in reported wages for inmates who completed PEP courses related to human resource development.

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<sup>12</sup> <http://www.knoxviews.com/node/13104>

### 3. Program Performance

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These statistics are based on offenders who exited prison in FY 2005-2006 and courses offered during their time of incarceration. The data therefore, does not reflect any changes in curricula that may impact effectiveness. In addition, DOC evaluated outcomes for only those course groups that had at least 30 exiting inmates who had participated. As a result, some programs such as barbering and cosmetology were not evaluated but provide recognized value to prison operations and employment opportunities for inmates.

These analyses show that prisoner education generally has a positive effect on wages upon release. Overall, completion of courses in basic skills, vocational course and life skills resulted in higher wages for former offenders. DOC plans to implement a vocational skills assessment to better match inmate skills, interests, and motivation with appropriate course offerings. DOC will work with NCCCS and other state agencies to determine what fields provide the most opportunity for inmates and will adapt the courses offerings to maximize employment potential.

### 3. Program Performance

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#### Individual Success Stories

Community colleges and local prisons know that inmate education has a positive impact on inmates and society by the encouraging life stories of many inmate students after release. Here are two such stories submitted by community college staff:

W.H.

**Cape Fear Community College - Pender Correctional Center**

Programs: Masonry, Welding, and Electrical Wiring

W. H. completed the Masonry and Welding programs offered by Cape Fear Community College at Pender Correctional Center in 2003. He then completed the Electrical Wiring Program in May 2005 and was granted Study Release to attend CFCC, where he graduated with a two-year Associate in Applied Science degree in Electrical/Electronics Technology. W.H. currently works for a major Regional Medical Center.

J.C.

**South Piedmont Community College - Anson Correctional Center**

Program: Masonry

J.C. has a message for the inmates at Anson Correctional Center: "There's a lot of work out here. If they apply themselves, they can succeed with what they learn at South Piedmont." It wasn't that long ago that J.C., 33, was an inmate himself. Masonry classes taught by South Piedmont Community College instructor Terry James helped lay the foundation for him to have a career after prison.

Imprisoned for 11 years, J.C. was released in June 2008. Because of the nature of his charge, prospective employers shied away. But a construction firm in Fayetteville gave him a chance. J.C. said the CEO was impressed that he didn't lie on his application by saying he had skills that he did not, and he was impressed with his knowledge of masonry. His employer works a lot with a large trucking company, and J.C. just helped finish refurbishing a huge terminal in Chicago. He is the company's only brick mason, which he said gives him some job security, and he has already received a raise. "That class was a blessing," J.C. says. "They (other inmates) really, really need to get those lessons down, because it will take them somewhere."

According to DOC, the average cost per day to house an inmate is \$72.72.

**It costs the state approximately \$27,000 a year to keep one inmate in prison**, and this does not include the cost to build new prisons as the inmate population increases.

The cost to educate one student (1 FTE) is approximately \$4,730.

Even one success story – one former inmate who is a productive citizen today instead of being back in prison – reaps financial benefits for the state, the local community, the former inmate and the inmate's family. To read more success stories, see Attachment G, p.62.

## 4. Linkages: Funding and Societal Impact

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### **Link Between Funding/Resources and Statewide/Societal Impact**

Program activities, service statements, and resource allocations have been detailed on page 16 of this report. These same resources and activities have associated outputs, outcomes, and statewide/societal impacts as outlined below:

Program Activities	Resources	Outputs/Outcomes/Societal Impacts
<b>Basic Skills Programs (ABE, GED, ESL)</b>	\$ 12,235,965.60	<p>In 2008-2009, the PEP had 21,377 enrollments (duplicated student headcount) and provided 1,678,387 hours of instruction through Basic Skills classes. More than 1,500 earned GED certificates; others gained basic education skills, increased English language proficiency; and/or made progress towards earning a GED.</p> <p>As a result of this activity, inmate participants who return to the community are better prepared to handle basic duties of responsible employment, citizenship, and parenthood by having increased basic education skills. Many now have a high school equivalency credential that can lead to increased opportunities for employment and further education and training, and decreased chances of recidivating. Reduced recidivism leads to greater public safety and decreased incarceration costs.</p>
<b>Continuing Education Courses (OE, HRD)</b>	\$ 11,749,822.04	<p>In 2008-2009, the PEP had 33,716 enrollments (duplicated student headcount) and provided 1,899,851 hours of instruction through workforce-related Continuing Education classes.</p> <p>As a result of these activities, inmate participants who return to the community have specialized job skills, specialized work credentials, and related job-seeking and job-keeping skills that increase chances of employment and reduce chances of returning to prison. Reduced recidivism leads to greater public safety and decreased incarceration costs.</p>
<b>Curriculum Programs (AAS, AA)</b>	\$ 11,963,912.55	<p>In 2008-2009, the PEP had 17,531 enrollments (duplicated student headcount) and provided 1,245,731 hours of instruction through Curriculum classes.</p> <p>As a result of these activities, inmate participants who return to the community have specialized job skills and, often, specialized work credentials, college credit that applies to colleges within NCCCS, and college-level certificates, diplomas, or degrees. This training and the related college credentials increase chances of employment and reduce chances of returning to prison. Reduced recidivism leads to greater public safety and decreased incarceration costs.</p>
-----	\$ 251,000.00	These funds are “transferred out” from DOC to NCCCS to support activities above. See explanation on page 38.

## 5. Program Justification

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Session Law 2009-451 - Section 6.6E.(c) (7)

### **Rationale for Funding**

The North Carolina Community College System and the Department of Correction recommend restoration of funding, consistent with the identified needs and priorities outlined in this report and consistent with any forthcoming guidance from the General Assembly.

Approximately 95% of all inmates will return to the community; therefore, education and training opportunities for selected inmates in North Carolina's prisons are an important element in overall strategies to address state workforce development needs, public safety needs, and inmate re-entry/transition needs. It is also an important strategy in prison management. Lack of funding for the Prisoner Education Program will negatively impact all of these areas.

The ultimate goal of the PEP is to increase the chances that inmates will leave prison, obtain jobs, support themselves and their families, pay taxes, engage in productive citizenship, and not return to prison. National research, state statistics, and individual success stories reveal that prisoner education has a positive impact. If funding for the state's current Prison Education Partnership is not reinstated, in part or whole, it will have negative consequences for inmates and their families, local community colleges/NCCCS, local correctional facilities/DOC, local communities, and the state as outline below.

### **Consequences of Discontinued or Reduced Funding**

#### **Consequences for Inmates include:**

- Loss of opportunities to enhance basic reading and math skills and/or obtain a high school credential
- Loss of opportunities to learn marketable job skills
- Loss of opportunities to participate in Department of Labor Apprenticeship programs
- Loss of opportunities to use prison time constructively in ways that ultimately help them, their children, and the community
- Loss of opportunities to find out that they can learn, set and meet goals, and have positive achievements in life, as an alternative to past behavior patterns
- Leaving prison with the same deficiencies with which they entered

#### **Consequences for Local Community Colleges/NCCCS include:**

- Significant impact on some of the state's smaller colleges that often serve the state's largest prisons. For relative size of prison programming by college, see Attachment F, p. 57
- Lay-offs of educational personnel who work at prison sites and some who work on campuses will lead to local unemployment and increased workloads for remaining campus staff. For data on impact on college staffing, see Attachment D, p. 52
- Increased enrollments in campus Basic Skills and other programs when inmates return to the community, causing potential space issues

## 5. Program Justification

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- A drop in the System's overall GED completion rate, representing a loss in the number of citizens who could have earned this "gateway" credential to further education and many employment opportunities
- Loss of opportunity to assist a population that can benefit significantly from community college programs

### **Consequences for Correctional Facilities/DOC include:**

- Loss of inmate assignments that are important to the overall programming structure, population management, and stability of prisons (affecting approximately 10% of the population at any given time)
- Loss of skilled workers to build capital projects for the DOC Division of Prisons, which will lead to an increase in capital construction costs
- Loss of trained inmates to work in needed areas such as foodservice, cleaning, grounds maintenance, and Correction Enterprises
- Loss of Department of Labor Apprenticeship programs, such as foodservice specialist, plumber, shipping clerk, and facilities maintenance technician, that provide the prison system with trained workers and provide inmates with a significant DOL Apprenticeship credential because the PEP provides the skills instruction required to establish an apprenticeship opportunity
- Need for funding for additional correctional officers, programs staff, and/or contractual services to provide supervision and assignments for the inmate population currently assigned to education and training
- Potential for increased officer injury and inmate injury due to increased officer to inmate ratio, increased infractions, and other consequences of integrating inmates formerly assigned to education and training
- Loss of a vital component of DOC's Transition Services strategy

### **Consequences for Local Communities include:**

- Loss of community services, such as trained service dogs for wounded Veterans and Services for the Blind
- Loss of local partnerships which use skilled inmates to provide needed services
- Loss of potential workers in areas such as construction and related trades due to the fact that some communities these training programs are only being taught in the prison because the general population is not enrolling in these traditional trades programs
- Issues of dealing with inmates who return to the community without a high school credential, marketable skills and/or productive, pro-social behaviors that could have been gained during incarceration
- Unemployed prison education personnel due to necessary lay offs

### **Consequences for the State include:**

- Loss of the cost savings of using trained inmate labor to build prisons and perform other functions
- Potential for increased costs related to correctional officer and/or inmate injury due to increased inmate idleness
- Loss of longstanding partnerships and infrastructure to support the state's education and training program for inmates (it would be expensive to re-establish if totally dismantled)

## 6. Recommendations for Improving Efficiency and Effectiveness

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Session Law 2009-451 - Section 6.6E. (c) (6) & (8)

### **Recommendations for Improving Service**

Opportunities for improving PEP programming and services have been identified as a result of this Continuation Review. The following recommendations are based on surveys of local colleges and prisons; the *DOC Outcomes Study*; and input from state-level DOC and NCCCS staff:

#### Reevaluate and Realign Current Programming, as Applicable

- NCCCS and DOC should reevaluate all programming to ensure that course and program selection is based on evidence-based practices that research indicates will reduce criminal behavior and, ultimately, recidivism.
- NCCCS and DOC should make adjustments in programming (close programming, realign content, and/or add new programming) as indicated by the assessment referenced above.
- NCCCS and DOC should expand the delivery of Cognitive Behavior Interventions (CBI), that focuses on changes in the criminal thought process, thereby producing more socially acceptable behavior; and should develop an offender-specific Human Resources Development (HRD) course that focuses on content proven to increase successful offender re-entry and is designed for inmates within two years of release.
- NCCCS and DOC should investigate possible use of (non-Internet) computer-based instruction and distance learning technologies.
- NCCCS and DOC should investigate additional funding sources (federal funding, grants, and private resources) to support specialized programs, such as the low-voltage wiring courses currently being supported by a one-year grant from the NC Governors Crime Commission that will allow inmates to obtain marketable skills and certification in network cabling, basic telecommunications, and audio/video system installation.

#### Develop a Standardized, Statewide Program Planning and Evaluation Model

- DOC and NCCCS should work together to establish measurable academic goals, objectives, or outcomes.
- DOC and NCCCS should identify intermediate and long-term outcomes to measure effectiveness of programming. Intermediate outcomes include measures of criminal thinking, motivation to change, or knowledge. Long-term outcomes measures, such as recidivism rates, gauge how well the program actually impacts offender behavior.
- DOC and NCCCS should collect uniform data and establish a tracking system to standardize data collection.

## 6. Recommendations for Improving Efficiency and Effectiveness

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### Strengthen Ties between NCCCS Prisoner Education and DOC Transition Planning for Inmates

- DOC and NCCCS should work together to develop a continuum of programs from entry to exit of correctional supervision.
- DOC should assess each inmate's employment/vocational skills and abilities during the intake process to identify appropriate placement in NCCCS programming.
- Offenders should receive basic educational and vocational training in conjunction with specific treatment needs during correctional supervision.
- Program participation should be a sequenced, intentional event designed to address specific inmate behavioral, educational, and skills deficits, and not a function of availability and timing.
- Once inmates complete vocational training, they should be given the opportunity to use vocational skills in jobs that meet system needs.
- Skills training should incorporate "portable credentials," such as the Career Readiness Certificate (CRC) and national or industry-recognized standards and credentials, where applicable.
- DOC and NCCCS should increase collaborations with business, industry, and the state's Workforce Development Infrastructure (Workforce Development Boards, JobLink Career Centers, etc.).
- DOC and NCCCS should promote increased information/database sharing among DOC, NCCCS, and other relevant agencies and service providers.

### Increase Training for Personnel Involved in Prisoner Education and Re-Entry Planning

- NCCCS and DOC should require that local prison orientations of community college instructors include standardized information about overall PEP goals and objectives.
- NCCCS instructors should be provided with opportunities for increased training on topics specific to working effectively with the inmate population.

## 6. Recommendations for Improving Efficiency and Effectiveness

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### **Recommendations for Reducing Duplication**

NCCCS and DOC have always been committed to ensuring that there is no duplication of programming in the PEP. This is done in the following ways:

- **Community Colleges Cannot Duplicate DOC-Funded Instruction.** Community colleges, per North Carolina Administrative Code, cannot provide instruction in prisons or to any “captive or co-opted group” if the instruction is the specific function of DOC (or the requesting agency). See 23 NCAC 02E .0403(b) in Attachment C, p. 52.
- **Programming Meets Local Prison Circumstances.** DOC Division of Prisons is charged with creating a programming structure and overall prison mission for each individual facility in the state prison system. PEP programming such as GED instruction or horticulture skills training may be offered at more than one facility, but this programming matches individual prison needs, such as prison and/or Correction Enterprises workforce needs, and identified inmates needs for literacy and/or marketable skills training.

### **Recommendations for Reducing Costs**

Three options for consideration for reducing the cost to the state of the Prisoner Education Partnership follow:

- Limit funding by programming type based on the recommended priorities as assessed through this Continuation Review (see page 42).
- Limit instruction by facility type (state, local, federal; see page 54).
- Where feasible, shift some curriculum programming to continuing education/occupational extension since the value of a continuing education FTE is lower. (Note: The *DOC Outcomes Study* found some curriculum programming as the most effective. This cost-reduction option would require a review of programming to determine appropriateness.)

### **Recommendations for Statutory, Budgetary, or Administrative Changes**

NCCCS and DOC recommend the following:

- Amend 115D-5(c) to add wording that makes it explicit that program offerings for prison education must be tied to clearly identified job skills and/or transition needs.
- Reinstating of the tuition and fee waiver for inmates that expires July 1, 2020. References: G.S. 11D-5 (b) and 23 NCAC 02D .0202(a)(7)(H)
- Review all NC Administrative Codes related to the PEP course approval process and incorporate the priorities and decisions of the Legislature concerning NCCCS prisoner education.

The NC General Statutes and NC Administrative Codes reference above can be found in Attachment C, p.51-52.

## 7. External Factors

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Session Law 2009-451 - Section 6.6E. (c) (9) & (10)

The following external factors are significant to the discussion prison education:

### **Inmate Idleness/Effective Prison Management**

The PEP provides significant programming options or inmate assignments for the Division of Prisons, and an unplanned interruption of programming will mean that approximately 10% of the inmate population will need immediate supervision (or assignment) that DOP is not currently staffed for. Such a disruption will impact DOP's inmate idleness issues.

The Division of Prisons has identified inmate idleness, meaning those inmates who remain unassigned to programs or jobs at prison facilities, as a significant concern to facility security and to public safety. A committee reviewing the issue identified the following ways to address the issue: 1) expand academic and vocational programs; 2) offer core rehabilitative programs and skill development programs at every facility; and 3) create specialized job training programs that correspond to the current job market. Further, the committee found that units with a higher percentage of unassigned inmates, in general, house inmates with higher infraction rates than other facilities. (*Inmate Idleness Committee Report*)

Research shows that correctional education programs make it easier for prison administrators to safely manage the inmate population. Inmates are less likely to engage in disruptive and violent incidents when they are actively engaged in a program instead of being idle. This can result in improved safety for state employees, as well as inmates, and result in lower prison security, medical, and workers' compensation costs. Educational programs support a more productive prison environment by preparing inmates for life after incarceration.

PEP programming is part of the Division of Prison's overall prison management system. In addition to the benefits derived by the inmates and the communities to which the inmates are released, there are positive benefits for safe prison management. The 2008 NC Sentencing and Policy Advisory Commission Study confirmed that educational level reduces prison infractions, which is a prime indicator of effective prison management.

## 7. External Factors

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### **Fiscal Benefits to State and Local Governments**

Because of the link between education and training and the reduction in recidivism rates, prison education has direct and indirect fiscal benefits for state and local governments. The direct fiscal benefits primarily include reduced state court and incarceration costs, as well as a reduction in local costs for criminal investigations and jail operations. The indirect fiscal benefits can include reduced costs for assistance to crime victims, less reliance on public assistance by families of inmates, and greater income and sales tax revenues paid by former inmates who successfully remain in the community and workforce.

### **Public Safety**

The PEP addresses issues that align with related goals and/or issues currently being studied by state leaders:

#### StreetSafe Task Force

In May of 2009, Governor Perdue established the StreetSafe Task Force through Executive Order No. 12. The task force, chaired by Department of Correction Secretary Alvin Keller and Attorney General Roy Cooper, is charged with identifying ways to reduce recidivism and to encourage collaborations in order to transition prisoners and probationers "back to work instead of back to crime," thereby increasing public safety. The committee's charge recognizes that job training and education are integral parts of the puzzle related to reducing recidivism.

#### Joint Select Committee on Ex-Offender Reintegration Into Society

A joint committee has been established by the President Pro Tempore of the Senate and the Speaker of the House of Representatives to study issues related to reintegration into society for people with criminal records, including how North Carolina and other states address barriers facing ex-offenders in accessing jobs, housing, education, training, and services, and best practices that reduce recidivism. The committee will submit an interim report by May 1, 2010 and a final report by February 1, 2011.

## 8. Total Program Cost

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Session Law 2009-451 - Section 8.19 (1)

### **Total Cost to the State**

The estimated total cost to the state for program year 2009-2010 is \$36,200,700 as itemized below:

#### **Cost Projections**

##### **State General Funds to NCCCS (2009-2010) for All Types of Correctional Facilities**

FTE Funding, including cost of tuition and fee waivers, for DOC prisons (93% of total), 2 federal prisons, and 7 local jails.	
FTE funding for the PEP became non-recurring in FY 2009-2010 and is eliminated for FY 2010-2011. Funding for FY 2009-2010, found here, is based on FTE generated in 2008-2009 and varies slightly from projected funding in Senate Bill 202, North Carolina General Assembly 2009 Session, August 3, 2009, page F 13 found on page 48.	<b>\$35,949,700.19</b>

##### **State General Funds to DOC (transferred out to NCCCS)**

Periodic New/Expanding Prisons Funds 2009-2010	<b>\$201,000.00</b>
Recurring "Small College" Prison Funds (same annually)	<b>\$50,000.00</b>

**Estimated Cost:** **\$36,200,700**

What follows is an explanation of these funding categories and additional considerations related to cost. See Attachment F, p. 57 for data by college.

## 8. Total Program Cost

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### State General Funds to NCCCS

**FTE Funding** is the standard method for appropriating funds to community colleges, whether the students served are inmates or non-inmates. Community colleges are funded based on a full-time equivalency (FTE) formula. Each year the cost of an FTE is determined for basic skills, continuing education, and curriculum, and these figures are used as multipliers to determine FTE funding for colleges. FTE funding for prison education has been recurring, but it became non-recurring in 2009-2010 and was eliminated for 2010-2011. This figure includes costs related to tuition and fee waivers. In 1973, the General Assembly authorized the State Board (then, the State Board of Education) to provide tuition and registration fee waivers for prison inmates per Session Laws 1973, SB 394 Chapter 768. That will expire on July 1, 2010, per G.S. 115D-5.

### State General Funds to DOC (transferred to NCCCS)

**Periodic New/Expanding Prisons Funds** provide funding for NCCCS educational programming at new or expanding DOC prisons. Each biennium, DOC submits to the Governor and General Assembly a Continuation Budget that includes any requests for new prisons or the expansion of existing prisons. Included are requests for funds to start educational programs that will be provided by the NCCCS, the presumptive provider of prison education. These funds are educational reserves that DOC provides to the NCCCS/local colleges to support first-year personnel costs before regular FTE funding supports programming in subsequent years. These funds are only requested for new or expanding prisons, and the amount varies depending on the size of the prison project. For FY 2009-10, \$201,000 was allocated through this funding source to Southeastern Community College to support start-up of educational programming at Tabor Correctional Institution, a new 1,000-cell (inmate capacity of 1,500) correctional facility in Columbus County.

**Recurring “Small College” Prison Funds** are funds that allow smaller colleges the start-up funds necessary for new prison programming. In 1999, the General Assembly appropriated \$50,000 in recurring funds to provide for new instructional programs at prisons served by small community colleges. The intent was to assist small colleges with the expenses of starting new curriculum, continuing education, and/or basic skills programs in correctional facilities, since small colleges have a particularly difficult time funding start-up expenses associated with new programs. For the purposes of this funding, “small colleges” are defined as those with 2009-10 FTE budgeted enrollment of less than 1,900. (Reference: Section I, Item #112 of the Conference Report on the Continuation, Capital, and Expansion Budget – Session Laws 1999-237)

## 8. Total Program Cost

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### Additional Considerations

While it is difficult to assign specific dollar values to the external factors listed below, an analysis of the prisoner education program would be incomplete without a discussion of them.

- **Effective academic and vocational programs teach critical skills that lead to reduced recidivism and, consequently, reduced incarceration costs.**

Any analysis of the cost and benefits of prisoner education must take into account the cost avoidance that results from reduced recidivism. A reduction in recidivism translates into reduced incarceration costs and a reduced need for capital construction.

- **Participation in community college programs results in reduced incarceration costs.**

Inmates who are enrolled in community college programming on a full time basis receive sentence adjustment credits of up to six days per month. During FY 2008-09, inmates received an estimated 254,509 days in sentence adjustment credits based on participation in community college programs. Based on an average cost of \$72.72 per day per inmate for FY 2008-09, that translates into a cost avoidance of approximately \$18.5 million for FY 2008-09.

- **Community college programs help reduce prison operating costs by teaching inmates vocational skills needed to support prison operational needs.**

On any given day, an estimated 17,000 inmates are working inside the prisons performing jobs required to operate the system. For many jobs, such as food service, maintenance and cleaning, NCCCS provides the necessary training and education. Because these inmates earn a maximum of \$1 a day, there is a cost avoidance associated with not having to hire full-time employees or obtain these services through a contractual arrangement.

- **Community college programs help reduce capital costs by teaching inmates the construction skills they need to help build capital projects.**

DOC relies on NCCCS to provide the academic and vocational training for the inmates in the Inmate Construction Program, which employs inmates in construction trades to help build capital projects for the Department of Correction. The inmates work in all aspects of the construction process, including carpentry, masonry, electrical, HVAC, plumbing, pipefitting, concrete finish, drywall, and painting. The use of inmate labor typically saves DOC approximately 20% on capital projects when compared to the cost of using private contractors.

- **Community college programs provide training that enhances Correction Enterprises' ability to return millions of dollars to the State each year.**

Correction Enterprises employs approximately 2,200 inmates in prison industries across the state; and, NCCCS provides most of the related vocational training. This prison industry program receives no state appropriation and returns approximately \$6.4 million to the State every year. This figure includes mandatory transfers to the State's general fund, 5% of gross profits transferred to the Crime Victims Compensation fund, and payment of all inmate wages in DOC.

## 9. Appropriate Funding Sources

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Session Law 2009-451 - Section 8.19 (2)

### **Appropriate Funding Sources**

If the General Assembly intends to continue funding prisoner education as an investment in public safety, the NCCCS and DOC strongly believe that the current funding mechanism is most appropriate. Current funding sources are summarized on pages 37 and 38.

Both DOC and NCCCS agree that state appropriation is an appropriate funding source for prisoner education, regardless of the funding mechanism. The current system — tuition waivers for inmates and direct FTE funding to community colleges — reduces the administrative burden on DOC associated with contracting with each local community college for each course or program.

Both DOC and NCCCS understand that the current economic climate requires reviewing the level of services and are taking steps to achieve maximum efficiencies.

### **Inmates' Ability to Pay**

Approximately 50% of inmates are earning no wages at all while incarcerated. Of those inmates that do have jobs, an estimated 42% earn less than \$1 a day working in prison assignments, while 6% earn more than \$1 but less than \$3 a day. Less than 2% of inmates earn prevailing wages through work release. As a result, it is unlikely that a large number of inmates would be able to pay for vocational/educational programming using their own funds.

In evaluating the practicality of inmate's paying for education and training, the following considerations are also relevant:

- Limiting access only to those who can pay is problematic for a variety of reasons. Even if selected inmates were able to pay for their own community college classes, it is impractical to design NCCCS program offerings and DOC program structures around this. First, it would require segregating or grouping inmates solely on their ability to pay. Second, it would require subdividing this group by educational level/need to determine what courses to offer. Once this is done, it is unlikely that there would be sufficient numbers of students with similar needs and abilities to constitute many community college classes.

## 9. Appropriate Funding Sources

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- A discussion of inmates' ability to pay begs the question of how much would it cost an inmate to attend community college programming if he/she paid tuition and fees rather than receiving a state-authorized tuition and fee waiver. Tuition and fees vary, as follows, depending on the course/program:

Programming Type	Current NCCCS Tuition and Fee Rates (2010)
Basic Skills (ABE, GED, ESL)	<b>No charge, except one-time \$7.50 GED testing fee</b> ABE, GED, and ESL classes are free to qualified students based on educational skill level, and many inmates qualify due to low educational attainment/skills.
Continuing Education (Occupational Extension)	<b>Registration fees based on hours of instruction</b> S.L.2009-215 Section 9 (b) set current fees, based on hours of instruction per course, as follows: \$65.00 for 1-24 hours; \$120.00 for 25-50 hours; and \$175.00 for 51+ hours.
Human Resources Development (HRD)	<b>Registration fees (see above) but waivers available for qualified individuals</b> To qualify, individuals must meet at least one of the following criteria: unemployed; receive notice of a pending layoff; employed receiving earned income tax credit; or employed, earning 200% below poverty level.
Curriculum Programs	<b>\$50.00 per credit hour up to a maximum of \$800.00</b> S.L.2009-215 Section 9 (a) set current tuition, based on semester hour credits (SHC), at \$50.00 per credit hour for in-state students. (Full-time inmate students take 12-18 SHC a semester.)

- There are two community college programs -- Basic Skills Programs (BSP) and Human Resources Development (HRD) – that are available to any qualified individual in prison or in the general population free of charge. Qualifications for enrolling in these programs include not having a high school diploma/equivalent or meeting unemployment or poverty guidelines. Many inmates would qualify for these programs under these criteria, even if the inmate tuition waiver that expires July 1, 2010, is not restored. If the Legislature does not intend for any state funds to be used to support basic education/high school completion courses available through ABE, GED, ESL or job-seeking and job-keeping skills taught in HRD, this would need to be explicitly stated so as to advise colleges not to enroll inmates under these other criteria. NCCCS and DOC strongly support access to these programs for inmates, regardless of the funding mechanism, due to identified needs in these areas specific to the inmate population.

## 10. Most Vital Programs – Order of Restoration

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Session Law 2009-451 - Section 8.19 (3)

### **Priority Order of Restoration Recommendations**

Research shows that prisoner education positively affects outcomes for released offenders. To maximize these outcomes, DOC partners with NCCCS to increase levels of educational attainment, enhance job skills, and provide inmates with the functional/soft skills necessary to remain gainfully employed upon release. Based on these goals and the *DOC Outcomes Study* discussed on pages 20-27, DOC and NCCCS recommend the following priorities for restoration of PEP programming:

#### **Recommendations**

<b># 1 Basic Skills</b>	Courses that enhance fundamental reading and math skills.
<b># 2 Vocational Training/ Re-Entry Preparation</b>	Courses that provide vocational training that supports prison work assignments and provides offenders with specific marketable vocational skills and applicable credentials or certifications, including DOL Apprenticeship.
<b># 3 Functional Knowledge and Skills</b>	Non-vocational courses that provide functional life skills related to community reintegration, family relationships, and workplace success.

#### **PRIORITY #1: Basic Skills**

Thirty-four percent (34%) of adults entering North Carolina's prisons during calendar year 2009 met the criteria for DOP's mandatory education program, which is designed for offenders who enter prison without a high school diploma or GED and who score below sixth grade level in reading or math. In addition, nearly 700 entering offenders required ESL classes. The typical inmate reads at just under an eighth grade level and has math skills equivalent to those of a seventh grader.

The Department of Correction depends on the community colleges to provide academic classes needed to improve the inmate's basic reading and math skills and to obtain the GED credential. These basic skills are a prerequisite to basic functioning, successful life skills development, employability, and the ability to pursue more advanced educational and vocational training.

## 10. Most Vital Programs – Order of Restoration

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### **PRIORITY #2: Vocational Training/Re-Entry Preparation**

With responsibility for housing more than 40,000 inmates at 72 facilities, the Division of Prisons must depend on inmate work assignments to meet system needs. On any given day, approximately 17,000 inmates are working within prison facilities taking care of the system's operational needs. As of February 24, 2009, a snapshot would show inmates working in the following fields, among others:

• Food Service	3,325
• Unit Services (daily operational functions)	6,053
• Maintenance	1,855
• Construction	388
• Correction Enterprises	1,969

The Department depends on NCCCS to deliver the vocational training for the inmates working within the system. These assignments provide inmates with valuable job skills, employment experience, and functional/soft skills associated with employment. In addition, many of these job assignments represent areas that present employment opportunities for inmates upon release.

Approximately 95% of inmates will be released from prison at some point and return to local communities. For FY 2008-2009, more than 28,800 inmates were released from North Carolina prisons. Community college programming helps to address identified needs within this population in an effort to help them develop the education and skills necessary to be productive members of society upon release. Research shows that former offenders who are employed are three times less likely to recidivate than those who are not.

This priority includes education and training leading to work credentials, such as the Department of Labor Apprenticeship, Career Readiness Certificate (CRC), or other national/industry certifications, where applicable. Also included are Human Resource Development (HRD) and Cognitive Behavioral Interventions (CBI) to increase their chances of successful reentry.

### **PRIORITY #3: Functional Knowledge and Skills**

The inmate population needs knowledge and skills related to community reintegration, family relationships, and basic functioning in the work environment. Examples of these courses include Stress Management, Computer Applications, and Financial Literacy. Further review of specific course offerings is necessary to generate an exhaustive list of courses that would fall under this priority.

## 11. Analysis of Cost Per FTE

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Session Law 2009-451 - Section 8.19 (4)

### **Comparative Cost Data: Prison vs. General Public**

The state's funding mechanism for community colleges does not allow for comparative cost data by populations such as inmates or general population or by programming discipline such as math or welding. Colleges are funded using standard FTE values based on calculations that take these variances into account. Under this system, FTE funding for English or math classes that may not require expensive labs or equipment is the same as that for skills training requiring expensive computers, software, lab space, specialized equipment and lower instructor to student ratios. The FTE funding formula assumes this variation and applies a kind of "average" across the board. Because of this, colleges do not report costs per class or per student population and, therefore, direct comparisons cannot be generated.

The state value or cost per FTE for 2009-2010 follows:

<b>Cost Per FTE</b>	
<b>Basic Skills</b>	\$ 5,014.74
<b>Continuing Education</b>	\$ 4,255.64
<b>Curriculum</b>	\$ 4,917.35
<b>Average:</b>	<b>\$4,729.24</b>

Some may argue that the cost to offer courses in prisons could be less than the cost of offering courses to the general public merely because the college does not have to provide for classroom space or related overhead expenses. This, however, is not relevant to a cost comparison of state dollars since state FTE funding does not support college facilities and related operation and maintenance of plant (colleges must use local and not state funds to support campus facilities).

In addition, it is also possible that costs of many prison classes are higher than those on campus because more full-time instructors are used; because the cost of instructional supplies and replacement equipment is higher since most courses are vocational/technical in nature rather than general education courses; and because colleges pay for half of the textbook costs for inmate students but not for general-population students.

## 12. Limiting Access to Programming

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Session Law 2009-451 - Section 8.19 (5)

### **Feasibility of Limiting Access**

NCCCS and DOC evaluated the feasibility of limiting access to the PEP for those prisoners who will be released within a certain time frame. Neither DOC nor NCCCS supports a hard and fast rule that would limit access to the prisoner education program to inmates who will be released within short timeframes. Both agencies recommend a joint DOC-NCCCS review of courses on a case-by-case basis to determine whether a particular course should be limited to inmates within a certain timeframe.

Many of the PEP skills-training programs are pre-employment training for prison work assignments, whether with Correction Enterprises, the Inmate Construction program, or other work assignments, such as custodial cleaning, foodservice/kitchen duty, or bartering. By design, much of this training is done early in an inmate's prison stay so that the prison system is able to take advantage of his/her skills to reduce labor costs over time. In addition, by providing this training early on, the inmate is able to use the skills over time to increase competency and obtain/maintain marketable skills and an employment history that are valuable upon release and reintegration to society.

NCCCS and DOC also evaluated the feasibility of limiting PEP programming to those that lower recidivism rates. DOC is moving toward implementation of evidence-based practices that focus on addressing criminogenic factors (such as education and employment) through effective programming, which should lead to a reduction in recidivism. However, DOC and NCCCS recommend that prisoner education programs focus on those factors that reduce an offender's probability of recidivism and not simply the measure itself. Community college programs help address these factors by allowing inmates the opportunity to increase the level of educational attainment and to enhance employment skills and general employability—critical factors in reducing recidivism.

This recommendation is based in part on the following state and national research projects:

#### Department of Correction Outcomes Study

DOC conducted its own study in 2010 (see pages 21– 28) that shows that courses and programs provided through the Prisoner Education Partnership positively affect recidivism and employment outcomes.

NC Sentencing Commission Study: The North Carolina Sentencing and Policy Advisory Commission's 2008 recidivism study points to specific factors that affect recidivism:

Factors that decreased the probability of rearrest included being married, **employed**, **having at least twelve years of education**, having a felony as the current conviction, having a longer prison sentence imposed, and having more prior incarcerations. Age also decreased an offender's chance of rearrest, with offenders being less likely to be rearrested as they grew older...

## 12. Limiting Access to Programming

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... Being male, having at least twelve years of education, having a prior drug arrest, having a longer maximum sentence imposed, and the number of times placed on probationary supervision were factors associated with a decreased probability of prison infractions." (Emphasis added).

### Three State Study

In *Education Reduces Crime: Three-State Recidivism Study*, researchers conducted a study to assess the impact of correctional education on recidivism and post-release employment. The study followed a cohort of education participants and nonparticipants in three states —Maryland, Minnesota and Ohio—and compared them on a number of variables and outcomes. The findings indicated that participants in educational programming were less likely to be rearrested, reconvicted, or re-incarcerated than nonparticipants and were more likely to earn higher wages.

**In summary**, participation in education has positive impacts on inmate behavior in prison, recidivism rates, and wages after release. Specific information from these studies was used to create the list of "Priority Order of Restoration" (see page 42). DOC and NCCCS recommend that information in this Continuation Review and the resulting recommendations be used as a foundation for evaluating appropriate educational offerings for inmates.

## Attachments

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Attachment A: Prison Education Legislation

Attachment B: Crosswalk of Programming Titles

Attachment C: Related NC General Statutes and Administrative Codes

Attachment D: NCCCS Survey – Impact on College Staffing

Attachment E: Programming by College and Facility

Attachment F: NCCCS Data Tables

- F-1: Prison Education – Percentage of College FTE – Statewide
- F-2: Prison Education – Percentage of College FTE – Curriculum
- F-3: Prison Education – Percentage of College FTE – Continuing Education
- F-3: Prison Education – Percentage of College FTE – Basic Skills
- F-4: Estimated Cost of Prison Education FTE – Statewide
- F-5: Estimated Cost of Prison Education FTE – Curriculum
- F-6: Estimated Cost of Prison Education FTE – Continuing Education
- F-7: Estimated Cost of Prison Education FTE – Basic Skills

Attachment G: Inmate Success Stories

Attachment H: Bibliography

# Attachment A – Prison Education Legislation

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## Legislation Related to this Continuation Review

#1 **The Joint Conference Committee Report On The Continuation, Expansion And Capital Budgets**  
*Reference: Excerpted from Senate Bill 202, North Carolina General Assembly 2009 Session, August 3, 2009, page F 13:*

<b>82 Prisoner Education Program Continuation Review</b>	<b>FY 09-10</b>	<b>FY 10-11</b>
Eliminates recurring funding for the prisoner education program and provides nonrecurring funds for FY 2009-10. Restoration of recurring funding in FY 2010-11 is subject to the findings of a legislative continuation review.	(\$32,899,715) R \$32,899,715 NR	(\$32,899,715) R \$0 NR

#2 **Eliminate Some Tuition Waivers**  
*Reference: Excerpted from SL2009-0451 Session Law 2009-451 Pages 49-50:*

### **SECTION 8.11.(e) ELIMINATE SOME TUITION WAIVERS**

Effective July 1, 2010, G.S. 115D-5(b), as rewritten by subsection 8.11(d) of this section, reads as rewritten: (b) ... the State Board of Community Colleges may provide by general and uniform regulations for waiver of tuition and registration fees for ... ~~prison inmates~~ ...

#3 **Continuation Review of Certain Funds, Programs, and Divisions**  
*Reference: Excerpted from SL2009-0451 Session Law 2009-451 Pages 49-50:*

*(See page 49 for full text)*

#4 **CONTINUATION REVIEW OF THE PRISONER EDUCATION PROGRAM**  
*Excerpted from SL2009-0451 Session Law 2009-451 Pages 51-52:*

*(See page 49 for full text)*

# Attachment A – Prison Education Legislation

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## GENERAL ASSEMBLY OF NORTH CAROLINA

**SESSION 2009  
SESSION LAW 2009-451  
SENATE BILL 202  
(\*S202-v-3\*)**

AN ACT TO MAKE BASE BUDGET APPROPRIATIONS FOR CURRENT OPERATIONS OF STATE DEPARTMENTS, INSTITUTIONS, AND AGENCIES, AND FOR OTHER PURPOSES.

### CONTINUATION REVIEW OF CERTAIN FUNDS, PROGRAMS, AND DIVISIONS

**SECTION 6.6E.(a)** It is the intent of the General Assembly to establish a process to periodically and systematically review the funds, agencies, divisions, and programs financed by State government. This process shall be known as the Continuation Review Program. The Continuation Review Program is intended to assist the General Assembly in determining whether to continue, reduce, or eliminate funding for the State's funds, agencies, divisions, and programs subject to continuation review.

**SECTION 6.6E.(b)** The Appropriations Committees of the House of Representatives and the Senate may review the funds, programs, and divisions listed in this section and shall determine whether to continue, reduce, or eliminate funding for the funds, programs, and divisions, subject to the Continuation Review Program. The Fiscal Research Division may issue instructions to the State departments and agencies subject to continuation review regarding the expected content and format of the reports required by this section. No later than December 1, 2009, the following agencies shall report to the Fiscal Research Division:

- (1) Sentencing Services Program of the Office of Indigent Defense Services –Judicial Department.
- (2) Driver's Education Program – Department of Transportation.
- (3) Prisoner's Education Program – Community College System.
- (4) Parking Office – Department of Administration.
- (5) Young Offenders Forest Conservation Program (BRIDGE) – Department of Environment and Natural Resources.

**SECTION 6.6E.(c)** The continuation review reports required in this section shall include the following information:

- (1) A description of the fund, agency, division, or program mission, goals, and objectives.
- (2) The statutory objectives for the fund, agency, division, or program and the problem or need addressed.
- (3) The extent to which the fund, agency, division, or program's objectives have been achieved.
- (4) The fund, agency, division, or program's functions or programs performed without specific statutory authority.
- (5) The performance measures for each fund, agency, division, or program and the process by which the performance measures determine efficiency and effectiveness.
- (6) Recommendations for statutory, budgetary, or administrative changes needed to improve efficiency and effectiveness of services delivered to the public.
- (7) The consequences of discontinuing funding.
- (8) Recommendations for improving services or reducing costs or duplication.
- (9) The identification of policy issues that should be brought to the attention of the General Assembly.
- (10) Other information necessary to fully support the General Assembly's Continuation Review Program along with any information included in instructions from the Fiscal Research Division.

**SECTION 6.6E.(d)** State departments and agencies identified in subsection (b) of this section shall submit a final report to the General Assembly by March 1, 2010.

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### CONTINUATION REVIEW OF THE PRISONER EDUCATION PROGRAM

**SECTION 8.19.** The continuation review of the community college prisoner education program that is required by Section 6.6E of this act shall be prepared jointly by the Department of Correction and the Community Colleges System Office. The report shall include:

- (1) Information on the total cost of the program;
- (2) An analysis of the appropriate source of funding, including an analysis of prisoners' ability to pay;
- (3) A review of which programs are most vital to the prisoner population and a priority order for restoration of the programs;
- (4) An analysis of the cost per FTE to provide these programs to the prison population compared to the cost for the general population, including the FTE costs for curriculum, continuing education, and basic skills courses; and
- (5) An analysis of the feasibility of limiting access to the education program to those prisoners who will be released within a certain time frame and to programs that lower recidivism rates.

# Attachment B – Crosswalk of Programming Titles

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## Crosswalk of Programming Titles – DOC to NCCCS

DOC and NCCCS each categorize the same course/programs by slightly different broad titles due to agency needs and the naming conventions in the separate computer systems. A crosswalk of general titles is provided below:

DOC Titles	NCCCS Titles*			Brief Description/DOC Function
	Broad Category*	Specific Course/Program*	Abbrev.	
Academic	Basic Skills	Adult Basic Education	ABE	<ul style="list-style-type: none"><li>• Provides inmates with basic literacy skills</li><li>• <b>DOC function</b> – allows placement of inmates requiring mandatory education</li></ul>
	Basic Skills	General Educational Development	GED	<ul style="list-style-type: none"><li>• Provides inmates with opportunity to earn a GED (obtain a high-school equivalency credential)</li><li>• <b>DOC function</b> – allows placement of inmates requiring mandatory education</li></ul>
	Basic Skills	English as A Second Language	ESL	<ul style="list-style-type: none"><li>• Provides basic English-language skills to identified students with limited English proficiency</li><li>• <b>DOC function</b> – allows agency to meet mandate to serve this population</li></ul>
	Curriculum	Associate in Arts ( <i>including associated developmental courses</i> )	AA	<ul style="list-style-type: none"><li>• Provides inmates with college-level courses designed for credit towards a bachelor's degree</li><li>• <b>DOC function</b> – provides educational options for qualified inmates</li></ul>
Vocational	Curriculum	Associate in Applied Science ( <i>including associated developmental courses</i> )	AAS	<ul style="list-style-type: none"><li>• Provides inmates with occupational-focused education and skills training through college-credit courses leading to certificates, diplomas and/or associate in applied science degrees</li><li>• <b>DOC function</b> – can provide DOC with trained workers for various work assignments in the prison and community</li></ul>
	Continuing Education	Occupational Extension (Occupational Skills) Courses	OE	<ul style="list-style-type: none"><li>• Provides inmates with job-related skills through non-credit courses leading to a certificate of completion</li><li>• <b>DOC function</b> – can provide DOC with trained workers for various work assignments in the prison and community</li></ul>
Life Skills	Continuing Education	Human Resources Development, including Cognitive Behavior Interventions (CBI) and Career Readiness Certification (CRC)	HRD	<ul style="list-style-type: none"><li>• Provides inmates with specific employability and life management skills and/or credentials</li><li>• <b>DOC function</b> – supports DOC Transition Planning focus</li></ul>

- Descriptions of these titles can be found on page 10.

# Attachment C – Related NC General Statutes & Administrative Codes

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## Statutory Authority for Prison Education Partnership

### **North Carolina Community College System**

**G.S. 115D-1:** The Community Colleges System Office is designated as the primary lead agency for delivering workforce development training, adult literacy training, and adult education programs in the State.

**G.S. 11D-5 (c1):** The State Board shall work with the Department of Correction on offering classes and programs that match the average length of stay of an inmate in a prison facility.

**G.S. 11D-5 (c):** No course of instruction shall be offered by any community college at State expense or partial State expense to any captive or co-opted group of students, as defined by the State Board of Community Colleges, without prior approval of the State Board of Community Colleges.

**G.S. 11D-5 (b):** ... the State Board of Community Colleges may provide by general and uniform regulations for waiver of tuition and registration fees for ... prison inmates ... (Note: This waiver expires July 1, 2010.)

**G.S. 11D-5 (c1):** Community colleges shall report full-time equivalent (FTE) student hours for correction education programs on the basis of contact hours rather than student membership hours. No community college shall operate a multi-entry, multi-exit class or program in a prison facility, except for a literacy class or program.

### **Department of Correction**

**G.S. 148-22(a):** The general policies, rules and regulations of the Department of Correction shall provide for humane treatment of prisoners and for programs to effect their correction and return to the community as promptly as practicable.

**G.S. 148-22(a):** Education, library, recreation, and vocational training programs shall be developed so as to coordinate with corresponding services and opportunities which will be available to the prisoner when he is released.

**G.S. 148-22(a):** Programs may be established for the treatment and training of mentally retarded prisoners and other special groups.

**G.S. 148-22(b):** The Department of Correction may cooperate with and seek the cooperation of public and private agencies, institutions, officials, and individuals in the development and conduct of programs designed to give persons committed to the Department opportunities for physical, mental and moral improvement.

**G.S. 148-22(b):** The Department may enter into agreements with other agencies of federal, State or local government and with private agencies to promote the most effective use of available resources. Specifically the Secretary of Correction may enter into contracts or agreements with appropriate public or private agencies offering needed services including health, mental health, mental retardation, substance abuse, rehabilitative or training services for such inmates of the Department of Correction as the Secretary may deem eligible. These agencies shall be reimbursed from applicable appropriations to the Department of Correction for services rendered at a rate not to exceed that which such agencies normally receive for serving their regular clients.

**G.S. 148-22.1(a):** The State Department of Correction is authorized to take advantage of aid available from any source in establishing facilities and developing programs to provide inmates of the State prison system with such academic and vocational and technical education as seems most likely to facilitate the rehabilitation of these inmates and their return to free society with attitudes, knowledge, and skills that will improve their prospects of becoming law-abiding and self-supporting citizens.

# Attachment C – Related NC General Statutes & Administrative Codes

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## NC Administrative Codes

### **23 NCAC 02E .0403 INSTRUCTION TO CAPTIVE OR CO-OPTED GROUPS**

- (a) A college shall obtain State Board approval prior to providing instruction to students who are classified captive or co-opted. Captive or co-opted groups of students are defined as **inmates in a correctional facility**; clients of sheltered workshops, domiciliary care facilities, nursing facilities, mental retardation centers; substance abuse rehabilitation centers; and in-patients of psychiatric hospitals. Approval by the State Board of Community Colleges shall constitute approval of the curriculum program or occupational extension course(s) and the group to be served by the college.
- (b) Instruction to captive or co-opted groups may be approved when the State Board determines that the proposed instruction for the group is not a function of the requesting agency, and the instruction is within the purpose of the community college.
- (c) Instruction to captive or co-opted groups may be approved in the form of curriculum programs or courses and occupational extension courses. State Board of Community Colleges (SBCC) approved curricula for Captive or co-opted groups shall include changes in programs of study and SBCC approved occupational extension course modifications. Physical education or work experience may not be a part of a curriculum program in a correctional setting.
- (d) Policies governing student enrollment in curriculum programs or courses and occupational extension courses shall be consistent with general college policies.

### **23 NCAC 02D .0204 OTHER FEES**

- (d) General Educational Development (GED) Fee. All applicants who take the GED test at official GED Testing Centers in the system are required to pay a seven dollar and fifty cent (\$7.50) fee. This fee shall not be required from individuals incarcerated or receiving treatment in institutions operated by the Department of Correction and the Department of Human Resources.

### **23 NCAC 02D .0202 TUITION AND FEES FOR CURRICULUM PROGRAMS**

- (a)(7)(H) Tuition Waivers:  
Prison inmates shall not be charged tuition.

### **23 NCAC 02D .0325 LIMITATIONS IN REPORTING STUDENT MEMBERSHIP HOURS**

- (a)(8) Student hours shall not be reported for budget/FTE which result from... Inter-institutional or intramural sports activities including those of prison inmates.
- (g) Educational programs offered in a correctional department setting shall report full-time equivalent (FTE) student hours on the basis of contact hours.

### **23 NCAC 02D .0203 FEES FOR EXTENSION PROGRAMS**

- (a) Registration fees for Non-Curriculum Extension Instruction. For purposes of administration of this Rule, non-curriculum extension instruction means all instruction organized, supervised, or delivered outside the regular curriculum programs offered by the college.
- (5)(D) Registration Fee Waivers:  
Prison inmates shall not be charged registration fees.

## Attachment D – NCCCS Survey – Impact on College Staffing

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### **Impact on College Staffing**

As part of the research for this review, community colleges were surveyed on a number of issues. One survey question asked for the following information: "Please specify the number of college staff positions that would be reassigned or eliminated if funding for prison education is not restored (or if an alternative source of funding cannot be identified)."

The results are as follows:

Staff Position	Curriculum Reassigned	Curriculum Eliminated	Continuing Ed Reassigned	Continuing Ed Eliminated	Basic Skills Reassigned	Basic Skills Eliminated	Total College
Full-time Instructors	19	121.5	3	82	12	99	<b>336.5</b>
Full-time Administrators	2	4.8	3.5	1.5	8.5	3	<b>23.3</b>
Full-time Support Staff	2	4.5	2.5	1.5	4	2	<b>16.5</b>
Full-time Other	0	1	0	1	0	7	<b>9</b>
Part-time Instructors	3	101	17	163	32	166	<b>482</b>
Part-time Administrators	1	1	0	0	4	6	<b>12</b>
Part-time Support Staff	0	0	0	3	2	5	<b>10</b>
Part-time Other	0	2	2	1	0	3	<b>8</b>
College Total:	<b>27</b>	<b>235.8</b>	<b>28</b>	<b>253</b>	<b>62.5</b>	<b>291</b>	<b>897.3</b>

# Attachment E – Programming by College and Facility

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## **Colleges and Correctional Facilities Involved in the Prisoner Education Program**

### **Department of Correction (DOC) Facilities**

Colleges (45 Total)	Facilities (Including Prisons That Recently Closed)	Offered Basic Skills (BSP)	Offered Continuing Ed (CE)	Offered Curriculum (CU)
Asheville-Buncombe TCC	Buncombe Correctional Center	X		
Asheville-Buncombe TCC	Craggy Correctional Center	X	X	X
Asheville-Buncombe TCC	Swannanoa Correction Center for Women	X	X	
Beaufort County CC	Hyde Correctional Center	X	X	X
Beaufort County CC	Tyrell Prison Work Farm	X		
Bladen CC	Bladen Correctional Center	X	X	X
Caldwell CCTI	Caldwell Correctional Center	X		
Cape Fear CC	New Hanover Correctional Center	X	X	X
Cape Fear CC	Pender Correctional Institution	X	X	X
Carteret CC	Carteret Correctional Center	X	X	
Catawba Valley CC	Alexander Correctional Institution	X	X	X
Catawba Valley CC	Catawba Correctional Center	X		
Central Carolina CC	Harnett Correctional Institution	X	X	X
Central Carolina CC	Sanford Correctional Center	X		
Central Piedmont CC	Charlotte Correctional Center	X	X	
Cleveland CC	Cleveland Correctional Center (Closed 12/09)			X
College of the Albemarle	Pasquotank Correctional Institution	X	X	X
Craven CC	Craven Correctional Institution	X	X	
Davidson CC	Davidson Correctional Center	X	X	
Davidson CC	North Piedmont CC for Women	X	X	
Durham TCC	Durham Correctional Center	X	X	
Edgecombe CC	Fountain Correctional Center for Women			X
Gaston College	Gaston Correctional Center	X	X	
Gaston College	Lincoln Correctional Center	X	X	
Halifax CC	Caledonia Correctional Institution			X
Halifax CC	Tillery Correctional Center	X	X	X
Haywood CC	Haywood Correctional Center	X		
Isothermal CC	Rutherford Correctional Center			X
James Sprunt CC	Duplin Correctional Center	X		X
Johnston CC	Johnston Correctional Institution	X		X
Johnston CC	NC Correctional Institution for Women			X
Lenoir CC	Eastern Correctional Institution	X	X	X
Lenoir CC	Greene Correctional Institution	X	X	
Lenoir CC	Maury Correctional Institution	X	X	X
Martin CC	Bertie Correctional Institution	X	X	X
Mayland CC	Avery/Mitchell Correctional Institution	X	X	X
Mayland CC	Mountain View Correctional Institution	X	X	X
McDowell TCC	Marion Correctional Institution	X		X

## Attachment E – Programming by College and Facility

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Colleges (45 Total)	Facilities (Including Prisons That Recently Closed)	Offered Basic Skills (BSP)	Offered Continuing Ed (CE)	Offered Curriculum (CU)
Montgomery CC	Southern Correctional Institution	X	X	X
Nash CC	Nash Correctional Institution	X	X	X
Pamlico CC	Pamlico Correctional Institution	X	X	X
Piedmont CC	Caswell Correctional Center		X	X
Piedmont CC	Dan River Prison Work Farm		X	X
Piedmont CC	Orange Correctional Center			X
Randolph CC	Randolph Correctional Center	X	X	
Richmond CC	Morrison Correctional Institution	X	X	X
Richmond CC	Scotland Correctional Institution	X	X	
Roanoke Chowan	Odom Correctional Institution	X		
Robeson CC	DOC/Evergreen ALC/Drugs	X	X	
Robeson CC	Lumberton Correctional Institution	X	X	X
Robeson CC	Robeson Correctional Center	X	X	X
Rowan-Cabarrus CC	Cabarrus Correctional Center	X	X	
Rowan-Cabarrus CC	Piedmont Correctional Institution	X	X	
Rowan-Cabarrus CC	Rowan Correctional Center (Closed 12/09)	X	X	
Sampson CC	Sampson Correctional Institution	X	X	X
Sandhills CC	Hoke Correctional Institution	X	X	
Sandhills CC	McCain Correctional Hospital	X	X	
South Piedmont CC	Anson Correctional Center (Closed 12/09)	X	X	X
South Piedmont CC	Brown Creek Correctional Institution	X	X	X
South Piedmont CC	Lanesboro Correctional Institution	X	X	
South Piedmont CC	Union Correctional Center (Closed 10/09)		X	
Southeastern CC	Columbus Correctional Institution	X	X	X
Southeastern CC	Tabor Correctional Institution	X	X	X
Stanly CC	Albemarle Correctional Institution	X	X	X
Surry CC	Forsyth Correctional Ctr. (Dobson Ed Center)	X	X	
Vance-Granville CC	Franklin Correctional Center	X		
Vance-Granville CC	Polk Correctional Institution	X	X	
Vance-Granville CC	Umstead Correctional Center (Closed 11/09)	X		
Vance-Granville CC	Warren Correctional Institution	X	X	X
Wake Technical CC	Central Prison	X	X	
Wake Technical CC	N.C. Correct. Inst. for Women	X	X	X
Wake Technical CC	Raleigh Correctional Center for Women	X	X	
Wake Technical CC	Wake Correctional Center	X	X	
Wayne CC	DOC/DART Cherry	X	X	
Wayne CC	Neuse Correctional Institution	X	X	
Wayne CC	Wayne Correctional Center	X	X	
Western Piedmont CC	Foothills Correctional Institution	X	X	X
Western Piedmont CC	Western Youth Institution	X	X	
Wilkes CC	Wilkes Correctional Center	X	X	

## Attachment E – Programming by College and Facility

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### Federal Prisons

Colleges (3 Total)	Facilities (2 Total)	Offered Basic Skills (BSP)	Offered Continuing Ed (CE)	Offered Curriculum (CU)
Coastal Carolina CC	Brig Camp Lejeune	X	X	
Durham TCC	Federal - Butner Complex (5 Education Sites)		X	
Vance-Granville CC	Federal - Butner Complex (5 Education Sites)	X	X	X

### Local Jails

Colleges (7 Total)	Facilities (2 Total)	Offered Basic Skills	Offered Continuing Ed	Offered Curriculum
College of the Albemarle	Dare County Detention Center	X		
Forsyth TCC	Forsyth Co Detention Center	X	X	
Gaston College	Gaston County Jail	X		
Guilford TCC	Guilford County Local Jail	X		
Fayetteville TCC	Local County Jail	X		
Robeson CC	Robeson County Jail	X		
Sampson CC	Sampson County Detention Center	X	X	

## Attachment F – NCCCS Data Tables

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**Table F-1**  
**2008-2009 Prison Education – Percentage of College FTE – Statewide**

<b>Programs</b>	<b>Prison Education FTE</b>	<b>Total NCCCS FTE</b>	<b>Prison Education % of Total NCCCS FTE</b>
<b>Curriculum</b>	2,433	170,328	1.43%
<b>Continuing Education</b>	2,761	26,645	10.36%
<b>Basic Skills</b>	2,440	19,522	12.50%
<b>Totals:</b>	7,634	216,495	

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

**Table F-2**  
**2008-2009 Prison Education – Percentage of College FTE – By College**

<b>College</b>	<b>Curriculum</b>		
	Prison Education FTE	Total NCCCS FTE	Prison Education % of Total NCCCS FTE
Asheville-Buncombe TCC	19.12	5,129	0.37%
Beaufort County CC	60.92	1,445	4.22%
Bladen CC	8.66	1,256	0.69%
Cape Fear CC	64.04	6,559	0.98%
Catawba Valley CC	73.36	3,837	1.91%
Central Carolina CC	23.29	3,708	0.63%
Cleveland CC	112.69	2,809	4.01%
College of the Albemarle	25.23	1,904	1.33%
Halifax CC	126.3	1,277	9.89%
James Sprunt CC	95.87	1,044	9.18%
Johnston CC	248.5	3,531	7.04%
Lenoir CC	80.11	2,477	3.23%
Martin CC	25.23	526	4.80%
Mayland CC	305.52	1,250	24.43%
McDowell TCC	67.18	1,090	6.16%
Montgomery CC	66.04	745	8.86%
Nash CC	22.6	2,054	1.10%
Pamlico CC	63.19	407	15.52%
Piedmont CC	351.77	2,281	15.42%
Richmond CC	19.96	1,344	1.48%
Robeson CC	66.25	2,114	3.13%
Sampson CC	21.44	1,147	1.87%
Southeastern CC	78.11	1,874	4.17%
South Piedmont CC	57.55	1,635	3.52%
Stanly CC	7.51	2,098	0.36%
Vance-Granville CC	282.63	3,389	8.34%
Wake TCC	11.26	10,461	0.11%
Western Piedmont CC	48.72	2,400	2.03%

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

## Attachment F – NCCCS Data Tables

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**Table F-3**  
**2008-2009 Prison Education – Percentage of College FTE – By College**

College	Basic Skills			Continuing Education		
	Prison Education FTE	Total NCCCS FTE	Prison Education % of Total NCCCS FTE	Prison Education FTE	Total NCCCS FTE	Prison Education % of Total NCCCS FTE
Asheville-Buncombe TCC	35.02	425.15	8.24%	34.77	746.27	4.66%
Beaufort County CC	45.19	226.59	19.94%	5.4	205.2	2.63%
Bladen CC	3.67	86.14	4.26%	0.53	168.13	0.32%
Blue Ridge CC	---	---	---	0.1	485.82	0.02%
Caldwell CC and TI	19.58	394.1	4.97%	---	---	---
Cape Fear CC	88.14	449.06	19.63%	94.27	700.29	13.46%
Carteret CC	5.03	123.36	4.08%	22.26	325.72	6.84%
Catawba Valley CC	45.18	347.02	13.02%	56.17	436.32	12.87%
Central Carolina CC	176.17	939.61	18.75%	11.66	655.38	1.78%
Central Piedmont CC	46.49	1,154.33	4.03%	31.2	769.94	4.05%
Coastal Carolina CC	5.52	251.34	2.19%	18.87	767.33	2.46%
College of the Albemarle	63.23	258.13	24.50%	4.22	242.11	1.74%
Craven CC	1.79	158.78	1.12%	67.27	358.6	18.76%
Davidson County CC	46.84	512.73	9.14%	21.28	594.73	3.58%
Durham TCC	6.64	440.44	1.51%	74.26	854.15	8.69%
Edgecombe CC	---	---	---	131.73	310.63	42.41%
Fayetteville TCC	24.84	1,125.34	2.21%	---	---	---
Forsyth TCC	0.98	538.7	0.18%	0.6	720.09	0.08%
Gaston College	40.44	312.85	12.93%	40.82	371.75	10.98%
Guilford TCC	11.1	885.01	1.25%	---	---	---
Halifax CC	29.47	101.69	28.98%	3.63	239.91	1.51%
Haywood CC	1.64	68.43	2.39%	---	---	---
Isothermal CC	---	---	---	0.2	239.91	0.08%
James Sprunt CC	31.7	97.96	32.36%	---	---	---
Johnston CC	62.17	314.25	19.78%	---	---	---
Lenoir CC	113.37	412.52	27.48%	83.19	695.87	11.95%
Martin CC	30.18	184.78	16.33%	23.16	132.27	17.51%
Mayland CC	189.01	322.13	58.68%	153.53	356.32	43.09%
McDowell TCC	26	168.59	15.42%	---	---	---
Montgomery CC	12.48	86.75	14.38%	27.39	161.95	16.91%
Nash CC	34.81	172.48	20.18%	24.81	356.13	6.97%
Pamlico CC	67.52	89.15	75.74%	74.69	120.61	61.93%
Piedmont CC	---	---	---	98.39	285.09	34.51%
Randolph CC	26.11	339.7	7.69%	0.49	350.12	0.14%
Richmond CC	167.48	511.36	32.75%	162.55	269.61	60.29%
Roanoke Chowan CC	41.49	102.74	40.39%	---	---	---
Robeson CC	233.99	977.84	23.93%	160.84	613.75	26.21%
Rowan-Cabarrus CC	39.1	292.17	13.38%	96.75	818.54	11.82%
Sampson CC	36.01	371.1	9.70%	101.5	364.49	27.85%
Sandhills CC	31.28	337.21	9.28%	55.49	338.4	16.40%
Southeastern CC	110.22	238.4	46.23%	113.27	439.98	25.74%
South Piedmont CC	67.62	272.89	24.78%	204.3	468.28	43.63%
Stanly CC	27.76	174.04	15.95%	26.18	399	6.56%
Surry CC	12.93	243.75	5.30%	39.9	483.11	8.26%
Tri-County CC	0.26	50.61	0.52%	---	---	---
Vance-Granville CC	161.48	412.71	39.13%	129.89	718.43	18.08%
Wake TCC	104.52	1,126.37	9.28%	258.62	1,579.77	16.37%
Wayne CC	19.78	381.62	5.18%	168.07	563.02	29.85%
Western Piedmont CC	71.01	448.35	15.84%	116.5	411.18	28.33%
Wilkes CC	24.27	232.1	10.46%	22.63	497.5	4.55%

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

## Attachment F – NCCCS Data Tables

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**Table F-4**  
**Estimated Cost of Prison Education FTE – Statewide**

Programs	Class Enrollments	Total Contact Hours	FTE	Cost Per FTE	Total Cost
<b>I. Curriculum FTE, Prisons</b>	17,531	1,245,731	2,433	\$ 4,917.35	\$ 11,964,124.98
<b>II. Con Ed FTE, Prisons</b>	33,716	1,899,851	2,761	\$ 4,255.64	\$ 11,751,406.84
<b>III. Basic Skills FTE, Prisons</b>	21,377	1,678,387	2,440	\$ 5,014.74	\$ 12,233,483.30
<b>Total</b>	72,624	4,823,969	7,634		\$ 35,949,015.12

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

**Table F-5**  
**Estimated Cost of Prison Education FTE – Curriculum**  
 (Based on RY 2008-09)

College Name	Class Enrollments (Duplicated)	Total Contact Hours	FTE	Cost Per FTE	Total Cost
Asheville-Buncombe TCC	118	9,789	19	\$ 4,917.35	\$ 94,014
Beaufort County CC	436	31,194	61	\$ 4,917.35	\$ 299,589
Bladen CC	36	4,432	9	\$ 4,917.35	\$ 42,566
Cape Fear CC	326	32,791	64	\$ 4,917.35	\$ 314,928
Catawba Valley CC	150	37,560	73	\$ 4,917.35	\$ 360,733
Central Carolina CC	136	11,926	23	\$ 4,917.35	\$ 114,539
Cleveland CC	575	57,697	113	\$ 4,917.35	\$ 554,129
College of the Albemarle	221	12,918	25	\$ 4,917.35	\$ 124,066
Halifax CC	646	64,664	126	\$ 4,917.35	\$ 621,040
James Sprunt CC	875	49,084	96	\$ 4,917.35	\$ 471,407
Johnston CC	1,507	127,231	248	\$ 4,917.35	\$ 1,221,947
Lenoir CC	717	41,016	80	\$ 4,917.35	\$ 393,921
Martin CC	216	12,919	25	\$ 4,917.35	\$ 124,073
Mayland CC	1,977	156,425	306	\$ 4,917.35	\$ 1,502,324
McDowell TCC	562	34,395	67	\$ 4,917.35	\$ 330,331
Montgomery CC	826	33,814	66	\$ 4,917.35	\$ 324,750
Nash CC	177	11,573	23	\$ 4,917.35	\$ 111,147
Pamlico CC	362	32,356	63	\$ 4,917.35	\$ 310,749
Piedmont CC	2,993	180,108	352	\$ 4,917.35	\$ 1,729,779
Richmond CC	136	10,217	20	\$ 4,917.35	\$ 98,126
Robeson CC	314	33,919	66	\$ 4,917.35	\$ 325,764
Sampson CC	162	10,975	21	\$ 4,917.35	\$ 105,405
Southeastern CC	242	39,994	78	\$ 4,917.35	\$ 384,109
South Piedmont CC	455	29,467	58	\$ 4,917.35	\$ 283,004
Stanly CC	71	3,847	8	\$ 4,917.35	\$ 36,946
Vance-Granville CC	2,723	144,711	283	\$ 4,917.35	\$ 1,389,811
Wake TCC	84	5,763	11	\$ 4,917.35	\$ 55,348
Western Piedmont CC	488	24,946	49	\$ 4,917.35	\$ 239,580
<b>Total</b>	<b>17,531</b>	<b>1,245,731</b>	<b>2,433</b>		<b>11,964,125</b>

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

## Attachment F – NCCCS Data Tables

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**Table F-6**  
**Estimated Cost of Prison Education FTE – Continuing Education**  
 (Based on RY 2008-09)

College Name	Class Enrollments (Duplicated)	Total Contact Hours	FTE	Cost Per FTE	Total Cost
Asheville-Buncombe TCC	316	23,923	35	\$ 4,255.64	\$ 147,971
Beaufort County CC	86	3,714	5	\$ 4,255.64	\$ 22,972
Bladen CC	11	366	1	\$ 4,255.64	\$ 2,264
Blue Ridge CC	11	66	0	\$ 4,255.64	\$ 408
Cape Fear CC	622	64,860	94	\$ 4,255.64	\$ 401,186
Carteret CC	133	15,318	22	\$ 4,255.64	\$ 94,749
Catawba Valley CC	378	38,646	56	\$ 4,255.64	\$ 239,042
Central Carolina CC	139	8,024	12	\$ 4,255.64	\$ 49,631
Central Piedmont CC	272	21,465	31	\$ 4,255.64	\$ 132,772
Coastal Carolina CC	317	12,984	19	\$ 4,255.64	\$ 80,307
College of the Albemarle	25	2,904	4	\$ 4,255.64	\$ 17,962
Craven CC	4,184	46,281	67	\$ 4,255.64	\$ 286,271
Davidson County CC	48	14,638	21	\$ 4,255.64	\$ 90,543
Durham TCC	1,462	51,094	74	\$ 4,255.64	\$ 316,040
Edgecombe CC	1,876	90,633	132	\$ 4,255.64	\$ 560,607
Forsyth TCC	31	410	1	\$ 4,255.64	\$ 2,536
Gaston College	633	28,084	41	\$ 4,255.64	\$ 173,708
Halifax CC	215	2,495	4	\$ 4,255.64	\$ 15,432
Isothermal CC	10	140	0	\$ 4,255.64	\$ 866
Lenoir CC	971	57,234	83	\$ 4,255.64	\$ 354,013
Martin CC	163	15,932	23	\$ 4,255.64	\$ 98,546
Mayland CC	1,621	105,627	154	\$ 4,255.64	\$ 653,348
Montgomery CC	410	18,842	27	\$ 4,255.64	\$ 116,545
Nash CC	76	17,070	25	\$ 4,255.64	\$ 105,585
Pamlico CC	786	51,391	75	\$ 4,255.64	\$ 317,870
Piedmont CC	684	67,694	98	\$ 4,255.64	\$ 418,721
Randolph CC	12	336	0	\$ 4,255.64	\$ 2,078
Richmond CC	874	111,833	163	\$ 4,255.64	\$ 691,741
Robeson CC	735	110,660	161	\$ 4,255.64	\$ 684,484
Rowan-Cabarrus CC	246	66,565	97	\$ 4,255.64	\$ 411,737
Sampson CC	1,487	69,835	102	\$ 4,255.64	\$ 431,965
Sandhills CC	204	38,174	55	\$ 4,255.64	\$ 236,125
Southeastern CC	1,035	77,932	113	\$ 4,255.64	\$ 482,045
South Piedmont CC	1,533	140,558	204	\$ 4,255.64	\$ 869,414
Stanly CC	436	18,014	26	\$ 4,255.64	\$ 111,422
Surry CC	310	27,454	40	\$ 4,255.64	\$ 169,814
Vance-Granville CC	1,992	89,365	130	\$ 4,255.64	\$ 552,751
Wake TCC	5,428	177,935	259	\$ 4,255.64	\$ 1,100,608
Wayne CC	2,168	115,636	168	\$ 4,255.64	\$ 715,265
Western Piedmont CC	1,502	80,152	116	\$ 4,255.64	\$ 495,778
Wilkes CC	274	15,567	23	\$ 4,255.64	\$ 96,288
<b>Total</b>	<b>33,716</b>	<b>1,899,851</b>	<b>2,761</b>		<b>\$ 11,751,407</b>

Reference: NCCCS Date Warehouse Report s: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

## Attachment F – NCCCS Data Tables

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**Table F-7**  
**Estimated Cost of Prison FTE— Basic Skills**  
 (Based on RY 2008-09)

College Name	Class Enrollments (Duplicated)	Total Contact Hours	FTE	Cost Per FTE	Total Cost
Asheville-Buncombe TCC	449	24,092	35	\$ 5,014.74	\$ 175,600
Beaufort County CC	272	31,088	45	\$ 5,014.74	\$ 226,595
Bladen CC	85	2,524	4	\$ 5,014.74	\$ 18,397
Caldwell CC and TI	93	13,470	20	\$ 5,014.74	\$ 98,181
Cape Fear CC	480	60,641	88	\$ 5,014.74	\$ 442,002
Carteret CC	33	3,462	5	\$ 5,014.74	\$ 25,234
Catawba Valley CC	613	31,082	45	\$ 5,014.74	\$ 226,551
Central Carolina CC	3,357	121,207	176	\$ 5,014.74	\$ 883,461
Central Piedmont CC	825	31,985	46	\$ 5,014.74	\$ 233,133
Coastal Carolina CC	101	3,795	6	\$ 5,014.74	\$ 27,661
College of the Albemarle	627	43,503	63	\$ 5,014.74	\$ 317,085
Craven CC	29	1,229	2	\$ 5,014.74	\$ 8,957
Davidson County CC	383	32,228	47	\$ 5,014.74	\$ 234,905
Durham TCC	165	4,570	7	\$ 5,014.74	\$ 33,310
Fayetteville TCC	174	17,087	25	\$ 5,014.74	\$ 124,545
Forsyth TCC	25	672	1	\$ 5,014.74	\$ 4,898
Gaston College	277	27,824	40	\$ 5,014.74	\$ 202,803
Guilford TCC	170	7,637	11	\$ 5,014.74	\$ 55,664
Halifax CC	181	20,273	29	\$ 5,014.74	\$ 147,766
Haywood CC	90	1,126	2	\$ 5,014.74	\$ 8,207
James Sprunt CC	113	21,809	32	\$ 5,014.74	\$ 158,962
Johnston CC	171	42,771	62	\$ 5,014.74	\$ 311,751
Lenoir CC	1,017	77,998	113	\$ 5,014.74	\$ 568,514
Martin CC	248	20,766	30	\$ 5,014.74	\$ 151,359
Mayland CC	883	130,041	189	\$ 5,014.74	\$ 947,851
McDowell TCC	133	17,887	26	\$ 5,014.74	\$ 130,376
Montgomery CC	63	8,583	12	\$ 5,014.74	\$ 62,560
Nash CC	201	23,947	35	\$ 5,014.74	\$ 174,546
Pamlico CC	218	46,453	68	\$ 5,014.74	\$ 338,589
Randolph CC	85	17,966	26	\$ 5,014.74	\$ 130,951
Richmond CC	1,025	115,225	167	\$ 5,014.74	\$ 839,858
Roanoke Chowan CC	134	28,547	41	\$ 5,014.74	\$ 208,075
Robeson CC	765	160,986	234	\$ 5,014.74	\$ 1,173,403
Rowan-Cabarrus CC	790	26,902	39	\$ 5,014.74	\$ 196,082
Sampson CC	170	24,778	36	\$ 5,014.74	\$ 180,603
Sandhills CC	360	21,524	31	\$ 5,014.74	\$ 156,885
Southeastern CC	580	75,828	110	\$ 5,014.74	\$ 552,700
South Piedmont CC	308	46,526	68	\$ 5,014.74	\$ 339,120
Stanly CC	428	19,100	28	\$ 5,014.74	\$ 139,216
Surry CC	63	8,894	13	\$ 5,014.74	\$ 64,827
Tri-County CC	9	182	0	\$ 5,014.74	\$ 1,326
Vance-Granville CC	1,319	111,100	161	\$ 5,014.74	\$ 809,789
Wake TCC	980	71,911	105	\$ 5,014.74	\$ 524,148
Wayne CC	114	13,612	20	\$ 5,014.74	\$ 99,215
Western Piedmont CC	2,627	48,856	71	\$ 5,014.74	\$ 356,103
Wilkes CC	144	16,700	24	\$ 5,014.74	\$ 121,723
<b>Total</b>	<b>21,377</b>	<b>1,678,387</b>	<b>2,440</b>		<b>\$ 12,233,483</b>

Reference: NCCCS Date Warehouse Reports: CC220ANN, CE220ANN, ANNTBL29, ANNTBL31, ANNTBLE33

## Attachment G – Inmate Success Stories

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### **Piedmont Community College - Orange Correctional Center**

Program: Curriculum Foodservice Technology

“James” was enrolled in the Food Service Technology Program offered by Piedmont Community College at Orange Correctional Center. He had a grade-point average of 99 and worked as an office assistant to the instructor. Through the work release program, he became employed at a local hotel chain. After completing his sentence, he continued his education at an NC community college culinary program, where he not only earned his Associate in Applied Science (AAS) degree, but he also received the “Outstanding Student Excellence Award.” He was a member of the college’s culinary competition team and continued working at a four-star hotel where he discovered his love for baking.

He put this passion to use by opening his own upscale bakery that also catered for local restaurants and weddings. He then opened a specialty sandwich shop and also caters box lunches to businesses. James’ introduction to the world of food service through Piedmont Community College opened the door for him to find a successful career, where he continues to be gainfully employed today.

### **Wake Technical Community College – Raleigh Correctional Center for Women**

Programs: JobStart/HRD

In the early 1990’s, “Pamela” was a college graduate working as a high school science teacher when her circumstances changed. After some difficulties in her personal life, she became involved with drugs and crime. She spent time in rehab and was incarcerated four times over eight years.

“It was a humbling experience,” she recalls, “but I finally made the decision to get it together.” She participated in the JobStart/HRD program offered by Wake Technical Community College at Raleigh Correctional Center for Women. The program taught her about setting goals and taking responsibility for her life and helped prepare her for the transition back into society.

Pamela discovered a calling to help others in similar situations and decided to continue her education at Wake Tech after release. She earned an Associate in Applied Science degree in Human Services Technology and now has a full-time position with a county agency where she teaches and counsels troubled youth. Pamela also teaches parenting classes at night and volunteers at the NC Department of Correction, assisting young people in transition.

“The tools I learned in Wake Tech’s JobStart program helped me then, and they’re still helping me today,” she says. “I’ve been out for five years, and I’m determined I’ll never go back.”

## Attachment G – Inmate Success Stories

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### **Davidson County Community College – Davidson Correctional Center**

Program: Curriculum Horticulture

“Frank” is extremely positive and energetic in his approach to life and work these days. Four years ago, he started mowing lawns for a living, and the enterprise turned into a successful business that continues to grow and prosper. It started when he took a six-month horticulture program from Davidson County Community College provided at Davidson Correctional Center. Frank is ambitious, hard working and committed to his customers who tell him they appreciate his work ethic and professionalism. Regularly, he seals the deal on additional business and residential year-round contracts. He also employs between 8 and 12 people in the summer, purchasing more equipment with his profits.

Frank participated in the horticulture program while serving three years in prison for drug trafficking. He credits his educational opportunity behind bars for turning his life around. Despite having no green thumb prior to the course, he said he blossomed by learning how to care for plants, shrubs, and lawns. “I helped build a greenhouse and worked with tropical plants, learning about stem cuttings and how to propagate them. We also learned how to estimate jobs and the true cost of labor.” After completing the course, Frank earned the privilege of work release. He worked at a factory during the day and returned to the prison in the evenings. He had Friday afternoons off, so he purchased a used push mower and weed eater and began mowing yards as the first step in starting a lawn service in preparation of release.

Frank says the classes and his instructor were the catalysts for the start of a productive life of work rather than of crime. “I knew that when I got out into the real world, there would be a high demand for service jobs. My options were limited then (when I entered prison), but I was in a prime environment in which to learn. There are no distractions in prison. I knew that as long as I focused on cleaning up my body, my mind and my spirit, that I would be fine.”

### **Central Carolina Community College – Harnett Correctional Institution**

Program: Welding

“Robert” was excited about getting into Central Carolina Community College’s educational programs at Harnett Correctional Institution. He enrolled in the Welding Technology diploma program and graduated in two semesters. In the program, he developed both welding skills and the ability to work with others.

These skills opened an opportunity for him to be sent to DOC’s Brown Creek facility, where he worked in the metal fabrication plant run by Correction Enterprises. Robert achieved a major goal when he received his journeyman welder’s card from the N.C. Department of Labor. He has now been released from prison and is making a new life for himself through his job in a welding shop.

## Attachment G – Inmate Success Stories

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### **South Piedmont Community College – Anson Correctional Center**

Programs: Curriculum Masonry

"Andre" has a message for the inmates at Anson Correctional Center. "There's a lot of work out here," he said. "If they apply themselves, they can succeed with what they learn at South Piedmont."

It wasn't that long ago that Andre, 33, was an inmate himself. Masonry classes taught by South Piedmont Community College helped lay the foundation for him to have a career after prison. He was released in June of 2008 after being imprisoned for 11 years on a murder charge. Because of the nature of his charge, prospective employers shied away. But a construction firm in Fayetteville gave him a chance. Andre said the CEO was impressed that he didn't lie on his application by saying he had skills that he did not, and he was impressed with his knowledge of masonry. His employer does a lot of work with a large trucking company, and Andre just helped refurbish a large terminal in Chicago. He is the company's only brick mason, which he says gives him some job security. And he has already received a raise. "That class was a blessing," he says. "They (inmates) really, really need to get those lessons down, because it will take them somewhere."

### **Cape Fear Community College – New Hanover Correctional Center**

Program: Curriculum Electrical Wiring Certificate

In December of 2002, "Marcus" had been transferred to New Hanover Correctional Center in Wilmington from Harnett Correctional Institute in Lillington. He had already received an Associate in Applied Science Degree in Business from Central Carolina Community College while in prison at Harnett. While at New Hanover Correctional Center, he completed a certificate in electrical wiring from CFCC and then decided to pursue a full AAS degree in accounting while on work release at CFCC in 2005.

Upon his release from prison in 2006, Marcus enrolled at CFCC and earned both an Associate in General Education and an Associate in Arts degree. He decided to continue his education and was accepted into East Carolina University and UNC-Chapel Hill, but he ultimately enrolled at Campbell University where he received a full academic scholarship. He plans to graduate in May 2010 with a bachelor's degree in accounting and a minor in financial planning. His goal is to sit for the CPA exam and then attend graduate school.

Marcus gives credit to the opportunities available to him during his time in prison to his life's new direction. He emphasized that the program helped get him motivated and stay engaged. "For me, it created confidence and improved my self-esteem. The more I learned, the more I found out I didn't know. That made me want to continue."

## Attachment H – Bibliography

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