

WINDHAM SCHOOL DISTRICT

Schools in the Texas Department of Criminal Justice



Sunset Self-Evaluation Report 2011

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Windham School District Self-Evaluation Report

I. Agency Contact Information

A. Please fill in the following chart.

Windham School District Exhibit 1: Agency Contacts				
	Name	Address	Telephone & Fax Numbers	E-mail Address
Agency Head	Debbie Roberts	Windham School District P. O. Box 40 Huntsville, TX 77342-0040	(936) 291-5303 (936) 436-4031	debbie.roberts@wsdtx.org
Agency's Sunset Liaison	Debbie Roberts	Windham School District P. O. Box 40 Huntsville, TX 77342-0040	(936) 291-5303 (936) 436-4031	debbie.roberts@wsdtx.org

II. Key Functions and Performance

A. Provide an overview of your agency's mission, objectives, and key functions.

Mission: The Windham School District (WSD) will provide appropriate educational programming and services to meet the needs of the eligible offender population in the Texas Department of Criminal Justice (TDCJ) and reduce recidivism by assisting offenders in becoming responsible, productive members of their communities.

Statutory Goals:

- (1) reduce recidivism;
- (2) reduce the cost of confinement or imprisonment;
- (3) increase the success of former inmates in obtaining and maintaining employment; and
- (4) provide an incentive to inmates to behave in positive ways during confinement or imprisonment. (TEC, §19.003)

Statutory Powers and Duties:

The district may establish and operate schools at the various facilities of the Texas Department of Criminal Justice. (TEC, §19.002)

The district shall:

- (1) develop educational and vocational training programs specifically designed for persons eligible under Section 19.005, and
- (2) coordinate educational programs and services in the department with those provided by other state agencies, by political subdivisions, and by persons who provide programs and services under contract. (TEC, §19.004)

B. Do your key functions continue to serve a clear and ongoing objective? Explain why each of these functions is still needed. What harm would come from no longer performing these functions?

The key functions continue to serve the following ongoing objectives:

1. reduce recidivism;
2. reduce the cost of confinement or imprisonment;
3. increase the success of former inmates in obtaining and maintaining employment; and
4. provide an incentive to inmates to behave in positive ways during confinement or imprisonment.

The functions are still needed for the following reasons:

- Thousands of offenders in TDCJ lack the educational background and basic skills necessary to obtain employment upon release or participate in advanced educational programs. The typical WSD student:
 - dropped out of school in the 9th or 10th grade,
 - functions at the 5th or 6th grade level,
 - has an IQ of 86,
 - has a history of academic failure,
 - has a defensive and/or negative attitude,
 - has low self-esteem,
 - has little confidence in self to find employment,
 - has limited ability to visualize a productive future,
 - has difficulty with relationships,
 - has difficulty controlling anger, and
 - exhibits impulsive behavior.
- Windham School District serves as a dropout recovery program for thousands of offenders who never completed high school. Offenders as young as 14 years of age may be incarcerated in TDCJ facilities. According to the TDCJ Statistical Report for 2010, nearly 2,800 offenders were under the age of 20 – still eligible for public school. Additionally, more than 44,000 offenders were between the ages of 20 and 29. Most of these offenders lack a high school diploma, have no significant work history, and lack the skills and credentials necessary to compete successfully for jobs. Many lack even the most basic academic skills, not to mention the higher order thinking, reasoning, and problem-solving skills that are typically required in today's workplace.
- In 2010, WSD provided educational services to 326 offenders who were seventeen years of age or younger, and an additional 5,964 offenders throughout the system who were public school age.
- Education programs serve as a prison management tool. Participation in education programs is tied directly to an offender's classification status and serves as a behavioral incentive. Additionally, offenders who are actively engaged in productive activities are far less likely to create a disturbance than those who are idle. There is also a cost savings in terms of security operations. Education employees supervise thousands of offenders in classrooms every day.

- Education is linked to a reduction in recidivism. Studies indicate that offenders with the highest education are more likely upon release to obtain employment, earn higher wages and have lower recidivism. Prison education can help lower some natural barriers to positive community reintegration by strengthening the intellectual, cognitive and life skills possessed by inmates. The higher the educational level of inmates at release, the better prepared they are for community re-entry and for employment. (Tony Fabelo, Ph.D., *The Impact of Prison Education on Community Reintegration of Inmates: The Texas Case*, Journal of Correctional Education, Volume 53, Issue 3, September 2002)
- A study funded by the U.S. Department of Education found that participation in state correctional education programs lowered the likelihood of reincarceration by 29 percent. Similar results have also been found in other studies, including a Federal Bureau of Prisons study that showed a 33 percent drop in recidivism among federal inmates who were enrolled in vocational and apprenticeship training. (National Institute for Literacy, *State Correctional Education Programs, State Policy Update*, March 2002)
- In 2000, the Texas Criminal Justice Policy Council evaluated the educational achievement of offenders in prison and the relationship of educational achievement on post-release employment and recidivism. The following excerpts are highlights from the reports:
 - In general, inmates with higher levels of education tend to have lower recidivism rates.
 - Prison education has a positive impact in reducing recidivism for those inmates who improve their educational level.
 - Inmates with a 9th grade education or higher had a 37 percent lower recidivism rate than those with a 4th grade education or lower.
 - High-risk offenders who learned to read had a 37 percent lower recidivism rate than high-risk offenders who did not learn to read.
 - Educational achievement (moving levels or GED attainment) was associated with 11 percent lower recidivism than non-achievement.
 - In general, those releasees who earned a GED in prison had lower recidivism rates than those who did not complete one.
 - The higher the education level of releasees, the greater their job prospects and earnings potential.
 - Releasees who were employed had a 17 percent lower recidivism rate than those who were not employed.
 - Releasees who earned \$10,000 or more during their first year of release had lower recidivism rates than releasees who earned less than \$10,000, regardless of age and offense.
 - Compared to inmates who earned only a GED, inmates who earned a GED and a vocational certificate had a higher average yearly wage and were even more likely to be employed in the year after release.
 - The findings suggest that present inmate educational policies have a positive impact on recidivism.
- In an August 1990 performance audit of Windham School District by the State Auditor's Office, it was reported that for every one percent reduction in recidivism, the state would avoid incarceration costs of over \$6 million. [This was based on an average cost of over \$22,000 per stay in 1990 and an estimate of at least 300 fewer offenders returning to prison. In FY10, the average cost per day was \$50.79 with an average length of stay of 4.3 years. This would equate to over \$79,000 per stay. Based on the 2011 LBB Recidivism and Revocation report, one percent of the FY07 Prison Release Cohort would be 410

offenders. Every one percent reduction in recidivism for these releases would avoid incarceration costs of \$7,600,723 annually.]

With respect to the harm that would come from no longer performing the functions, it is anticipated that all four statutory goals would be negatively impacted. The recidivism rate would likely increase; the cost of confinement or imprisonment would likely increase; released offenders would be less likely to obtain and maintain employment; and offenders would be less likely to behave in positive ways during confinement or imprisonment.

C. What evidence can your agency provide to show your overall effectiveness and efficiency in meeting your objectives?

**Windham School District
Annual Performance Report
2009-2010
Participation Summary**

General Participation Information

- Approximately 77,500 offenders received Windham School District educational services (K-12) in School Year (SY) 2010.
- Approximately 9,000 offenders participated in some type of post-secondary educational programs in SY 2010.
- Approximately 20 percent of the on-hand offenders incarcerated in state-operated TDCJ facilities participate in some type of Windham School District educational program on a typical instructional day.
- The average yearly educational growth is approximately 1.2 years per student in an average of 291 instructional hours. Literacy classes are 3 hours per day.
- The GED test was administered to 6,328 eligible students during SY 2010. Of those, 5,287 passed the test and earned GEDs.

Programming Information Pertaining to Releasees

- Approximately 70.3 percent of offenders released in SY 2010 participated in at least one educational program during their incarceration history.
- Approximately 17.4 percent (12,364) of offenders released in SY 2010 attained a GED while incarcerated in TDCJ and 20.4 percent of those 12,364 offenders also attended college while incarcerated.
- Of the offenders who had at least two educational achievement tests, approximately 70.5 percent of those who participated in any Windham program demonstrated a gain in educational achievement level or attained a GED.
- With respect to offenders in the 2010 TDCJ release cohort, 3,223 offenders learned to read while incarcerated.
- Based on a study* conducted by the Windham School District and submitted to the Legislative Budget Board, the most recent information indicated:
 - More than 75 percent of the employed releasees who received vocational training while incarcerated earned income in one or more occupations related to their training.

- In general, releasees who received vocational training while incarcerated displayed higher initial employment rates, earned higher wages, and exhibited higher job retention rates than those who did not receive vocational training.
- Vocationally trained ex-offenders less than 25 years of age in the prison and state jail population exhibited overall higher job retention rates than those of the same age group who did not receive vocational training.

*-entire report may be viewed at: <http://www.lbb.state.tx.us>

D. Does your agency's enabling law continue to correctly reflect your mission, objectives, and approach to performing your functions? Have you recommended changes to the Legislature in the past to improve your agency's operations? If so, explain. Were the changes adopted?

The enabling law continues to correctly reflect the mission and objectives of Windham School District as well as the approach to performing the functions.

E. Do any of your agency's functions overlap or duplicate those of another state or federal agency? Explain if, and why, each of your key functions is most appropriately placed within your agency. How do you ensure against duplication with other related agencies?

Our functions do not overlap or duplicate those of another state or federal agency. The provision of education programs is critical to meeting the four legislated goals. Windham School District is a professional education agency, and a recognized correctional education entity.

F. In general, how do other states carry out similar functions?

The following information was obtained from a National Institute for Literacy (NIFL) publication entitled *State Correctional Education Programs, State Policy Update* (March 2002):

- Many state correctional education programs are administered by a central office within the state's Department of Corrections; other states administer correctional education through central offices operating either through the state's Department of Education or independently. Some states contract out their correctional education services. There are pros and cons to each type of governing structure, with each type having a notable effect on the correctional education program in areas such as funding, teacher certification requirements, whether instructors are viewed as correctional officers or simply as instructors, and the acceptance of education in the correctional institution.
- Correctional education programs are also impacted in many states by state-passed mandatory education laws. These laws require inmates who score below a certain grade level on a standardized test (e.g., the Test of Adult Basic Education) to attend correctional education courses while in prison. At least 26 states have instituted mandatory education laws, with most requiring adults who score below the 8th grade level to participate in educational programming for a specified period of time or until they meet a set achievement level. The Federal Bureau of Prisons has also implemented a mandatory education policy, requiring inmates who do not have a high school diploma or a GED to participate in literacy programs for a minimum of 240 hours or until

they obtain their GED. While the 8th grade level continues to be the most common achievement level states use, more and more states are moving to the high school diploma or GED achievement level.

- Enrollment in correctional education is also required in many states if the inmate is under a certain age, as specified by that state's compulsory education law. [Note: WSD may serve students as young as 14 years of age.]
- Like programs that provide adult education to the general population, correctional education programs generally include the following types of courses:
 - Basic literacy skills (reading, writing, calculating, speaking, listening, and problem solving)
 - General Educational Development (GED)
 - Post Secondary
 - Special Education
 - English as a Second Language (ESL)
 - Life Skills
 - Vocational
- How correctional education is structured and offered in each state may differ, but the underlying rationale and benefits of correctional education are the same nationwide. As recidivism studies illustrate, correctional education lowers the likelihood of reincarceration and, in turn, protects the public from future crimes, as well as additional fiscal and social costs.

G. What key obstacles impair your agency's ability to achieve its objectives?

- Significant fluctuations in funding impair Windham School District's ability to achieve its objectives.
- Restrictions related to certification or licensing present employment barriers for offenders.
- The majority of prison and state jail facilities were designed and built with an established number of classrooms and vocational shops dedicated for education. At some facilities, WSD has expanded into selective areas outside of the Education Department; however, in general, other areas of prison facilities (for example, day room areas located next to housing areas) do not provide a quiet environment conducive to learning. Many facilities were built without vocational shops. Unlike public schools, even if WSD had the resources, it would not have the discretion to add classrooms or portable buildings inside a prison compound.
- Operating a school district the geographical size of the state of Texas presents logistical issues; logistical issues also arise with respect to the transfer of offenders to certain facilities for access to specific educational programs.
- Building schedules, lockdowns, and emergency situations such as hurricanes affect instructional time.
- Correctional officer shortages may impact WSD.
- Sentence length, particularly with respect to State Jail confinees, affects educational program completions.
- Restrictions placed on offender access to the Internet affects educational service delivery options.

H. Discuss any changes that could impact your agency's key functions in the future (e.g., changes in federal law or outstanding court cases).

Changes to the federal *Grants to States for Workplace and Community Transition Training for Incarcerated Individuals* (Incarcerated Individuals Program) grant would significantly reduce funding for college programs.

I. What are your agency’s biggest opportunities for improvement in the future?

Expansion of the Career and Technical Education (vocational) program and completion of a recidivism study would likely present the biggest opportunities for improvement.

J. In the following chart, provide information regarding your agency’s key performance measures included in your appropriations bill pattern, including outcome, input, efficiency, and explanatory measures.

Windham School District Exhibit 2: Key Performance Measures Fiscal Year 2010			
Key Performance Measures	FY 2010 Target	FY 2010 Actual Performance	FY 2010 % of Annual Target
Percent of Incarcerated Students Who Complete the Level in Which They are Enrolled	42%	41.08%	97.81%
Percent of Eligible Windham Inmates Served by a Windham Education Program in Past 5 Years	91%	83.69%	91.97%
Number of Offenders Passing General Education Development (GED) Tests	4,800	5,287	110.15%
Number of Contact Hours Received by Inmates within the Windham School District	16,953,642	16,325,490	96.29%
Average Cost Per Contact Hour in the Windham School District	\$3.78	\$3.91	103.44%

Note: The 91% Target for “Percent of Eligible Windham Inmates Served by a Windham Education Program in Past 5 Years” was increased in the General Appropriations Act from 87% in FY09 although historically the actual percent has been 81% to 88%.

Performance measures are impacted by logistical and security issues.

III. History and Major Events

Provide a timeline of your agency's history and key events, including:

- the date your agency was established;
- the original purpose and responsibilities of your agency;
- major changes in responsibilities or statutory authority;
- changes to your policymaking body's name or composition;
- significant changes in state/federal legislation, mandates, or funding;
- significant state/federal litigation that specifically affects your agency's operations; and
- key changes in your agency's organization (e.g., a major reorganization of the agency's divisions or program areas).

The Windham School District (WSD) was established by the authority of Senate Bill 35, passed into law by the 61st Texas Legislature to be effective for the school year 1968-69 and thereafter. The original purpose/responsibility of the district was to establish and operate schools at the various facilities of the TDCJ. Windham School District was reauthorized in 1995.

The Texas Board of Criminal Justice serves as the Board of Trustees for the Windham School District. The nine-member Board is appointed by the governor to oversee the Texas Department of Criminal Justice (TDCJ), which provides confinement, supervision, rehabilitation, and reintegration of the state's convicted felons. The board members, who are appointed for staggered, six-year terms, are responsible for hiring the executive director of the department and setting rules and policies which guide the agency. As the Board of Trustees for WSD, they are also responsible for providing general oversight and the hiring of the school district's superintendent.

Historical Perspective

1969

61st Texas Legislature passed into law Senate Bill 35 establishing Windham School System. The Department of Corrections was authorized to establish and operate schools at various prison units. The schools were open to all inmates who were not high school graduates. The Board of Corrections appointed Dr. Lane Murray as the superintendent (the first superintendent in a correctional institute and the first female superintendent in a school district in Texas).

1971

HB 279, 62nd Texas Legislature, moved the above statute to Chapter 29 in the Education Code. No substantive changes were made.

1974

Windham School System employed a staff of 198, serving a TDCJ population of 16,833 on 14 units.

1976

Windham was the first corrections education system to receive accreditation from a regional accreditation association (Southern Association of Colleges and Schools [SACS]).

1979

Windham employed a staff of 376, serving a TDCJ population of 26,522 on 17 units.

1988

Windham employed a staff of 569, serving a TDCJ population of 39,525 on 28 units.

1990

Windham committed to the full-scale implementation of Computer-Assisted Instruction.

1992

Windham employed a staff of 871, operated 35 schools and provided educational services for 38,448 students. TDCJ operated 54 units with a population of 60,467. The school system was funded under Article III, item 17 of the General Appropriations Act and a contact hour rate for funding was established.

Mid 1990's

In the mid 1990's, the TDCJ experienced a rapid expansion of its facilities. The legislature increased WSD funding to accommodate the expansion.

1993

The Changing Habits and Achieving New Goals to Empower Success (CHANGES) reintegration/life skills program began as a prerelease program to better prepare offenders for release.

Schools Behind Bars: Windham School System and Other Prison Education Programs, a performance review of the District by the Texas State Comptroller, was published in 1993.

1994

Windham employed a staff of 1,459, operated 46 schools and provided educational services for 44,284 students. TDCJ operated 66 units with a population of 97,276. WSD established regional offices.

1995

Through SB 1, the 74th Texas Legislature moved the statute to Chapter 19, reauthorized the school system, and established the name "Windham School District". Earlier provisions were kept intact and the following provisions were added:

- Established the school started by the Board in 1969 as a "school district, and entity separate and distinct from the Texas Department of Criminal Justice."
- Listed the goals of the district.
- Prohibited the district from imposing a tax.
- Expanded the eligibility requirements for inmates.
- Established the best 180 of 210 day criteria for cost allocation.
- Explicitly stated that district employees are not state employees.
- Established the 220 and 226 workday requirement.
- Required that teachers be certified as in other school districts.
- Authorized participation in the Teachers Retirement System, workers compensation, and Employee's Retirement System benefits.
- Required a strategic plan be filed.
- Required coordination with the Texas Workforce Board, Health and Human Services Commission and others to achieve the goals listed in the statute.

1996

The District implemented the Cognitive Intervention program, a program developed with the National Institute of Corrections (NIC) to assist offenders in adjusting their criminal thinking patterns.

1997

In a five-year period (school years 1992-93 to 1996-97), the number of WSD school campuses doubled from 43 to 86; the number of students served increased to 70,829.

During this same five-year period of time, TDCJ's population increased from 60,467 offenders on 54 units to 148,467 offenders on 113 units. [Note: TDCJ figures are a snapshot taken on December 31 of the respective years. Offender counts include offenders housed on private facilities and contract lease beds. Facility counts include private facilities and contract lease beds.]

1999

The District restructured career & technical education courses for female offenders, adding new programs.

Texas Education Code, §19.005 was amended (effective September 1, 1999) to allow the district, to the extent space is available, to offer programs or services to offenders who are high school graduates.

2000

Texas Criminal Justice Policy Council conducted a study and published a series of four reports: 1) *An Overview of the Windham School District*; 2) *Educational Achievement of Inmates in the Windham School District*; 3) *Impact of Educational Achievement of Inmates in the Windham School District on Post-Release Employment*; and 4) *Impact of Educational Achievement of Inmates in the Windham School District on Recidivism*. A Select Committee on the Windham School District produced a report entitled "*Interim Report to the 77th Texas Legislature*".

2001

Windham introduced Perspectives and Solutions, a cultural diversity/tolerance program designed to assist offenders with adjustment as they enter a correctional environment.

The District implemented the Parenting program.

The Texas Education Agency conducted a Title I Program Monitoring review.

2003

Windham employed a staff of 1,487 (plus 135 Project RIO personnel), operated 88 schools and provided educational services for 83,785 students. TDCJ operated 105 units with a population of 147,719. Windham awarded 4,723 high school equivalency (GED) certificates, 8,646 vocational certificates of completion and 3,307 industry standard certificates.

The TEA conducted a District Effectiveness and Compliance (DEC) visit.

The legislature decreased funding for the District by approximately 19%, which resulted in a reduction-in-force and a substantive organizational restructure, effective September 1, 2003. The legislature also put Windham School District under the Sunset Review process.

The 19% decrease in funding for the FY04 and FY 05 biennium resulted in a significant reduction-in-force, a salary reduction, the restructuring of WSD regions, and reorganization of the WSD central administration. The regional offices were consolidated from five regions to four. The four remaining regions incurred significant reductions in personnel. However, considering the vast geographical distances in the state, the decision was made to maintain a few administrative and support staff

positions in the regional offices in order to handle some critical functions in the most efficient and effective manner.

The greatest percentage of reduction in staff occurred at the administrative level. WSD reduced administrative positions by 36% (54.5 positions out of 153.5), academic teachers by 13.5% (97 positions out of 716), and vocational teachers by 28% (72 positions out of 253). Overall, only 17% (169 positions out of 969) of teacher positions were eliminated compared to 36% for administrative positions.

2004

Windham School District completed a Sunset Self-Evaluation Report. The Texas Education Agency conducted a limited scope review of the Windham School District and presented a report to the Sunset Advisory Commission.

2005

The Sunset review of Windham School District was concluded. Windham incorporated assistive technology for students with visual and hearing impairments.

2006

Windham conducted its initial effectiveness study of Career and Technical Education programming in relation to post-release employment, as required by the Texas Education Code, Chapter 19 and the Texas Labor Code, Chapter 306 (79th Legislature), and submitted the report to the Legislative Budget Board.

2007

The TEA conducted an extensive site and field review of Windham School District as required by Rider 79 Article III of the 2005 General Appropriations Act. This review evaluated the structure, management and operations of the District and the impact of its programs. The report was submitted by the State Commissioner of Education to the Governor, Lieutenant Governor, Speaker of the House, and members of the Texas Legislature.

2008

Windham employed a staff of 1,264 (plus 120 Project RIO personnel), operated 90 schools and provided educational services for 82,449 students. TDCJ operated 112 units with a population of 155,924. Continuing Education served 8,205 offenders through its post-secondary programs. 5,039 offenders received a GED, 509 Associate's degrees were awarded, 56 Bachelor's degrees were awarded, and 15 offenders had a Master's degree conferred.

2009

The legislature approved an increase in funding to the district for expansion of its vocational programs and to cover fees relating to industry certification testing for offenders who complete various vocational programs.

2010

Responsibility for oversight of the Project Re-Integration of Offenders (Project RIO) was transferred from Windham School District to the Texas Department of Criminal Justice.

2011

The legislature approved a 27% decrease in funding for Windham School District which will result in a reduction in force, closure of 8 schools, and a reduction in programming at 19 schools for the 2011-2012 school year. Over the last 8 years, Windham School District has lost 36 percent of total positions and 35 percent of teaching positions.

IV. Policymaking Structure

A. Complete the following chart providing information on your policymaking body members.

Windham School District Exhibit 3: Policymaking Body			
Member Name	Term/ Appointment Dates/ Appointed by ___ (e.g., Governor, Lt. Governor, Speaker)	Qualification (e.g., public member, industry representative)	City
Oliver Bell, Chairman	Term expires 2/2015; appointed to the Board in February 2004 by the Governor	Mr. Bell is the CEO and founder of Oliver J. Bell, Inc. He is a former Army officer and graduate of the U.S. Military Academy at West Point.	Horseshoe Bay
Tom Mechler, Vice-Chairman	Term expires 2/2017; appointed to the Board in November 2005 by the Governor	Mr. Mechler is the president of Covenant Contract Services/Makar Production Company; responsible for locating, acquiring and operating oil and gas properties.	Amarillo
Leopoldo "Leo" Vasquez, Secretary	Term expires 2/2017; appointed to the Board in November 2005 by the Governor	Mr. Vasquez is the executive vice-president of Maximus Coffee Group, LP.	Houston
Eric Gambrell	Term expires 2/2013; appointed to the Board in December 2007 by the Governor	Mr. Gambrell, an attorney, is a trial partner with Akin, Gum, Strauss, Hauer & Feld, L.L.P.	Highland Park
Judge Lawrence "Larry" Gist	Term expires 2/2017; appointed to the Board in March 2011 by the Governor	Judge Gist is a Senior Criminal District Judge in the Jefferson County Drug Impact Court, and a Board Certified Specialist in Criminal Law by the State Bar of Texas Criminal Justice Section.	Beaumont
Carmen Villanueva-Hiles	Term expires 2/2015; appointed to the Board in April 2009 by the Governor	Ms. Hiles is the owner and chief operating officer of A+ Therapy LLC.	Palmhurst
Janice Harris Lord	Term expires 2/2015; appointed to the Board in December 2007 by the Governor	Ms. Lord received her Masters degree in social work and is a licensed therapist.	Arlington
R. Terrell McCombs	Term expires 2/2013; appointed to the Board in December 2007 by the Governor	Mr. McCombs is the vice-president and director of procurement for McCombs Enterprises.	San Antonio
J. David Nelson	Term expires 2/2013; appointed to the Board in April 2008 by the governor	Mr. Nelson is an attorney and a partner in the law firm of Nelson & Nelson.	Lubbock

B. Describe the primary role and responsibilities of your policymaking body.

In accordance with Chapter 19 of the Texas Education Code, Windham School District is governed by Chapter 19 and policies established by the Board, defined in Chapter 19 as the Texas Board of Criminal Justice.

The nine member Texas Board of Criminal Justice (TBCJ) is appointed by the Governor to oversee the Texas Department of Criminal Justice (TDCJ), which provides confinement, supervision, rehabilitation, and reintegration of the state's convicted felons. The board members, who are appointed for staggered, six-year terms, are responsible for hiring the executive director of the department and setting rules and policies which guide the agency. TBCJ members also serve as the Board of Trustees for the Windham School District. In this capacity, they are responsible for providing general oversight and the hiring of the school system's superintendent.

C. How is the chair selected?

The chairman is appointed by the Governor.

D. List any special circumstances or unique features about your policymaking body or its responsibilities.

The Texas Board of Criminal Justice serves a dual role. It oversees the Texas Department of Criminal Justice while also serving as the Board of Trustees for Windham School District (WSD).

E. In general, how often does your policymaking body meet? How many times did it meet in FY 2010? In FY 2011?

The Board attempts to hold regular meetings at least every odd-numbered month of the year, but shall meet at least once each quarter of the calendar year. (§492.006, Texas Government Code)

Special meetings of the Board may be called at other times by the Chairman.

Six meetings were held in FY 2010. Four meetings have been held to date in 2011 and two future meetings are currently scheduled.

F. What type of training do members of your agency's policymaking body receive?

In accordance with Texas Government Code §492.0031, each WSD Board member is required to complete a comprehensive training program including, but not limited to, enabling legislation, programs, rules, budget, open meetings law, public information law, administrative procedure law, conflict of interest laws and applicable ethics policies. In addition, new WSD Board members receive orientation and briefing from the WSD Superintendent and staff.

G. Does your agency have policies that describe the respective roles of the policymaking body and agency staff in running the agency? If so, describe these policies.

WSD Board Policy WBP-02.00 (rev. 4), Windham School District Board of Trustees Responsibilities, outlines the duties and responsibilities of the Windham School District Board of Trustees.

WSD Board Policy WBP-03.00 (rev. 1), Windham School District, establishes that Windham School District shall be administered in accordance with the Texas Education Code, Chapter 19, and the policies and procedures adopted by the Board of Trustees and the WSD Superintendent.

WSD Board Policy WBP-03.01 (rev. 1), Windham School District Superintendent Qualifications, Selection, Evaluation, and Dismissal or Renewal/Nonrenewal of Contract, establishes the procedures for the qualifications, selection, evaluation, dismissal and contract specifications of the Windham School District Superintendent.

WSD Board Policy WBP-03.02 (rev. 3), Windham School District Superintendent Responsibilities and Authority, sets forth the responsibilities and authority of the WSD superintendent. This policy establishes that the Superintendent reports directly to the WSD Board of Trustees and serves as the chief executive officer of the District. The policy states that the authority to administer, organize, manage, and supervise the daily operations of WSD is delegated by the Board to the Superintendent who may, in turn, further delegate this authority to staff as appropriate. The delegation of authority from the Board to the Superintendent includes: the employment, discharge, and nonrenewal or termination of employees as may be necessary; the power to prescribe policies, procedures, and regulations; the authority to structure the organization of the District to improve operations; overseeing the fiscal management of the District; litigation settlement authority to the extent permitted by law; and implementation of personnel policies.

H. What information is regularly presented to your policymaking body to keep them informed of your agency's performance?

The superintendent and division directors regularly present information to the Board regarding district initiatives and performance. For example, in the past year, the Board has been presented with information related to the following topics: district improvement plan, career and technical education (CTE) expansion, school year 2009-2010 accountability results, annual performance report, and budget reports. In addition, the superintendent submits quarterly reports to the Board.

I. How does your policymaking body obtain input from the public regarding issues under the jurisdiction of the agency? How is this input incorporated into the operations of your agency?

Pursuant to Board Rule 300.1, Public Testimony and Comments to the Windham School District Board of Trustees, the opportunity for public comments on non-posted agenda topics that are within the jurisdiction of the Board is provided twice a year at the second and fourth regularly called meetings of the Board.

Correspondence to the Board from the public on significant WSD issues and questions are often referred to the WSD Superintendent and appropriate staff members to investigate, study, and develop an appropriate response.

The Texas Department of Criminal Justice holds a Public Awareness Corrections Today (PACT) conference every other year. Windham School District provides an exhibit table, staffed by employees, so members of the public may access information, ask questions, or express concerns. In addition, presentations are provided on a variety of topics, including WSD educational programs. Following each presentation, the public is generally invited to provide comments or ask questions. Board members are typically in attendance at the conference.

The Texas Department of Criminal Justice periodically schedules meetings with inmate family representatives. Windham School District is a participant in those meetings.

J. If your policymaking body uses subcommittees or advisory committees to carry out its duties, fill in the following chart.

Windham School District Exhibit 4: Subcommittees and Advisory Committees			
Name of Subcommittee or Advisory Committee	Size/Composition/How are members appointed?	Purpose/Duties	Legal Basis for Committee
Education Operations Efficiency and Performance Standards Committee	The chairman appointed the following Board members to this committee: Carmen Hiles, Chair Janice Lord, Member Larry Gist, Member Tom Mechler, Member	To interface with the superintendent and leadership team as appropriate to provide oversight, facilitate discussions and recommend potential strategies for consideration during an assessment process. The committee will explore education delivery strategies that will allow the district and other diversionary programs to continue the positive influence on recidivism trends.	Discretion of the chairman of the Windham School District Board of Trustees

V. Funding

A. Provide a brief description of your agency's funding.

Windham School District (WSD) is funded through state appropriations to the Texas Education Agency (TEA) and must earn these funds according to formulas set by law. Other state appropriated funds are received from TDCJ through Memorandums of Understanding between the District and the agency. Other sources of funding include federal grants, vocational shop fees and local (interest income) funds.

B. List all riders that significantly impact your agency's budget.

Article III, Riders 6, 76, and 85
 Article V, Riders 34, 35, and 36

C. Show your agency's expenditures by strategy.

Windham School District Exhibit 5: Expenditures by Strategy – Fiscal Year 2010 (Actual)		
Goal/Strategy	Total Amount	Contract Expenditures Included in Total Amount
Windham School District, B.2.4. State (Foundation School Program)	\$63,665,659.71	
Federal Grant Pass Thru Funds	\$ 1,914,438.08	
Post Secondary, C.2.2. Continuing Education	\$ 2,376,867.59	
Federal Post-Secondary Grant	\$ 2,564,726.98	
Contract (Recreation & Echo)	\$ 4,375,258.02	
GRAND TOTAL:	\$74,896,950.38	

D. Show your agency's objects of expense for each category of expense listed for your agency in the General Appropriations Act FY 2010-2011.

Windham School District					
Exhibit 6: Objects of Expense by Program or Function – Fiscal Year 2010					
Objects of Expense	WSD-Regular Funds	Federal Grant-Pass Thru	Post Secondary	Federal Grant-Post Secondary	Contract
Salaries and Wages	\$58,348,317.73	\$701,902.69	\$460,968.77	\$158,384.06	\$2,563,988.11
Other Personnel Costs	\$860,062.22	\$123,503.33	\$3,217.18	\$33,363.20	\$33,888.50
Professional Fees and Services	\$123,773.31	\$8,030.50			
Consumable Supplies	\$1,716,199.19	\$928,856.65	\$168,335.79	\$283,507.37	\$1,003,222.02
Utilities	\$29,016.54	\$320.11			\$122,777.65
Travel	\$432,106.29	\$78,383.53	\$5,256.17	\$2,080.80	\$44,589.43
Rent – Machine and other	\$345,895.85	\$5,154.12	\$1,959.16	\$3,575.76	\$9,816.38
Other Operating Expenses	\$650,176.16	\$68,287.15	\$11,683.79	\$391.85	\$282,556.20
Client Services			\$1,649,263.35	\$2,083,423.94	
Capital Expenditures	\$1,160,112.42		\$76,183.38		\$314,419.73
Total	\$63,665,659.71	\$1,914,438.08	\$2,376,867.59	\$2,564,726.98	\$4,375,258.02

E. Show your agency's sources of revenue. Include all local, state, and federal appropriations, all professional and operating fees, and all other sources of revenue collected by the agency, including taxes and fines.

Windham School District Exhibit 7: Sources of Revenue – Fiscal Year 2010 (Actual)	
Source	Amount
Local (Interest Income)	\$ 16,413.93
Windham School District, Strategy B.2.4. State (Foundation School Program)	\$65,298,445.00
Federal Grant Pass Thru Funds	\$ 1,914,438.08
Post Secondary, Strategy C.2.2. – Continuing Education	\$ 2,376,867.59
Federal Post-Secondary Grant	\$ 2,564,726.98
Contract (Recreation and ECHO)	\$ 4,375,258.02
Other	\$ 43,349.48
Operating Transfer-In	\$ 131,062.79
Carry Forward	\$ 2,286,788.25
TOTAL	\$79,007,350.12

F. If you receive funds from multiple federal programs, show the types of federal funding sources.

Windham School District Exhibit 8: Federal Funds – Fiscal Year 2010 (Actual)				
Type of Fund	State/Federal Match Ratio	State Share	Federal Share	Total Funding
Title I, Part D, Subpart 1			\$866,593.21	\$866,593.21
Title II, Part A			\$169,846.07	\$169,846.07
Title IV, Part A			\$ 2,494.39	\$2,494.39
IDEA-B			\$106,591.08	\$106,591.08
Special Education ARRA			\$80,125.52	\$80,125.52
Carl D. Perkins Corrections			\$715,882.06	\$715,882.06
Youthful Offender Grant/ IIPG			\$2,564,726.98	\$2,564,726.98

TOTAL		\$4,506,259.3 1	\$4,506,259.31
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G. If applicable, provide detailed information on fees collected by your agency.

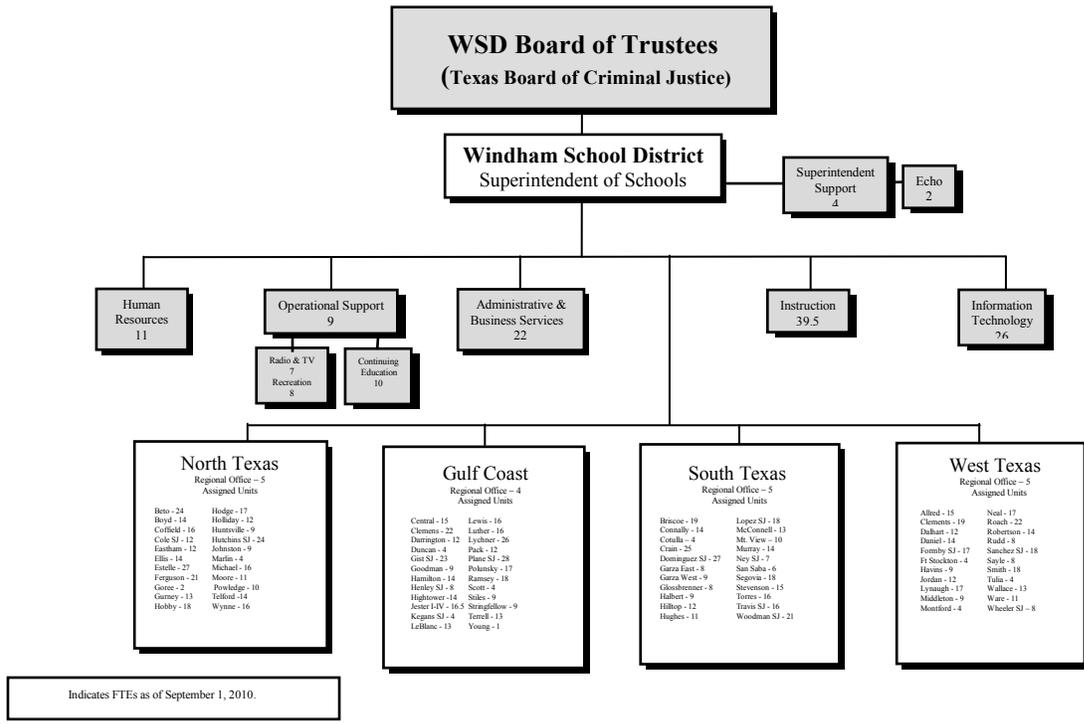
Vocational class projects are accepted from WSD employees, TDCJ employees, retirees of the WSD and TDCJ, and current members of the WSD Board of Trustees. WSD collects a \$5 shop fee per project.

VI. Organization

A. Provide an organizational chart that includes major programs and divisions, and shows the number of FTEs in each program or division.

FY 2010

TEXAS DEPARTMENT OF CRIMINAL JUSTICE
 ORGANIZATIONAL STRUCTURE
 Windham School District



B. If applicable, fill in the chart below listing field or regional offices.

Windham School District Exhibit 10: FTEs by Location Fiscal Year 2010			
Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs, FY 2010	Number of Actual FTEs as of August 31, 2010
Headquarters/Central Administration	Huntsville	139.5	134.5
Regional Office - Gulf Coast Region	Rosharon	4	4
• Central Unit	Sugar Land	15	15
• Clemens Unit	Brazoria	22	18
• Darrington Unit	Rosharon	12	12
• Duncan TF	Diboll	4	4
• Gist SJ	Beaumont	23	20
• Goodman Unit	Jasper	9	8
• Hamilton Unit	Bryan	14	14
• Henley SAFP	Dayton	8	8
• Hightower Unit	Dayton	14	11
• Jester III Unit	Richmond	16.5	16
• Kegans SJ	Houston	4	4
• LeBlanc Unit	Beaumont	13	13
• Lewis Unit	Woodville	16	16
• Luther Unit	Navasota	16	16
• Lychner SJ	Humble	26	25
• Pack Unit	Navasota	12	10
• Plane SJ	Dayton	28	28
• Polunsky Unit	Livingston	17	15
• Ramsey Unit	Rosharon	18	18
• Scott Unit	Angleton	4	4
• Stiles Unit	Beaumont	9	7
• Stringfellow Unit	Rosharon	9	9
• Terrell Unit	Rosharon	13	11
• Young	Dickinson	1	1
Regional Office - North Texas Region	Teague	5	5
• Beto Unit	Tennessee Colony	24	21
• Boyd Unit	Teague	14	14
• Coffield Unit	Tennessee Colony	16	16
• Cole SJ	Bonham	12	11
• Eastham Unit	Lovelady	12	11
• Ellis Unit	Huntsville	14	14
• Estelle Unit	Huntsville	27	25
• Ferguson Unit	Midway	21	21
• Goree Unit	Huntsville	2	2
• Gurney TF	Tennessee Colony	13	13

Windham School District
Exhibit 10: FTEs by Location Fiscal Year 2010

Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs, FY 2010	Number of Actual FTEs as of August 31, 2010
• Hobby Unit	Marlin	18	16
• Hodge Unit	Rusk	17	15
• Holliday TF	Huntsville	12	10
• Huntsville Unit	Huntsville	9	9
• Hutchins SJ	Dallas	24	24
• Johnston SAFP	Winnsboro	9	7
• Marlin Unit	Marlin	4	3
• Michael Unit	Tennessee Colony	16	16
• Moore TF	Bonham	11	9
• Powledge Unit	Palestine	10	10
• Telford Unit	New Boston	14	12
• Wynne Unit	Huntsville	16	14
Regional Office - South Texas Region	Beeville	5	5
• Briscoe Unit	Dilley	19	19
• Connally Unit	Kenedy	14	14
• Cotulla TF	Cotulla	4	4
• Crain Unit	Gatesville	25	24
• Dominguez SJ	San Antonio	27	26
• Garza East TF	Beeville	8	8
• Garza West TF	Beeville	9	9
• Glossbrenner SAFP	San Diego	8	8
• Halbert SAFP	Burnet	9	9
• Hilltop Unit	Gatesville	12	12
• Hughes Unit	Gatesville	11	11
• Lopez SJ	Edinburg	18	14
• McConnell Unit	Beeville	13	11
• Mt View Unit	Gatesville	10	8
• Murray Unit	Gatesville	14	14
• Ney SAFP	Hondo	7	6
• San Saba TF	San Saba	6	6
• Segovia TF	Edinburg	18	15
• Stevenson Unit	Cuero	15	13
• Torres Unit	Hondo	16	14
• Travis County SJ	Austin	16	16
• Woodman SJ	Gatesville	21	20
Regional Office- West Texas Region	Snyder	5	4
• Allred Unit	Iowa Park	15	15
• Clements Unit	Amarillo	19	16
• Dalhart Unit	Dalhart	12	11
• Daniel Unit	Snyder	14	12
• Formby SJ	Plainview	17	16
• Ft Stockton Unit	Ft Stockton	4	3
• Havins Unit	Brownwood	9	8

Windham School District
Exhibit 10: FTEs by Location Fiscal Year 2010

Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs, FY 2010	Number of Actual FTEs as of August 31, 2010
• Jordan Unit	Pampa	12	10
• Lynaugh Unit	Ft Stockton	17	16
• Middleton TF	Abilene	9	8
• Montford Unit	Lubbock	4	4
• Neal Unit	Amarillo	17	16
• Roach Unit	Childress	22	20
• Robertson Unit	Abilene	14	13
• Rudd TF	Brownfield	8	8
• Sanchez SJ	El Paso	18	17
• Sayle SAFP	Breckenridge	8	8
• Smith Unit	Lamesa	18	18
• Tulia Unit	Tulia	4	4
• Wallace Unit	Colorado City	13	11
• Ware Unit	Colorado City	11	11
• Wheeler SAFP	Plainview	8	8
TOTAL		1370	1282.5

SAFP = Substance Abuse Felony Punishment Facility

SJ = State Jail

TF = Transfer Facility

C. What are your agency's FTE caps for fiscal years 2010-2013?

School district; no FTE caps.

D. How many temporary or contract employees did your agency have as of August 31, 2010?

There were 144 temporary individuals employed by the district as of August 31, 2010. The majority of these individuals were temporarily employed as substitute teachers.

E. List each of your agency's key programs or functions, along with expenditures and FTEs by program.

Windham School District Exhibit 11: List of Program FTEs and Expenditures – Fiscal Year 2010		
Program	FTEs as of August 31, 2010	Actual Expenditures
Literacy	825.5*	\$ 43,614,060.90
Career and Technical Education	178	\$ 11,284,344.67
Life Skills	214	\$ 10,681,692.22
Post Secondary	9	\$ 4,941,594.57
Recreation	56	\$ 4,375,258.02
TOTAL	1282.5	\$ 74,896,950.38

*FTEs for Literacy include administrative and regional staff as well as campus level principals, counselors, diagnosticians and support staff.

VII. Guide to Agency Programs

A. Provide the following information at the beginning of each program description.

Name of Program or Function	Literacy (Academic) Program
Location/Division	90 schools / Division of Instruction
Contact Name	Marjie Haynes
Actual Expenditures, FY 2010	\$ 43,614,060.90
Number of FTEs as of August 31, 2010	825.5*

*FTEs for Literacy include administrative and regional staff as well as campus level principals, counselors, diagnosticians and support staff.

B. What is the objective of this program or function? Describe the major activities performed under this program.

The literacy (academic) program provides adult basic education for offenders functioning below the 6th grade level and secondary level adult education for offenders working toward attainment of a GED. The academic program includes the provision of Title I, Title II, English as a Second Language, and Special Education services.

On any given day, WSD typically serves more than 13,000 offenders in the literacy program. Approximately 36% of academic students function below the 6th grade level.

C. What evidence can you provide that shows the effectiveness and efficiency of this program or function? Provide a summary of key statistics and performance measures that best convey the effectiveness and efficiency of this function or program.

Windham School District 2009-2010	
Literacy Participants	37,253
Literacy I, Reading	579
Literacy I, II, III	33,284
English as a Second Language	1,157
Special Education	1,440
Title I	822

Completion of Literacy Levels 2009-2010			
Literacy Level (Grade Equivalent Range)	Number of Students With Post Tests	Number of Students Completing the Level	Percent Completing Level
Literacy I (0.0 to 3.9)	4,332	1,803	41.6%
Literacy II (4.0 to 5.9)	6,992	3,291	47.1%
Literacy III (6.0 and above)	15,127	5,772	38.2%
Total	26,451	10,866	41.1%

WSD Student Performance Results for the 2009-2010 School Year	
Performance Item	
1. Overall Growth Gain on Tests of Adult Basic Education (TABE)	1.2
2. Average Student Growth Gain Between TABE Test Sessions	.7
3. Number of Eligible Students Who Took the GED test	6,328
4. Percent of GED Test Takers Who Earned a Certificate	84%
4. GEDs Awarded	5,287

D. Describe any important history regarding this program not included in the general agency history section, including how the services or functions have changed from the original intent.

In 2000 the Criminal Justice Policy Council completed a series of reports relative to the effectiveness of Windham programs, including literacy. While the study established a link between educational achievement and recidivism and employment, it concluded that due to limited resources offenders were restricted from participating in education programs until they were within two to three years of release. This restriction resulted in offenders only receiving 604 hours of instruction and an increase in educational achievement of only 1.5 grades.

The requirement in policy that offenders closest to release be prioritized for placement in **literacy programs** was eliminated in 2006. As a result, the educational achievement gain of releasing offenders has increased significantly. A comparison of offenders released in FY 1997 and 1998 with those released in FY 2008 shows the impact of this policy change.

<u>Nonreaders</u>			
Releasing Cohort	EA. Achievement Reading Gain	Average Hours of Instruction	% Becoming Readers
1997-1998	1.5	894	46%
2010	2.5	1,174	60%

<u>Functionally Illiterate</u>			
Releasing Cohort	EA. Achievement Gain	Average Hours of Instruction	% Advancing to 6.0 or better
1997-1998	1.7	755	40%
2010	2.2	933	47%

<u>GED/College Path</u>			
Releasing Cohort	EA. Achievement Gain	Average Hours of Instruction	% Earning GED
1997-1998	1.2	430	53%
2010	2.5	719	53%

E. Describe who or what this program or function affects. List any qualifications or eligibility requirements for persons or entities affected. Provide a statistical breakdown of persons or entities affected.

Offenders classified as General Population Levels 1, 2 and 3, excluding offenders in administrative segregation and death row, are eligible for participation in this program if 1) they do not have a high school diploma or GED; or 2) they have a high school diploma or GED but do not have claimed or verified college hours and do not meet the eligibility criteria to take the college entrance exam. [Offenders with high school diplomas or GEDs are served on a space available basis.] Participation by offenders who are General Population Level 4 may be considered on a case-by-case basis with the warden's approval. State Jail confinees who are Low Risk or Medium Risk Levels J1 and J2 are eligible for participation in academic programs. Offenders classified as Level 5, Administrative Segregation (to include Special Management and Protective Custody), and Death Row are not eligible to attend educational programs except for special programs provided by or through the TDCJ Rehabilitation Programs Division or correspondence courses.

Educational needs are determined at intake and entered on the TDCJ mainframe. TDCJ utilizes the information to the extent possible when determining unit assignments; however, offenders are assigned to facilities based on security considerations (for example, age, type of offense, custody level, etc.). Security takes precedence over education; therefore, offenders cannot always be assigned to facilities that offer a particular educational program (for example, a particular vocational trade). WSD requests

transfers for offenders to access particular educational programs and TDCJ makes every effort to accommodate the requests.

Offenders are selected for enrollment in WSD programs based on the automated Individualized Treatment Plan (ITP) process. The ITP is a plan of treatment for an individual offender. The plan outlines programmatic activities and services for an offender, and prioritizes his/her participation in recommended programs based on the offender's needs, age and projected release date. Offenders who do not have a high school diploma or GED and are less than 35 years of age have the highest priority for enrollment in the literacy (academic) program. This prioritization is based on recidivism studies and recommendations from the Criminal Justice Policy Council.

ITP Process:

- Newly received offenders are reviewed so treatment needs can be identified and addressed. Recommended program/activities are documented on the ITP by the use of a two-digit *key* rating system. The *need key* reflects the offender's need level for a particular program. The *priority key* prioritizes the offender's placement based on multiple factors including but not limited to the offender's age, the offender's presumptive release date, and previous educational achievement(s).
- Offenders are prioritized for enrollment in the literacy program based on need and age; offenders are prioritized for enrollment in the vocational programs based on need, age, and projected release date.
- Selection of students occurs through an automated process.
- Counselors at each facility generate a computer printout that lists offenders by ITP priority codes. As seats become available in classrooms, the list is used to select offenders for enrollment in classes.

Offenders who do not have a high school diploma or GED are expected to participate in the literacy program. Refusals are indicated on the ITP. Offenders are counseled that participation refusals may negatively affect parole considerations.

Program Area	Enrollment on April 30, 2010	Total Participants 2009-2010
Literacy	12,827	37,253
Special Education	797	1,440
English As a Second Language	577	1,157
Title I	205	822

F. Describe how your program or function is administered. Include flowcharts, timelines, or other illustrations as necessary to describe agency policies and procedures. List any field or regional services.

The Superintendent reports directly to the Board and serves as the chief executive officer of the WSD. The Superintendent is responsible to the WSD Board of Trustees for providing a comprehensive educational program to offenders incarcerated in the TDCJ.

Central office functions are divided into five divisions: Division of Instruction, Division of Operational Support, Division of Administrative and Business Services, Division of Human

Resources, and Division of Information Technology. Division Directors provide administrative oversight for these divisions and report to the Superintendent.

The Division Director for Instruction is responsible for the provision of a curricular framework (standards and benchmarks) for the academic program, and for the coordination of a comprehensive staff development plan for the district. Educational Specialists (program specialists) in the Division of Instruction provide pre-service training for new employees, coordinate the curriculum review/revision process, present staff development and provide technical assistance.

The Division of Operational Support has direct oversight of compliance and operational reviews, attendance policies, appropriate campus planning, the development and coordination of ITP guidelines, district and student accountability reporting, program evaluation and records retention. The division monitors school programs for compliance with policies, generates and monitors WSD performance data, and compiles and distributes accountability data.

WSD schools, located throughout the state, are divided geographically into four regions. A regional administrator is assigned to each region. The principals of the schools in each region report to the regional administrator. The regional administrators report to the Superintendent. Offices for the regional administrators are located at TDCJ facilities in each region:

- North Texas Region—Boyd Unit (Teague)
- Gulf Coast Region –Darrington Unit (Rosharon)
- South Texas Region—Garza Unit (Beeville)
- West Texas Region—Daniel Unit (Snyder)

The four regional administrators spend the vast majority of their time providing direct assistance to unit personnel concerning daily operational issues. They routinely visit the units in their regions.

Principals provide instructional leadership for the teachers at each school. An instructional specialist is available in each region to support the principals by assisting teachers with classroom management and instruction-related issues.

Teachers provide instruction and supervise offenders in their classrooms. Academic class sizes range from 25 to 28 students per class.

Typically, the school has only one or two correctional officers assigned to provide security for hundreds of offenders at a time.

Facilities/School Locations:

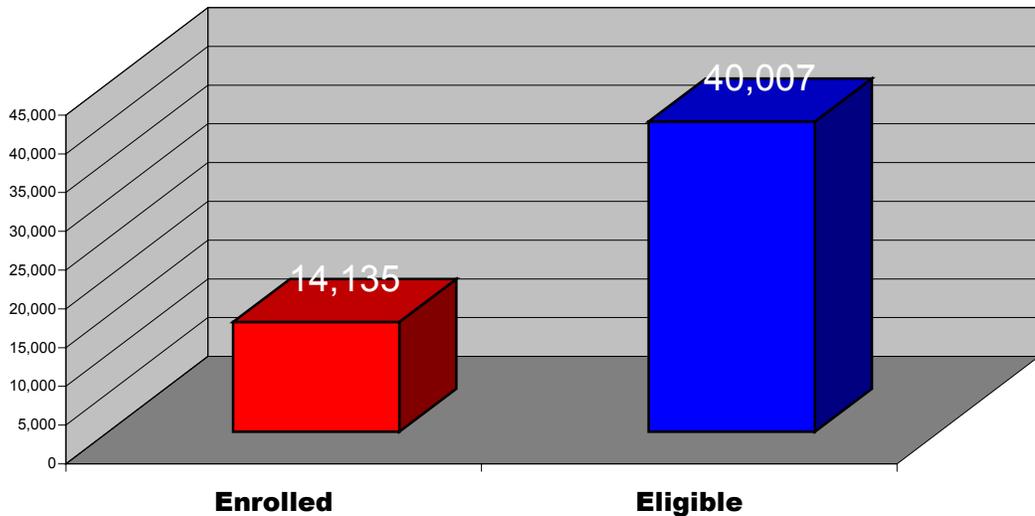
Offenders are housed at different types of facilities based on their offense and classification status. As a result, all facilities house offenders with educational needs. In order to provide educational services to the targeted population, WSD offers educational programs at each of the different types of facilities operated by the TDCJ Correctional Institutions Division (CID). Each facility was constructed with a planned number of classrooms/shops allocated for education. The school facilities belong to TDCJ.

G. Identify all funding sources and amounts for the program or function, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget strategy, fees/dues).

School Year 2009-2010		
Strategy B.2.4, TEA Appropriation	General Revenue	\$43,749,958.15
ESEA, Title I, Part D, Subpart 1	Federal Grant	\$1,052,313
ESEA, Title II, Part A	Federal Grant	\$238,842
IDEA-B Formula	Federal Grant	\$137,469
IDEA-B ARRA (6/30/2009 to 9/30/2011)	Federal Grant	\$90,622

Current funding does not enable WSD to provide academic education for all offenders who exhibit academic needs. On any given day, WSD has approximately 14,000 offenders enrolled in academic programs at 97 facilities. Thousands more are in need of academic education, but WSD is limited by funding.

**Literacy Program
April 30, 2010**



Forty-eight percent (48%) of the 14,135 offenders enrolled in the Literacy program on April 30, 2010, were 30 years of age or younger. Seventy percent (70%) of the offenders enrolled in the Literacy program were within five years of their projected release date.

Due to factors such as turnover (offenders entering and leaving the system every day) as well as daily changes in offender custody levels, the number of “eligible” offenders is fluid from day to day and differs for each program area. The complexities of the eligibility criteria, as well as allowable

exceptions (such as decisions based on space availability or custody levels that require consideration by the warden on a case-by-case basis), make it difficult to capture an exact figure. Additionally, eligibility criteria differ by program area.

The number of classrooms at each facility places a physical limitation on the number of students that can be served at a particular facility. Depending on the number of classrooms and the population at each facility (i.e., the number of offenders designated as high priority for educational services), school programs are operated on single or double-shifts. Each teacher provides six hours of instructional time per day. Classrooms may be in use 12 hours per day with respect to Windham programs, or longer if evening college classes are offered.

The majority of prison and state jail facilities were designed and built with an established number of classrooms and/or shops dedicated for education. At some facilities, WSD has expanded into selective areas outside of the Education Department; however, in general, other areas of prison facilities (for example, day room areas located next to housing areas) do not provide a quiet environment conducive to learning. Unlike public schools, even if WSD had the resources, it would not have the discretion to add classrooms or portable buildings inside a prison compound.

WSD has established maximum class sizes for each program based on security factors and a student/teacher ratio designed to foster a quality instructional program. Security is a paramount consideration. Overcrowding of classrooms creates an unsafe situation. Therefore, consideration has been given to the physical size of the classrooms and the number of desks or tables that can be arranged to reasonably accommodate full-sized adults and allow room for safe movement within each room. Typically, the Education Department has only one or two correctional officers assigned to provide security for hundreds of offenders at a time.

To the extent resources allow, WSD maximizes use of the space available for education at each facility. The need for education exceeds WSD's capacity—even with programs double-shifted at many facilities.

H. Identify any programs, internal or external to your agency, that provide identical or similar services or functions. Describe the similarities and differences.

Volunteers (individuals or organizations) may provide literacy tutoring at a few facilities. In general, however, these initiatives serve relatively few offenders, are not comprehensive in terms of curricular content, do not involve the use of trained or certified teachers, and are unpredictable since they are subject to the propensity, skills, and schedules of the volunteers. Typically, volunteer initiatives of this nature are conducted by faith-based volunteers whose primary purpose is to help offenders learn to read the Bible.

I. Discuss how the program or function is coordinating its activities to avoid duplication or conflict with the other programs listed in Question H and with the agency's customers. If applicable, briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.

Any volunteer tutoring initiatives not associated with WSD are scheduled so as not to conflict with the school schedule. In many cases, volunteers work with offenders who are not enrolled in WSD

programs (for example, offenders assigned to administrative segregation). WSD may refer offenders to volunteer programs to enhance achievement.

J. If the program or function works with local, regional, or federal units of government include a brief description of these entities and their relationship to the agency.

WSD has developed a close working relationship with the Texas Education Agency GED Unit. The TEA GED Unit: 1) acts as liaison between the Texas Education Agency and the GED Testing Services of the American Council on Education; 2) provides leadership and staff development to GED testing centers in the state; and 3) issues GED certificates to qualified candidates. Members of the GED Unit assist WSD with staff development for WSD employees and TEA has asked WSD employees to provide staff development presentations at state-wide training sessions that TEA has scheduled.

K. If contracted expenditures are made through this program please provide:

- the amount of those expenditures in fiscal year 2010;
- the number of contracts accounting for those expenditures;
- a short summary of the general purpose of those contracts overall;
- the methods used to ensure accountability for funding and performance; and
- a short description of any current contracting problems.

WSD does not contract with outside entities for the provision of literacy services.

L. What statutory changes could be made to assist this program in performing its functions? Explain.

M. Provide any additional information needed to gain a preliminary understanding of the program or function.

An achievement test, the Test of Adult Basic Education (TABE), is administered to all incoming TDCJ offenders to determine each offender's level of educational functioning. Based on their individual achievement scores, offenders who do not have a high school diploma or GED are assigned to beginning (**Literacy I**), intermediate (**Literacy II**), or advanced (**Literacy III**) level classes. Students with reading skills below the fifth grade level may be enrolled in **Literacy I--Reading**, a special program designed to provide intensive instruction in reading.

Literacy classes are non-graded and competency-based. Students generally attend literacy classes three hours per day. The TABE test is administered periodically throughout the school year to serve as a

diagnostic/prescriptive tool as well as to monitor student progress. Offenders move from one literacy level to the next based on the results of the TABE test.

Considering the wide range of learning needs, learning styles, prerequisite skills, and interests of their students, literacy teachers provide differentiated instruction using a variety of teaching strategies. Literacy teachers also work collaboratively with Career and Technical Education (CTE) teachers to promote workplace competencies and learning in real-world contexts. In all programs, emphasis is placed on the skills employers demand, such as personal qualities, cultural sensitivity/tolerance, teamwork, decision-making, and problem solving.

Computer-Assisted Instruction (CAI) labs are available at most campuses, providing opportunities for diagnostic, prescriptive, computer-based instruction to support and enhance the academic program. The CAI labs are currently equipped with Odyssey software from CompassLearning. This widely-used, research-based curriculum delivers targeted, explicit instruction that is aligned with state and national standards from elementary level through high school level. A variety of instructional approaches facilitates differentiated instruction to motivate students to engage, think and learn.

A supplemental **Title I** program is provided for educationally underachieving students who are 21 years of age or younger. The students who participate in this program are enrolled in a three-hour Title I class in addition to a three-hour Literacy class each day. The Title I teacher works collaboratively with the regular teacher to reinforce and/or re-teach literacy and math concepts. Interactive computer equipment and computer-assisted instruction are used in the Title I program to provide remediation of basic skills and encourage participatory learning. Scholastic READ 180 labs are utilized in the Title I classrooms at eight facilities.

Title II funds are used to reduce class size at two facilities—Clemens and Hilltop. These facilities house the TDCJ Youthful Offender Program (ages 14-17) for males and females respectively. Hiring an additional teacher at each facility enables WSD to reduce the size of the Literacy classes at these facilities from 25 to 20 students per class. Title II funds are also used to provide intensive professional development activities for teachers.

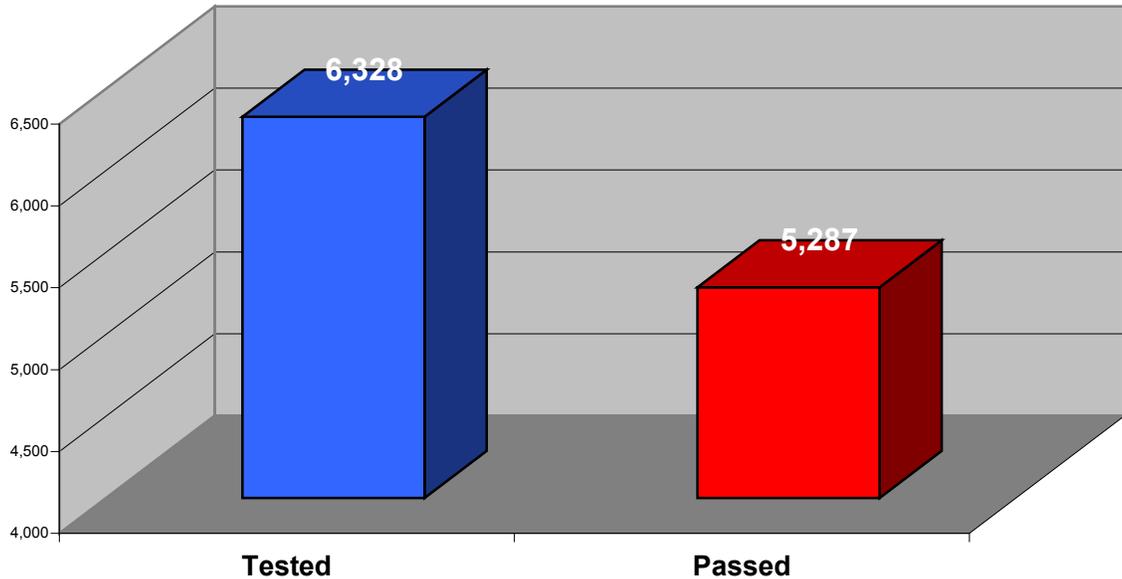
A comprehensive referral and assessment process is used to identify offenders who may be in need of **Special Education** services. Special instruction is provided for students with learning disabilities, emotional disturbance, mental retardation, vision and/or hearing impairments, orthopedic impairments, other health impairments, traumatic brain injury, and speech impairments. Certified Special Education teachers employ a wide variety of instructional strategies and materials to address each student's individual learning style. Special computer equipment is used to meet the unique needs of students who are blind or have significant visual impairments. Related services are provided when needed. These services include interpretive services for deaf students, assistive technology, and needed support services. Students in the Special Education program who are not able to demonstrate progress in the general academic curriculum may be considered for placement in an **Adaptive Skills** class. Adaptive Skills is a Special Education class that focuses primarily on functional literacy and life skills.

Windham also provides a special program for eligible students who exhibit limited English proficiency. A language assessment is administered to determine a student's level of proficiency in English. Students who demonstrate a significant lack of English proficiency are recommended for placement in the **English as a Second Language (ESL)** program. Certified ESL teachers provide intensive instruction in English language development, reading and writing.

WSD serves as a testing center for the General Educational Development (GED) program. During the

2009-2010 school year, the GED test was administered to 6,328 students. A total of 5,287 (83.5 percent) earned a GED certificate.

GED Testing 2009-2010



Based on information provided to the Texas Education Agency by the University of Texas (UT) Scoring Center, it appears that Windham School District accounts for approximately 9% of GED test volume in the state with Windham students accounting for 10% of all certificates awarded. As depicted in the following table, the Windham pass rate is higher than the state average.

Comparison of Windham School District to Texas GED Pass Rate Statistics 2009-2010		
GED Subtest	Windham School District Pass Rate	Pass Rate for All of Texas
Writing	90%	81%
Science	93%	87%
Social Studies	93%	85%
Language Arts - Reading	96%	90%
Math	78%	70%

(Source: University of Texas Scoring Center)

N. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. For each regulatory program, if applicable, describe:

- why the regulation is needed;
- the scope of, and procedures for, inspections or audits of regulated entities;
- follow-up activities conducted when non-compliance is identified;
- sanctions available to the agency to ensure compliance; and
- procedures for handling consumer/public complaints against regulated entities.

N/A

O. For each regulatory program, if applicable, provide the following complaint information. The chart headings may be changed if needed to better reflect your agency's practices.

N/A

VII. Guide to Agency Programs

A. Provide the following information at the beginning of each program description.

Name of Program or Function	Career and Technical Education (CTE)
Location/Division	69 schools / Division of Instruction
Contact Name	Marjie Haynes
Actual Expenditures, FY 2010	\$ 11,284,344.67
Number of FTEs as of August 31, 2010	178

B. What is the objective of this program or function? Describe the major activities performed under this program.

The *Career and Technical Education* (CTE) program provides vocational training in 34 occupational fields. The vocational courses, a combination of classroom instruction and application of skills in a fully-equipped shop, are designed to provide training to entry-level industry standards. Most CTE courses are full-length courses (600 hours); however, the district also offers a few short courses (up to 200 hours). In addition, the district provides an Apprenticeship program that is registered with the Office of Apprenticeship, Employment and Training Administration, U. S. Department of Labor, and coordinates an On-The-Job Training (OJT) program for TDCJ.

WSD provides training to industry standards and administers industry certification tests [e.g., Automotive Service Excellence (ASE), National Center for Construction Education and Research (NCCER), Microsoft Office Specialist (MOS), etc.] to qualified offenders.

C. What evidence can you provide that shows the effectiveness and efficiency of this program or function? Provide a summary of key statistics and performance measures that best convey the effectiveness and efficiency of this function or program.

Windham School District 2009-2010	
Career & Technical Education	10,835
Full-Length Course	10,599
Short Course	126
Apprenticeship Related Training	116
Vocational Certificates Issued	5,205
Percent of CTE Participants Earning Certificates	76.5%
Industry Certificates Awarded	5,100

D. Describe any important history regarding this program not included in the general agency history section, including how the services or functions have changed from the original intent.

During the 1996-97 school year, the district conducted an extensive, systematic review of its vocational program. The review included an analysis of labor market information and priority occupations. The district established linkages with various trade/professional organizations, businesses and industries around the state. Each vocational course on every facility was carefully evaluated. The curriculum for each course was revised to meet entry-level industry standards. WSD began to restructure courses, add new courses, and discontinue courses no longer considered viable for the labor market. The district reduced the number of courses offered from 50 (1996-97) to 40 (1997-98), required all vocational teachers to earn industry certification for their trade, and implemented industry standard curriculum. During each subsequent year, the district has used projected employment opportunities and industry standards to guide decisions related to continuation and/or revision of its training programs.

Career and Technical Education (CTE) courses are based upon:

- Labor market demand for high-skill, high-wage occupations;
- An authentic, technological work-related environment;
- A rigorous curriculum based on industry standards (performance specifications dictated by industry that identify the knowledge, skills, and competencies an individual needs to succeed in the workplace);
- Certified teachers who are also *industry-certified* and knowledgeable of current industry practices;
- WSD certificate of completion with an option to earn an industry-recognized occupational certificate or license.

Consideration is continually given to the ability of ex-offenders to secure certification, licensure and employment. By offering industry certifications, WSD maintains communication and/or accreditation status with the various certifying entities. This communication also helps the district keep in touch with potential employment opportunities for ex-offenders.

Licensing

Windham School District administrators met with Texas Department of Licensing and Regulation officials to gain a greater understanding of the guidelines for license applicants with previous criminal convictions. During the meeting, it was explained that license determinations are made on a case by case basis. Factors considered include:

- the extent and nature of the person's past criminal activity;
- the age of the person when the crime was committed;
- the amount of time that has elapsed since the person's last criminal activity;
- the conduct and work activity of the person before and after the criminal activity;
- evidence of the person's rehabilitation or rehabilitative effort while incarcerated or after release;
- and other evidence of the person's fitness, including letters of recommendation from:
 - prosecutors and law enforcement and correctional officers who prosecuted, arrested, or had custodial responsibility for the person;
 - the sheriff or chief of police in the community where the person resides; and

- any other person in contact with the convicted person.

It was further explained that initial denial of a license immediately after release from prison does not necessarily mean that a license will never be issued to that individual. It is our understanding that some individuals may be denied a license immediately after release from prison; however, that same individual may later be approved for a license after demonstrating productive citizenship for a period of time.

Issues / Concerns

As concerns have arisen related to the impact of previous felony convictions on employment, WSD considers the implications and takes timely and appropriate action. For example:

- HB 705, passed by the 78th Legislature, resulted in a statute that necessitates background checks on employees performing repair on plumbing, electrical or heating/cooling systems, or an appliance in a residence. Background checks are also required for employees who deliver and install, place, or assemble a product in a residence. In response to this legislation, WSD reviewed the trades that might be affected (e.g., Electrical Trades; Heating, Ventilation, Air Conditioning & Refrigeration; Major Appliance Repair; Painting & Decorating; Piping Trades/Plumbing) and reduced the number of classes offered in these trades. The district also began informing offenders of the regulations through career counseling activities. Nevertheless, the district continues to offer some classes in these trades because employment opportunities still exist for ex-offenders who return to major metropolitan areas where large construction companies offer employment opportunities in commercial projects and new construction.
- When questions arose with respect to whether ex-offenders could obtain plumbing licenses, WSD researched the issue through the Texas State Board of Plumbing Examiners (TSBPE). While the rules established by the TSBPE do not necessarily preclude ex-offenders from receiving plumbing licenses, the rules do present substantial barriers. As a result, WSD reduced the number of classes offered in this trade and restructured the remaining program to pipefitting. Pipe fitters typically find employment opportunities at refineries or in commercial and industrial construction.
- Many occupations are regulated by the Texas Department of Licensing and Regulation (TDLR). WSD monitors the regulations, particularly with respect to the Heating, Ventilation, Air Conditioning (HVAC) and Electrical Trades programs.
- Offenders who participate in the Horticulture and Landscape Design, Construction and Maintenance programs receive training in pesticide handling. They may be able to receive private pesticide applicator licenses; however, there are restrictions on commercial pesticide applicator licenses, as well as on licenses related to structural pest control services.
- Due to parole restrictions related to use of computers, WSD does not provide training in computer-related trades for sex offenders.

Windham School District makes every effort to keep abreast of all certification and licensing issues related to the trades offered by the school district. If the need arises, the district modifies the trade, discontinues the trade and/or reduces the number of classes offered in the trade in response to licensing issues.

In 2009, the 81st Texas Legislature approved funding to pay industry certification fees for offenders. WSD began paying industry certification testing fees for offenders in January, 2010. As a result, there has been a significant increase in the number of industry certificates awarded.

E. Describe who or what this program or function affects. List any qualifications or eligibility requirements for persons or entities affected. Provide a statistical breakdown of persons or entities affected.

Prison offenders classified as G1, G2, or G3 and state jail offenders classified as J1 or J2 are eligible for participation in vocational programs according to the ITP process and the eligibility requirements of specific programs. Offenders classified as G4 or J4 may be considered on a case-by-case basis with the warden's approval. Offenders classified as Level 5, Administrative Segregation (to include Special Management and Protective Custody), and Death Row are not eligible to attend educational programs except for special programs provided by or through the TDCJ Rehabilitation Programs Division or correspondence courses.

CTE includes regular vocational programs, Apprenticeship, On-the-Job Training (OJT), and short courses. Not all programs are available at all units. Participation in CTE courses is based on the offender's training during prior and current incarcerations, and the length of time until an offender's projected release date. Offenders with more than five years to their projected release date may take one regular CTE course to address the TDCJ's need for qualified workers. Within five years of projected release, additional training may be appropriate to further an offender's career opportunities.

Because course content rapidly becomes outdated, Business Computer Information Systems (BCIS), Computer Maintenance Technician, and Computer Aided-Drafting are offered primarily to offenders who are within five years of release.

Offenders must meet additional criteria to be considered for regular CTE and short courses.

- For most courses, students must exhibit an interest in the specific course as identified through an interest inventory.
- Students should exhibit the potential for success by demonstrating Educational Achievement (EA) scores in accordance with the recommended levels established by the CTE department. These scores are waived for special education students upon recommendation of the Admission, Review, and Dismissal committee.
- Students should exhibit the potential for success by demonstrating physical abilities in accordance with the recommended physical demands of the workforce as established by the CTE department.

With respect to the participation of students in regular CTE courses, offenders who do not have a GED certificate or workplace skills are required to be concurrently enrolled in WSD academic programs, if they are eligible and their school schedule allows.

A comprehensive evaluation is conducted for students prior to placement in the CTE courses or for those who are within five years of projected release as prioritized by the ITP process. The comprehensive evaluation includes a face-to-face interview, the use of an approved interest inventory, and completion of the Vocational Class Placement form. Program recommendations resulting from the assessment process are recorded in the appropriate database for offenders within five years of

projected release.

Offenders are enrolled in vocational programs based on ITP priority codes. Offenders who are less than 35 years of age and within five years of projected release have the highest priority for enrollment in the vocational program. The following codes reflect highest to lowest priority with respect to the need for vocational programming:

3	No prior vocational trade
2	One prior vocational trade
1	Two or more prior vocational trades
E	Age 60 or older, or Offenders with ICE detainees
0	No need, Offender has 0 level of need, or Classified administrative segregation or G5 or J5

Vocational training needs are determined at intake or when offenders are within five years of projected release. TDCJ utilizes the information to the extent possible when determining unit assignments; however, offenders are assigned to facilities based on security considerations (for example, age, type of offense, custody level, etc.). Security takes precedence over education; therefore, offenders cannot always be assigned to facilities that offer a particular vocational trade. WSD requests transfers for offenders to participate in vocational classes and TDCJ makes every effort to accommodate the requests.

Statistical breakdown of persons or entities affected:

Program Area	Enrollment on April 30, 2010	Total Participants 2009-2010
Regular Course	3,295	10,599
Short Course	25	126
Apprenticeship	69	116

F. Describe how your program or function is administered. Include flowcharts, timelines, or other illustrations as necessary to describe agency policies and procedures. List any field or regional services.

The Superintendent reports directly to the Board and serves as the chief executive officer of the WSD. The Superintendent is responsible to the WSD Board of Trustees for providing a comprehensive educational program to offenders incarcerated in the TDCJ.

Central office functions are divided into five divisions: Division of Instruction, Division of Operational Support, Division of Administrative and Business Services, Division of Human Resources and Division of Information Technology. Division Directors provide administrative oversight for these divisions and report to the Superintendent.

The Division of Instruction is responsible for the provision of industry standard curriculum for the vocational program and for coordination of a comprehensive staff development plan for the district. Vocational specialists in the Division of Instruction provide pre-service training, coordinate the

curriculum selection process, coordinate professional development for vocational teachers, provide technical assistance, and coordinate the industry certification testing process.

The Division of Operational Support has direct oversight of compliance and operational reviews, attendance policies, appropriate campus planning, the development and coordination of ITP guidelines, district and student accountability reporting, program evaluation and records retention. The division monitors school programs for compliance with policies, generates and monitors WSD performance data, and compiles and distributes accountability data.

WSD schools, located throughout the state, are divided geographically into four regions. A regional administrator is assigned to each region. The principals of the schools in each region report to the regional administrator. The regional administrators report to the Superintendent. Offices for the regional administrators are located at TDCJ facilities in each region:

- North Texas Region—Boyd Unit (Teague)
- Gulf Coast Region –Darrington Unit (Rosharon)
- South Texas Region—Garza Unit (Beeville)
- West Texas Region—Daniel Unit (Snyder)

The four regional administrators spend the vast majority of their time providing direct assistance to unit personnel concerning daily operational issues. They routinely visit the units in their regions.

Principals provide instructional leadership for the teachers at each school. Vocational specialists are available to support the principal by assisting teachers with shop safety procedures and instruction-related issues.

Vocational teachers provide instruction and supervise offenders in their vocational shops. The maximum class size for each vocational shop is 22. Typically, one correctional officer supervises all of the offenders in the vocational area.

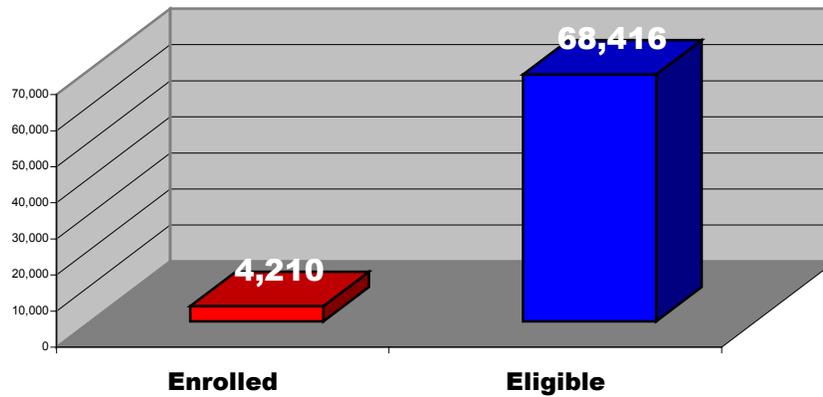
G. Identify all funding sources and amounts for the program or function, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget strategy, fees/dues).

School Year 2009-2010		
Strategy B.2.4, TEA Appropriation	General Revenue	\$10,447,751.20
Carl D. Perkins Vocational and Technical Education Act	Federal Grant	\$717,586

Current funding does not enable WSD to provide vocational education for all offenders who exhibit vocational training needs. On any given day, WSD provides vocational training to approximately 3,300 offenders. Thousands more are in need of vocational training, but WSD is limited by funding.

The number and physical location of vocational classroom/shop facilities are also limiting factors. Some TDCJ facilities, many of the State Jails for example, were constructed without vocational shops. While many offenders can be transferred among facilities to access vocational training, some offenders (e.g., state jail confinees) are not eligible for transfer.

**Career and Technical Education Program
April 30, 2010**



Eligible is basically defined as the number of offenders who report no prior (or an inconsistent) work history, no (or limited) job skills, no prospects for employment upon release, and/or no previous participation/completion of a vocational course.

The number of vocational shops at each facility places a physical limitation on the number of students that can be served at a particular facility. Additionally, facilities that were designed and built without vocational shops pose a challenge. At these facilities, WSD tries to provide vocational programs that can be delivered in academic classrooms (e.g., Business Computer Information Systems, Computer Maintenance Technician, Technical Introduction to Computer-Aided Drafting, etc.).

The number of offenders in need of vocational training far exceeds the current capacity.

H. Identify any programs, internal or external to your agency, that provide identical or similar services or functions. Describe the similarities and differences.

Post-secondary vocational programs provide similar services; however, post-secondary programs target a different segment of the offender population. WSD vocational programs target offenders who are not eligible for college, or who do not have the resources or desire to participate in college programs.

Offenders who have completed WSD vocational programs are frequently selected for job assignments within Texas Correctional Industries (TCI), the TDCJ Facilities Division, or other TDCJ divisions/departments where they have an opportunity to apply the skills learned in training. Providing trained workers for the TDCJ reduces the cost of incarceration.

Texas Correctional Industries has an Offender Work & Training Program Division which operates four training facilities – two of the training facilities involve computer recovery, one involves Braille transcription, and the fourth involves mapping and Geographic Information Systems. According to the FY10 Annual Report, there were 2,244 on-the-job trainings (OJT) completed, and 287 offenders earned nationally recognized certification. Other TCI job assignments emphasize production as opposed to training. By contrast, Windham School District provided formal vocational training in free world trades to 10,835 offenders during the 2009-10 school year. 5,100 industry certificates were awarded.

WSD provides vocational training programs at most facilities, including facilities that do not operate a prison industry.

Most jobs in prison industries (e.g., mattress factories, soap factories) do not realistically prepare offenders for high-skill, high-wage employment.

Offenders may learn incidental skills through other TDCJ job assignments; however, performing specific, limited, often menial-natured tasks (e.g., hoeing weeds, folding laundry) is not comparable to a comprehensive vocational training program leading toward industry certification in a trade.

OJT credit is available for job assignments where an employable skill is learned. An employable skill is defined as specialized OJT training or knowledge in recognized occupations where employment opportunities exist in business and industry in the State of Texas.

I. Discuss how the program or function is coordinating its activities to avoid duplication or conflict with the other programs listed in Question H and with the agency's customers. If applicable, briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.

Offenders are assigned to TDCJ jobs that do not conflict with the school schedule. College classes are scheduled so as not to conflict with WSD secondary level classes.

J. If the program or function works with local, regional, or federal units of government include a brief description of these entities and their relationship to the agency.

WSD visits and surveys local workforce development boards to ensure: 1) that WSD training programs are relevant; and 2) the local workforce development boards know how to access the information that is available to them.

K. If contracted expenditures are made through this program please provide:

- the amount of those expenditures in fiscal year 2010;
- the number of contracts accounting for those expenditures;
- a short summary of the general purpose of those contracts overall;
- the methods used to ensure accountability for funding and performance; and
- a short description of any current contracting problems.

WSD does not contract with outside entities for the provision of vocational programs.

L. What statutory changes could be made to assist this program in performing its functions? Explain.

1. Section 19.0041, Chapter 19, Texas Education Code requires Windham School District to consult with the Legislative Budget Board to compile and analyze information for each person who receives training services. The information includes the kind of training services provided; the kind of employment the person obtains on release; whether the employment was related to training; the difference between the amount of the person's earnings on the date employment is obtained following release and the amount of those earnings on the first anniversary of that date; and the retention factors associated with the employment. The submission of an annual report is required. This is a report that the district has been providing for the past five years. The results each year have clearly and consistently indicated the value of providing vocational training to incarcerated offenders. The most recent report, submitted to the Legislative Budget Board in December 2010, indicated the following:
 - o More than 75 percent of the employed releasees who received vocational training while incarcerated earned income in one or more occupations related to their training.
 - o In general, releasees who received vocational training while incarcerated displayed higher initial employment rates, earned higher wages, and exhibited higher job retention rates than those who did not receive vocational training.

Due to the time and labor intensiveness of the report, Windham School District would like to suggest that the report could be required on a less frequent basis – perhaps every other year.

2. While we recognize the concern for public safety, various certification or licensing boards (e.g., Texas Department of Licensing and Regulation, Texas State Board of Plumbing Examiners) place certification and licensing restrictions on offenders. This often presents significant employment barriers for offenders. The district would like to suggest that certification or licensing restrictions be eased for offenders.

Also, as an example, HB 705 (78th Legislature) required background checks on employees who perform repair on plumbing, electrical or heating/cooling systems, or an appliance in a residence. Background checks are also required for employees who deliver and install, place, or assemble a product in a residence. This tends to have a negative impact on offenders who complete vocational training in: Electrical Trades; Heating, Ventilation, Air Conditioning & Refrigeration; Major Appliance Repair; Painting & Decorating; and Piping Trades/Plumbing.

M. Provide any additional information needed to gain a preliminary understanding of the program or function.

With respect to vocational course offerings, WSD considers work force information including labor market conditions, employment trends, occupational earnings, skill requirements, and availability of education and training resources. Projected employment opportunities for ex-offenders and industry standards guide decisions to restructure vocational courses, add new courses, or discontinue courses no longer considered viable for the labor market.

Career and Technical Education (CTE) courses range from full-length courses (600 hours) to short courses (45 to 200 hours). **Regular** (full-length) CTE courses are taught six hours per day. Regular

courses include:

Regular CTE Courses 2009-2010	
Automotive Collision Repair and Refinishing	Diversified Career Preparation: Food Service
Automotive Specialization - Air Conditioning & Heating	Electrical Trades
Automotive Specialization - Brakes	Heating, Ventilation, Air Conditioning & Refrigeration
Automotive Specialization - Electronics	Horticulture
Automotive Specialization - Engine Performance	Introduction to Construction Careers
Automotive Specialization - Transmission Repair	Landscape Design, Construction & Maintenance
Bricklaying/Stone Masonry	Major Appliance Service Technology
Building Trades I	Mill and Cabinetmaking
Business Computer Information Systems I	Painting and Decorating
Business Computer Information Systems II	Personal and Family Development
Business Image Management and Multimedia	Piping Trades /Plumbing
Career Preparation	Plant Maintenance
Computer Maintenance Technician	Sheet Metal
Construction Carpentry	Small Engine Repair
Culinary Arts	Technical Introduction to Computer-Aided Drafting
Custodial Technician	Truck Driving
Diesel Mechanics	Welding

Short courses are offered periodically to prepare offenders for specific prison jobs. Short courses include Equine Science (Horse Shoeing), Plant Processes (Warehouse Equipment Operations), and Work Based Learning/Communications & Media Systems (Braille Transcription).

The **Apprenticeship** program provides training opportunities in different craft and trade areas. The concept of the program is to train apprentices in the practical and theoretical aspects of their craft through actual work experiences augmented by related instruction in the classroom. Apprenticeship programs include Graphic Designer; Automotive Mechanic; Food Production, Management & Services (Cooks and Bakers); and Cabinet Maker.

WSD coordinates **On-The-Job Training (OJT)** for TDCJ. The OJT program provides the opportunity for offenders to learn employable skills while performing assigned jobs. WSD coordinates the development of a master training plan for each job and provides administrative oversight of the program.

In addition to supporting the TDCJ, WSD vocational programs often play an important role in supporting **community service projects** throughout the state. WSD Construction Carpentry shops may build walls or roof trusses for Habitat for Humanity. WSD Mill & Cabinetmaking shops may build kitchen and bathroom cabinets for these houses. Community service projects provide meaningful application of skills, and help offenders make positive contributions to society.

- N. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. For each regulatory program, if applicable, describe:**
- why the regulation is needed;
 - the scope of, and procedures for, inspections or audits of regulated entities;
 - follow-up activities conducted when non-compliance is identified;
 - sanctions available to the agency to ensure compliance; and

- **procedures for handling consumer/public complaints against regulated entities.**

N/A

**O. For each regulatory program, if applicable, provide the following complaint information.
The chart headings may be changed if needed to better reflect your agency's practices.**

N/A

VII. Guide to Agency Programs

A. Provide the following information at the beginning of each program description.

Name of Program or Function	Life Skills Program
Location/Division	90 schools / Division of Instruction
Contact Name	Marjie Haynes
Actual Expenditures, FY 2010	\$ 10,681,692.22
Number of FTEs as of August 31, 2010	214

B. What is the objective of this program or function? Describe the major activities performed under this program.

Life Skills programs are generally defined as programs that address self-development, communication skills, job and financial skills, interpersonal and family relationships, and stress and anger management. The general purpose of Life Skills programming is to help offenders live more successfully and function better in their multiple roles as members of a family, community, and workforce.

Life Skills programming includes the following programs:

Changing Habits and Achieving New Goals to Empower Success (CHANGES) II

This is a 60-day, cognitive-based life skills program that is specifically designed to prepare offenders for release. Offenders who are within two years of projected release are eligible to participate in the program. Offenders attend the class three hours per day for a minimum of 180 clock hours. The criteria for successfully completing the program require offenders to participate fully in class discussions and complete 100% of all lessons and activities to the best of their ability.

The CHANGES II Program consists of lessons in the following units of instruction:

1. Personal Development (preparing for change; goal setting; self-discovery; values, attitudes, beliefs; patience with self and others)
2. Healthy Relationships (reuniting with family; relationship styles; communication and conflict resolution; family patterns; effective parenting)
3. Living Responsibly (respecting boundaries; civil responsibilities; budget planning; time management; problems and solutions)
4. Drug Education (basic facts; common drugs and their effects; drug use and the power of associations; what it takes to protect your sobriety; steps in changing habits)
5. Living Well (inside-out; mind-body connections; health issues; stress management and nutrition)
6. Putting Together a New Start (anger management; loss and grief; empathy; making amends; stressful interactions)

7. Going Home (getting and keeping a job; technology 101; success is a choice; goals and resources for success)

These practical, everyday issues are explored within the context of developing self-esteem, a positive mental attitude, accurate thinking for self-assessment and life planning, self-discipline, appropriate interpersonal skills, and values definition and clarification.

The Drug Education component was added at the request of the Texas Department of Public Safety (TXDPS) Driver License Division. For offenders who successfully complete the CHANGES II program, WSD issues a drug education certificate to document that the offender has successfully completed a 15-hour drug education program. To reinstate their driver license, many offenders are required to provide documentation of completion of a drug education program. The drug education certificate awarded by WSD fulfills that requirement.

Cognitive Intervention

This is a 60-day, evidence-based program that teaches offenders to meet their needs without trespassing on the rights of others. The curriculum was developed with technical assistance from the National Institute of Corrections. It addresses cognitive restructuring as well as basic cognitive skills. Through instruction and exercises in interpersonal problem solving, the program helps offenders: develop personal accountability and responsibility, develop anger management, develop impulse control, overcome criminal thinking, create positive attitudes and beliefs, and set goals.

The Cognitive Intervention program is recognized for reducing recidivism. It also serves as the foundation program for the TDCJ Gang Renunciation and Disassociation (GRAD) program.

Parenting

The Parenting program is a 30-day, communication-based, interactive program that supports the development of healthy family relationships. The program addresses compassionate assertiveness, empathic/active listening, empowerment, and other skills to strengthen family relationships.

Perspectives and Solutions

This is a 15-day cultural tolerance program for incoming offenders. In this program, offenders explore cultural diversity, personal identity, stereotypes, prejudice, and discrimination (including racial, ethnic, religious, gender, age, sexual orientation, and physical disability).

C. What evidence can you provide that shows the effectiveness and efficiency of this program or function? Provide a summary of key statistics and performance measures that best convey the effectiveness and efficiency of this function or program.

Windham School District 2009-2010	
Life Skills Participants	48,112
CHANGES (Pre-Release)	28,396
Cognitive Intervention	16,622
Parenting	6,022
Perspectives and Solutions	3,570
Women's Health	1,141
LifeMatters	1,106

CHANGES II

The CHANGES II program has been identified as a rehabilitation tier program that satisfies early release requirements for the Parole Board. During school year 2009-2010, 4,166 offenders received an FI-3R vote (early release after completion of a 3-month rehabilitation tier program). Assuming that those offenders who were released with an FI-3R vote served an additional year (a typical period of time for a parole “set-off”), the demand for prison beds could increase by over 4,100 beds, costing the state an additional 17 million dollars.

Cognitive Intervention

The Cognitive Intervention program is a behavioral modification program that was developed with technical assistance from the National Institute of Corrections. The program was designed to serve high risk offenders who exhibit significant behavioral problems. WSD provides the Cognitive Intervention program for offenders who are participating in the TDCJ Gang Renunciation and Disassociation (GRAD) program. During the last year, approximately 650 offenders were released from administrative segregation into general population as a result of completing the GRAD program, potentially saving the state 4.5 million dollars.

Cognitive Intervention	
Two-Year Recidivism (Re-incarceration) Rate for Groups Tracked	
Cognitive Intervention Program Participants	22.4%
Completed Program	19.6%
Did Not Complete	23.8%
High Risk Completers	26.7%
High Risk Non-Completers	35.5%

Source: Criminal Justice Policy Council, Biennial Report to the 78th Texas Legislature, January 2003

A 1999 study reported that students who had completed the Cognitive Intervention program had a 38% reduction in reported disciplinary cases when compared with those who did not complete the program. This, in turn, is associated with a reduction of TDCJ time devoted to discipline management (a reduction in the cost of confinement).

Telford Unit	
Pilot Study of Cognitive Intervention for Medium Custody Offenders	
One class of Cognitive Intervention was identified to serve medium custody offenders at the Telford Unit. Of the 40 targeted medium custody offenders who were enrolled in the first year and who completed the Cognitive Intervention program:	
○	The overall major disciplinary violations reduced by approximately 56% (2.0 per offender to .9 per offender)
○	40% of the offenders received a custody status promotion during the first year after completion of the course; 8% received a demotion in custody status.

D. Describe any important history regarding this program not included in the general agency history section, including how the services or functions have changed from the original intent.

Programming in the Life Skills area was developed:

- to meet the four legislated goals of the district as delineated in TEC, §19.003;
- to address the specific needs of offenders; and/or
- in response to requests from the Texas Department of Criminal Justice.

The **CHANGES** program was originally created in 1993 to assist offenders with re-entry into the community. Literacy alone does not ensure a successful transition to independent living. In order to successfully return to society, offenders leaving correctional facilities need an array of life skills. The CHANGES program provides specific reintegration programming to prepare offenders for release. A revised version of the curriculum, entitled **CHANGES II** was implemented during the 2008-2009 school year. CHANGES II is a cognitive-based program. **The CHANGES II program has been identified as a rehabilitation tier program that satisfies early release requirements for the Parole Board. During the 2009-2010 school year (SY 2010), 4,056 offenders with an FI-3R vote and a targeted release date in SY 2010 were enrolled in the CHANGES II program. Of those, 3,689 or 91% completed the CHANGES II program during SY 2010. The CHANGES II program serves as the least costly and most utilized program of all the rehabilitation tier programs.**

The **Cognitive Intervention** program was developed during the 1995-1996 school year with technical assistance from the National Institute of Corrections. The program was implemented during the 1996-1997 school year in an effort to assist TDCJ with reduction of gang violence and to address three legislated goals: reduction of recidivism, reduction in the cost of confinement, and to assist offenders in behaving in positive ways during confinement. The curriculum addresses cognitive restructuring as well as basic cognitive skills. Through instruction and exercises in interpersonal problem solving, the program helps offenders: develop personal accountability and responsibility, develop anger management, develop impulse control, overcome criminal thinking, create positive attitudes and beliefs, and set goals.

The **Parenting** program was implemented during the 2000-2001 school year at the request of the TDCJ, State Jail Division. WSD provided the Parenting program in support of family, community involvement, and transition initiatives of State Jail facilities. The program met the judicial requirement for certain offenders to participate in a parenting program. Caseworkers with the Texas Department of Family and Protective Services periodically contact WSD to request offender enrollment in the Parenting program or verify offender completion of the program. At some facilities, Parenting students have been allowed additional visitation privileges with their children. This serves as an incentive for offenders to behave in positive ways while incarcerated and helps to break the criminal cycle that is often perpetuated from generation to generation. [Fifty-five percent of state and federal prisoners in 1999 were parents of minor children. Studies have shown that children of incarcerated parents are more likely to be depressed, emotionally withdrawn, rebellious, and prone to criminal behavior. National Institute for Literacy, *State Correctional Education Programs, State Policy Update*, March 2002]

The **Perspectives and Solutions** program is a 15-day program that is offered at intake facilities. Students explore cultural diversity, personal identity, stereotypes, prejudice, and discrimination

(including racial, ethnic, religious, gender, age, sexual orientation, and physical disability). Students also receive extensive exposure to problem-solving techniques. The program was developed in response to hate crimes legislation and implemented in 2001 at the request of the TDCJ. In accordance with Article 42.014 of the Code of Criminal Procedure, if it is determined that a defendant intentionally selected the person (or property) against whom the offense was committed as a result of bias or prejudice, a judge may, as a condition of punishment, require attendance in an educational program to further tolerance and acceptance of others. The Perspectives and Solutions program was developed to meet this need as well as to lessen the influence of gangs. It is provided at the four large intake facilities to ease the transition to incarceration and reduce the number of interpersonal conflicts that create disciplinary cases for the Texas Department of Criminal Justice. The reduction of disciplinary cases addresses the WSD goal related to reducing the cost of confinement.

E. Describe who or what this program or function affects. List any qualifications or eligibility requirements for persons or entities affected. Provide a statistical breakdown of persons or entities affected.

CHANGES II – Offenders who are within two years of projected release are eligible to participate in the CHANGES II program.

Cognitive Intervention – Offenders may be served at any time during their sentence. The class primarily targets those who are referred by the staff for disciplinary infractions, poor attitudes, and poor problem solving skills. The program is also provided to offenders who are participating in the TDCJ Gang Renunciation and Disassociation (GRAD) program. During the last year, approximately 650 offenders were released from administrative segregation into general population as a result of completing the GRAD program.

Parenting – Offenders who are eligible for WSD programs may participate in the Parenting program. Highest priority is given to offenders who are parents, less than age 35 and within five years of projected release, as well as to offenders who are referred by the Texas Department of Family and Protective Services.

Perspectives and Solutions – The program is mandatory for offenders with a hate crimes designator; however, other offenders also participate in the class. Highest priority for enrollment is given to offenders who are first-time offenders less than 35 years of age.

Statistical breakdown of persons or entities affected:

Program Area	Enrollment on April 30, 2010	Total Participants 2009-2010
CHANGES	6,455	28,396
Cognitive Intervention	3,944	16,622
Parenting	1,034	6,022
Perspectives & Solutions	231	3,570

F. Describe how your program or function is administered. Include flowcharts, timelines, or other illustrations as necessary to describe agency policies and procedures. List any field or

regional services.

The Superintendent reports directly to the Board and serves as the chief executive officer of the WSD. The Superintendent is responsible to the WSD Board of Trustees for providing a comprehensive educational program to offenders incarcerated in the TDCJ.

Central office functions are divided into five divisions: Division of Instruction, Division of Operational Support, Division of Administrative and Business Services, Division of Human Resources and Division of Information Technology. Division Directors provide administrative oversight for these divisions and report to the Superintendent.

The Division of Instruction is responsible for the provision of curricula for the Life Skills programs and for the coordination of staff development. Educational specialists in the Division of Instruction provide pre-service training, coordinate the curriculum development/revision process, and provide professional development and technical assistance.

The Division of Operational Support has direct oversight of compliance and operational reviews, attendance policies, appropriate campus planning, the development and coordination of ITP guidelines, district and student accountability reporting, program evaluation and records retention. The division monitors school programs for compliance with policies, generates and monitors WSD performance data, and compiles and distributes accountability data.

WSD schools, located throughout the state, are divided geographically into four regions. A regional administrator is assigned to each region. The principals of the schools in each region report to the regional administrator. The regional administrators report to the Superintendent. Offices for the regional administrators are located at TDCJ facilities in each region:

- North Texas Region—Boyd Unit (Teague)
- Gulf Coast Region –Darrington Unit (Rosharon)
- South Texas Region—Garza Unit (Beeville)
- West Texas Region—Daniel Unit (Snyder)

The four regional administrators spend the vast majority of their time providing direct assistance to unit personnel concerning daily operational issues. They routinely visit the units in their regions.

Principals provide instructional leadership for the teachers at each school. An instructional specialist is available in each region to support the principal by assisting teachers with instruction-related issues.

Teachers provide instruction and supervise offenders in their classrooms. Class sizes range from 25 to 28 students per class. Typically, one correctional officer supervises all of the offenders in academic and life skills classes.

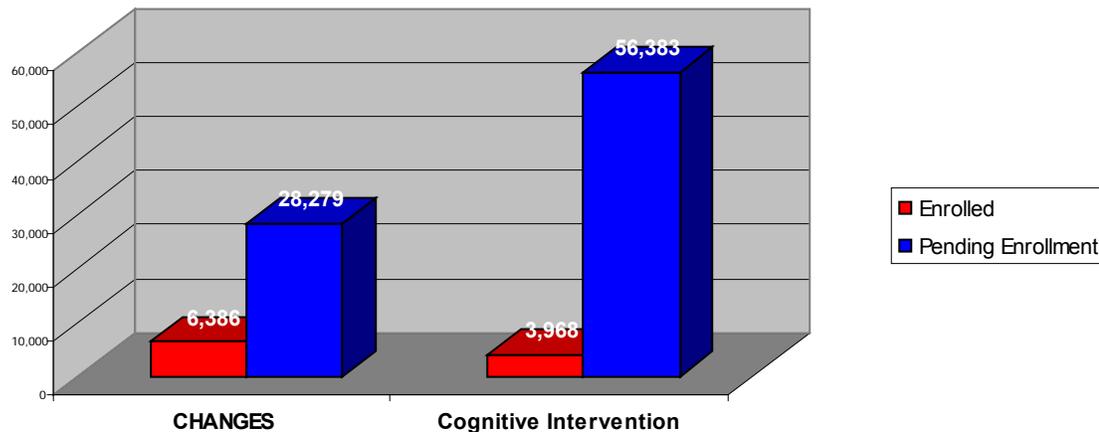
G. Identify all funding sources and amounts for the program or function, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget

School Year 2009-2010		
Strategy B.2.4, TEA Appropriation	General Revenue	\$11,100,735.65
ESEA, Title IV	Federal Grant	\$2,549

strategy, fees/dues).

Current funding does not enable WSD to provide life skills education for all offenders who exhibit needs in this area. On any given day, WSD has approximately 11,000 offenders enrolled in life skills programs. More are in need of life skills programming, but WSD is limited by funding.

**Life Skills Programs
April 30, 2010**



H. Identify any programs, internal or external to your agency, that provide identical or similar services or functions. Describe the similarities and differences.

At some facilities:

- TDCJ Chaplaincy offers a type of guided, spiritual-based, self-study course (Voyager) that may touch on topics similar to those covered in the WSD CHANGES program.
- At a limited number of facilities, TDCJ Substance Abuse offers a cognitive-based program for offenders with a history of substance abuse; the goal/emphasis is substance abuse treatment.
- Volunteers may offer marriage and/or parenting seminars through the TDCJ Chaplaincy.

I. Discuss how the program or function is coordinating its activities to avoid duplication or conflict with the other programs listed in Question H and with the agency’s customers. If applicable, briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.

TDCJ initiatives are typically based on the availability of volunteers. The activities are scheduled so as not to conflict with WSD school schedules. Many of these initiatives enhance or support WSD programs or reach segments of the TDCJ population that would otherwise not receive programming.

J. If the program or function works with local, regional, or federal units of government include a brief description of these entities and their relationship to the agency.

The WSD life skills programs address what are commonly referred to as ‘soft skills’ with respect to employment. The Texas Workforce Commission, representatives of local workforce development boards, and employers have indicated to WSD that soft skills are a critical element of employability.

K. If contracted expenditures are made through this program please provide:

- the amount of those expenditures in fiscal year 2010;
- the number of contracts accounting for those expenditures;
- a short summary of the general purpose of those contracts overall;
- the methods used to ensure accountability for funding and performance; and
- a short description of any current contracting problems.

WSD did not contract with any outside entities for the provision of life skills instruction.

L. What statutory changes could be made to assist this program in performing its functions? Explain.

M. Provide any additional information needed to gain a preliminary understanding of the program or function.

CHANGES II – The CHANGES II class is structured to provide 60 days of classroom instruction. Individual class sessions are three hours per day. The program is facilitated rather than taught through a direct instruction approach. CHANGES II is the rehabilitation tier program that satisfies early release requirements for offenders with an FI-3R vote from the Parole Board.

Cognitive Intervention – The Cognitive Intervention program is structured to provide 60 days of classroom instruction. Individual class sessions are three hours per day. The program assists offenders in changing their criminal thinking and behavior to prosocial thinking and behavior. The class is facilitated rather than taught through direct instruction, with student activities taking two-thirds of the class time. The program is competency-based in its design. Students must demonstrate knowledge of the basic concepts and skills taught in the class, and they must be able to demonstrate adequate application of these skills to the instructor. The *Criminal Sentiments Scale* is used as both a pre and post assessment with participants in the Cognitive Intervention program. The assessment measures attitudinal change toward more prosocial thinking.

Parenting – The Parenting program is structured to provide 30 days of classroom instruction. Individual class sessions are three hours per day. The Parenting class is facilitated rather than taught through a direct instruction approach.

Perspectives and Solutions – The Perspectives and Solutions (tolerance) program is structured to provide 15 days of classroom instruction. Individual class sessions are three hours per day. The program is facilitated rather than taught through a direct instruction approach. *Perspectives and Solutions* is provided at four large intake facilities to ease the transition to incarceration and reduce the number of interpersonal conflicts that often result in disciplinary cases.

N. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. For each regulatory program, if applicable, describe:

- why the regulation is needed;
- the scope of, and procedures for, inspections or audits of regulated entities;
- follow-up activities conducted when non-compliance is identified;
- sanctions available to the agency to ensure compliance; and
- procedures for handling consumer/public complaints against regulated entities.

N/A

O. For each regulatory program, if applicable, provide the following complaint information. The chart headings may be changed if needed to better reflect your agency's practices.

N/A

VII. Guide to Agency Programs

Complete this section for **each** agency program (or each agency function, activity, or service if more appropriate). Copy and paste the questions as many times as needed to discuss each program, activity, or function. Contact Sunset staff with any questions about applying this section to your agency.

A. Provide the following information at the beginning of each program description.

Name of Program or Function	Post Secondary Program
Location/Division	Division of Operational Support
Contact Name	Don Lawrence
Actual Expenditures, FY 2010	\$ 4,941,594.57
Number of FTEs as of August 31, 2010	9

B. What is the objective of this program or function? Describe the major activities performed under this program.

Through contractual agreements with two-year and four-year colleges and universities, Windham School District provides academic and vocational post-secondary credit and non-credit educational opportunities for eligible offenders within TDCJ. Qualified offenders work toward four types of associate degrees, four types of baccalaureate degrees, and/or a master's degree. Offenders are responsible for the costs associated with these programs. Offenders may pay at registration from Inmate Trust Fund Accounts, qualify for grants or scholarships through the college/university, or reimburse the state after release as a condition of parole. Detailed discussion of these various funding assistance programs is provided in subsequent information.

During the 2009-2010 school year, two-year academic programs were available on 40 TDCJ state-operated facilities, using faculty and staff from the various colleges. Four-year programs were available on seven TDCJ state-operated facilities and one facility offered a master's degree program. In addition to the academic college programs, college level vocational credit classes were conducted on 32 TDCJ state-operated facilities using instructors from various two-year colleges.

C. What evidence can you provide that shows the effectiveness and efficiency of this program or function? Provide a summary of key statistics and performance measures that best convey the effectiveness and efficiency of this function or program.

2009-2010 Continuing Education Participants	
Total Post-Secondary Participants	8,936
Two-Year College Academic	6,607
Four-Year College Academic	510
Graduate College Academic	86
Vocational College Credit	2,939
Vocational College Non-Credit	404
Workforce Education Non-Credit	876

Degrees and Certificates Awarded During 2009-2010	
Associate Degrees	502
Bachelor's Degrees	39
Master's Degrees Conferred	22
Two-year College Vocational Credit Certificates	1,655
Two-year College Vocational Non-Credit Certificates	183
Two-year College Workforce Non-Credit	1,516

D. Describe any important history regarding this program not included in the general agency history section, including how the services or functions have changed from the original intent.

Records indicate that various college programs have been offered since 1965-66.

E. Describe who or what this program or function affects. List any qualifications or eligibility requirements for persons or entities affected. Provide a statistical breakdown of persons or entities affected.

Post-Secondary Academic Programs

Post-secondary academic programs are provided through interagency contract with colleges and universities servicing the geographic areas where units are located. All offenders participating in these programs must meet the academic criteria for admission as outlined in the respective college or university bulletin. Participating offenders must also meet academic standards established by the TDCJ and the WSD, as well as meeting appropriate security and classification requirements before entry into the program.

Community (two-year) college academic programs provide classes that lead to Associate in Arts, Associate of Science, and Associate of Applied Science degrees. Advancement toward and completion of a degree is emphasized, and all post secondary academic students are required to have a current degree plan on file. University (four-year) academic programs provide classes that lead to Bachelor of Science, Bachelor of Arts, Bachelor of Applied Arts and Science, and Bachelor of Business Administration degrees. A Masters Program is also available to eligible offenders. No state or federal funds are made available to offenders for Master's level post secondary participation.

Post-Secondary Vocational Programs

Post-secondary vocational programs are provided through interagency contract with colleges serving the geographic areas where units are located. Community (two-year) college credit vocational programs provide both shop training and classroom instruction. A certificate of completion and semester hours of college credit are earned upon satisfactory completion.

All offenders participating in these programs must meet the vocational criteria for admission as outlined in the respective college or university bulletin. TDCJ has vocational criteria that must also be met, as well as the requirement that all offenders receive security and classification clearance before entry into the respective vocational training program.

Texas Higher Education Assessment (THEA)

THEA testing is available at several facilities. Students who enter a public institution of higher education must be tested for reading, writing, and mathematics skills prior to enrolling in any collegiate-level credit or developmental course or be exempt from taking the THEA based on exemptions and exceptions contained within the Texas Higher Education Coordinating Rules and Regulations. Cost(s) for this required testing may be provided on a limited basis from State reimbursable funds, the federal IIP Grant, or offenders' self-payment.

F. Describe how your program or function is administered. Include flowcharts, timelines, or other illustrations as necessary to describe agency policies and procedures. List any field or regional services.

The WSD Division of Operational Support is responsible for supervising and administering post-secondary programs. The Division Director for Operational Support reports to the Superintendent. A program administrator, who reports to the Division Director for Operational Support, coordinates college activities. Regional Continuing Education Coordinators serve as direct contact points for the units and contracting institutions. These regional coordinators report directly to the Administrator for Continuing Education. Principals provide general oversight of college programs on the respective facilities and also serve as the on-site supervision component for college instructors.

G. Identify all funding sources and amounts for the program or function, including federal

grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget strategy, fees/dues).

School Year 2009-2010		
TDCJ Strategy C.2.2 Academic/Vocational Training ¹	General Revenue	\$2,332,715.00
Federal Post-Secondary Grants ²	Federal Grant	\$ 2,564,727.00
Post-Secondary Reimbursement Account ³	Appropriated Receipts	\$189,248.19

¹WSD enters into a MOU with TDCJ for Post Secondary Academic & Vocational Training. All college expenses incurred shall be repaid by the offender upon release per legislative requirement effective September 1995. Rider 36 of the 82nd legislative session maintains the same budget strategy. Each offender who owes a State Reimbursable Cost shall have an offender account created, called the Post-Secondary Reimbursement Account (PSER), to which the post-release reimbursement is credited upon collection by the field parole staff.

²The Incarcerated Individuals Program (IIP) Grant replaced the Youthful Offender Grant on October 1, 2009. The IIP Grant is made available through the U.S. Department of Education as part of the Second Chance Act. The IIP Grant:

- Restricts offenders with certain offenses from participation;
- Includes offenders less than 36 years of age who are within seven years of their projected release date, initial parole review date and/or parole action;
- Limits the amount of financial assistance available to eligible offenders per year per offender; and
- Provides grant funds for a total of seven years.

³Revenues collected in excess of the appropriated receipts amount for strategy C.2.2.

The above funding sources represent the sole funding sources for the post secondary programs administered by WSD. Insofar as the post secondary courses are contracted services through state colleges and universities, offenders are officially recognized as students of these institutions. They may have other financial assistance options available through these institutions. All college expenses incurred shall be paid by the offender at registration utilizing personal funds, via other funding arrangements through the college, via State Reimbursable funds, or by qualifying for the Incarcerated Individuals Program (IIP) Grant. Following is a detailed description of the various payment options offenders may utilize in the pursuit of post secondary educational programs within the TDCJ. Any and/or all of the payment options may be combined by the offender student in order to adequately pay for cost of courses.

College Student Payment Methods

Federal Funds

Incarcerated Individuals Program (IIP) Grant is a U.S. Department of Education grant available to states for Workplace and Community Transition training. The IIP replaced the Youthful Offender Grant (YOG) on October 1, 2009. The IIP Grant restricts offenders with certain offenses (as defined within the IIP federal grant policies) and generally increases eligibility to include offenders less than

36 years of age who are within seven years of the initial parole review date. This grant program also limits the annual amount a student may access. Note that the federal fiscal year dates 10/1-9/30. In addition, the federal grant programs referenced herein have a 27 month life cycle. Therefore, the final YOG award was used until 9/30/10, at which time the YOG was eliminated and the IIP grant was established.

State Funds

State Reimbursable Funds are appropriated through Article V Strategy C.2.2 Academic/Vocational Training as reflected in the State General Appropriations Act. The appropriation is made to TDCJ, and the monies are transferred to WSD through a Memorandum of Understanding. The post secondary programs within the TDCJ are administered by WSD using, in part, the funds from Article V, C.2.2. Those offenders meeting certain eligibility requirements may use State Reimbursable Funds to pay program costs which include tuition and fees for credit community college, baccalaureate-level university courses and required THEA testing. State Reimbursable Funds may only be used to pay for the offender's initial academic course each semester and/or college vocational courses as applicable.

Other Funding Methods

Texas Public Education Grant (TPEG) is a grant assistance program that provides need-based money to apply to students' tuition and fee costs. This grant assistance program is awarded by and through the respective college/university. The college/university determines which students are eligible for the grant and the amount to be applied toward tuition and fees.

Hazelwood Benefits are available for Texas residents that honorably discharge their military service. This funding source applies to no more than 150 hours of the offender's college credit courses. Each college/university attended must verify the offender's eligibility status.

Scholarships are offered by some of the contracted colleges and universities. The offender must meet requirements established by the individual college or university.

Direct Pay allows the payment of enrollment fees directly to the college by an outside source (e.g. family member, friend).

I-25/Inmate Trust Fund Offender pays enrollment fees with an I-25 from his/her Inmate Trust Fund.

Other special funding sources provided through the contracting college or university for students with unique needs (e.g. deaf, blind)

H. Identify any programs, internal or external to your agency, that provide identical or similar services or functions. Describe the similarities and differences.

WSD provides secondary level academic and vocational programs. Participation in and completion of WSD programs (earning a GED, for example) prepares offenders for college enrollment. Approximately eighty-five percent of the offenders currently enrolled in college courses participated in WSD educational programs.

I. Discuss how the program or function is coordinating its activities to avoid duplication or conflict with the other programs listed in Question H and with the agency’s customers. If applicable, briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.

To avoid duplication of effort, offenders may participate in the WSD academic program only until they achieve a GED and meet the eligibility criteria to take the college entrance exam. Any remedial programming that may be needed after that is provided through the college program.

College classes are scheduled so as not to conflict with WSD classes. In many cases, college vocational programs share shops and equipment with WSD.

J. If the program or function works with local, regional, or federal units of government include a brief description of these entities and their relationship to the agency.

In SY 2009-2010, post-secondary programs were made available to offenders through contractual agreements with the following two-year and four-year colleges and universities:

Alvin Community College	Lone Star College
Amarillo College	Sam Houston State University
Blinn College	South Plains College
Cedar Valley College	Southwest Texas Junior College
Central Texas College	Sul Ross College
Clarendon College	Texas A & M – Central Texas
Coastal Bend College	Texas State Technical College
Houston Community College	Trinity Valley Community College
Lamar State College	University Of Houston – Clear Lake
Lee College	Western Texas College

K. If contracted expenditures are made through this program please provide:

- the amount of those expenditures in fiscal year 2010;
- the number of contracts accounting for those expenditures;
- a short summary of the general purpose of those contracts overall;
- the methods used to ensure accountability for funding and performance; and
- a short description of any current contracting problems.

In FY2010 there were 20 contracts with higher educational institutions.

2009 – 2010 College Contract Expenditures			
College / University	State Funds	Grant Funds	Total
Alvin Community College	\$ 210,188.88	\$264,283.31	\$ 474,472.19

2009 – 2010 College Contract Expenditures			
College / University	State Funds	Grant Funds	Total
Amarillo College	\$ 78,509.28	\$ 34,163.25	\$ 112,672.53
Blinn College	\$ 51,269.56	\$ 42,159.00	\$ 93,428.56
Cedar Valley College		\$ 52,640.60	\$ 52,640.60
Central Texas College	\$ 236,679.00	\$540,241.39	\$776,920.39
Clarendon College	\$ 88,046.68	\$ 75,353.00	\$163,399.68
Coastal Bend College	\$ 145,577.00	\$ 24,871.00	\$170,448.00
Houston Community College		\$ 6,788.00	\$ 6,788.00
Lamar State College	\$ 116,805.45	\$145,642.33	\$262,447.78
Lee College	\$ 308,469.47	\$132,420.43	\$440,889.90
Lone Star College		\$150,219.00	\$150,219.00
Sam Houston State University			0
South Plains College		\$ 49,040.15	\$ 49,040.15
Southwest Texas Junior College	\$ 53,765.52	\$101,913.23	\$155,678.75
Sul Ross College	\$ 25,782.31	\$ 12,697.75	\$ 38,480.06
Texas A & M - Central Texas	\$100,864.13	\$ 20,684.56	\$121,548.69
Texas State Technical College		\$ 48,508.00	\$ 48,508.00
Trinity Valley Community College	\$222,010.15	\$204,720.78	\$426,730.93
University Of Houston – Clear Lake	\$ 79,823.32	\$ 36,540.00	\$116,363.32
Western Texas College	\$117,718.70	\$207,640.50	\$325,359.20
Totals	\$1,835,509.45	\$2,150,526.28	\$3,986,035.73

- The contracts establish post secondary educational services for eligible offenders housed within the TDCJ. These contracts are delivered by state community colleges and universities. These contracts are intended to provide quality post secondary academic and vocational educational programs to eligible offenders. In addition, these contracts are also intended to ensure compliance with the provisions of “The Interagency Cooperation Act,” Chapter 771 of the Texas Government Code.
- External accountability methods and performance reporting regarding the use of these funds include, but are not limited to:
 - Quarterly reports of the formal key measures as established by the LBB. These reports are submitted to the budget office at TDCJ, and forwarded to the LBB.
 - Annual performance reporting to the Texas Workforce Investment Council (TWIC). The measures are included in the Strategic Plan of the TDCJ and the Strategic Plan of the TWIC as published by the office of the governor.
 - The use of federal funds (IIP grant) is reported to the US Department of Education annually.
- Internal accountability methods and performance reporting regarding the use of these funds include, but are not limited to:
 - All billings from the contracted institutions are verified by WSD staff prior to payment
 - All enrollments are verified by WSD personnel to ensure funds are being utilized by eligible offenders
 - District funding levels are monitored by WSD personnel
 - Contract compliance is monitored by WSD personnel

- Reporting of enrollment, achievement, and multiple other functions are utilized within the district.

L. What statutory changes could be made to assist this program in performing its functions? Explain.

M. Provide any additional information needed to gain a preliminary understanding of the program or function.

Two-Year College Academic Program – Two-year college academic programs provide classes that lead to the Associate of Arts, Associate of Science, Associate of Applied Science, and Associate of General Studies degrees. Advancement toward and completion of a degree is emphasized. Two-year college academic programs were provided on 40 state-operated facilities during School Year 2010.

Four-Year College Academic Program – Four-year college academic programs provide classes that lead to a Bachelor of Science, Bachelor of Arts, Bachelor of Applied Arts and Science, and Bachelor of Business Administration. Advancement toward and completion of a degree is emphasized. Four-year college academic programs were provided on seven state-operated facilities during School Year 2010.

Vocational Programs – Two-year college vocational programs offer training in 23 different occupational trades. This training is provided through a combination of shop training and classroom instruction. A certificate of completion and semester hours of college credit are earned upon satisfactory completion. Two-year college vocational programs were available on 32 state-operated facilities during School Year 2010. Courses included such trades as:

2009 – 2010 College Credit Vocational Courses	
Advanced Baking	Diesel Mechanics
Advanced Welding	Drafting
Air Conditioning/Refrigeration	Electrical Technology
Auto Body Repair	Electronics
Auto Mechanics	Food Service Preparation
Cabinet Making	Graphic Arts
Computer Networking	Horticulture
Computer Repair	Masonry
Computer Web Authoring	Office Administration
Construction Carpentry	Truck Driving
Culinary Arts/Hospitality Management	Welding
Data Processing	

Two-Year College Workforce Non-Credit Program – Two-year college workforce noncredit programs provide a broad-based series of courses, which are offered through continuing education units (CEU) and conducted in a competency-based format. These courses are designed to provide a quick, flexible response to business, industry and student needs. Workforce courses have specific

occupational and/or instructional objectives. Two-year college workforce programs were available on 10 state-operated facilities during School Year 2010.

No state funds are expended on non-credit or workforce courses.

Degrees and Certificates Awarded During 2009-2010	
Associate Degrees	502
Bachelor's Degrees	39
Master's Degrees Conferred	22
Two-year College Vocational Credit Certificates	1,655
Two-year College Vocational Non-Credit Certificates	183
Two-year College Workforce Non-Credit	1,516

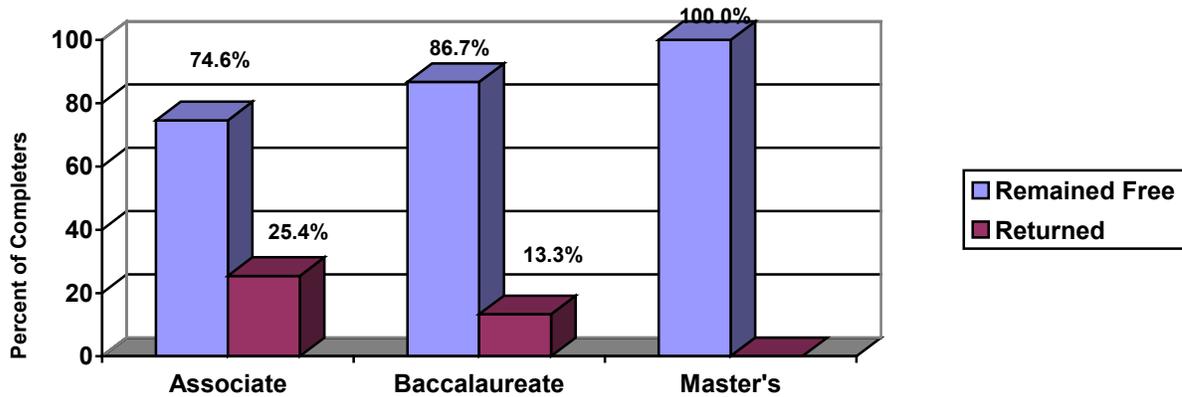
Institutional Benefits:

- College programs enhance WSD's ability to achieve the four statutory goals by providing value-added benefit to programs initiated by WSD. Higher educational achievement scores are associated with lower recidivism rates.
- Required out-of-cell time is provided in a positive way. Attending college class in the school setting is more productive and beneficial than idle time spent in a cell.
- Participation in college requires good conduct and behavior. For eligibility, offenders must meet at least Line Class I Status with no major disciplinary conviction for 6 months prior to enrollment.
- Disciplinary infractions among participants are low compared to the non-participant offender population.
- Offender college students are traditionally among the most productive workers in prison work assignments.

Recidivism Information:

- In a 1994 study of Texas data, staff examined data for offender students who had earned an associate, a baccalaureate or a master's degree while incarcerated between 1986 and 1992 and who had left the system. There were 883 offenders who had earned degrees while incarcerated and been released between 1986 and 1994. Of that number, only 24.7 percent had returned by June 1994. This recidivism rate compared with that of 43 percent reported by the Criminal Justice Policy Council for the entire prison system. [Texas Department of Criminal Justice, 1994; unpublished document]
- In an audit report entitled *Behind the Walls: The Price and Performance of the Texas Department of Criminal Justice* (1994), the State Comptroller's Office stated, "post-secondary education has a definite and dramatic effect on recidivism."

- Studies in Maryland, Ohio, Indiana, Alabama, Wisconsin, and New York have shown a clear and fairly consistent correlation between collegiate studies and reduced recidivism.
- In November 2002, education staff within the Windham School District of the Texas Department of Criminal Justice reviewed available program data to determine whether that same positive effect was operational in Texas among offenders who receive college degrees and certificates while incarcerated. Offender students (N=406) who earned an associate, baccalaureate, master’s degree, or vocational certificate while incarcerated and left the system in 1999 were measured. The following chart provides the breakdown of return rates per degree.



This data appears to confirm the findings of other studies that have demonstrated a link between attainment of a college degree and decreased levels of recidivism. The data also indicates an inverse relationship by type of degree—lower recidivism for higher levels of education.

- The Criminal Justice Policy Council cited a study by the Center on Crime, Communities and Culture that stated “the overall recidivism rate for degree holders released from TDCJ between September 1990 and August 1991 was 15%, while the recidivism rate of those inmates without degrees was four times higher.” (*The Effect of Educating Prisoners*; JaPaula Kemp and Marcia Johnson, 2003)
- “If Texas is to ensure its economic future...it will need to have at least 60% of its working age population (those 25-64 years of age) holding postsecondary credentials by 2030.” (Texas Association of Business, Reforming Higher Education, 2010)

N. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. For each regulatory program, if applicable, describe:

- why the regulation is needed;
- the scope of, and procedures for, inspections or audits of regulated entities;
- follow-up activities conducted when non-compliance is identified;
- sanctions available to the agency to ensure compliance; and
- procedures for handling consumer/public complaints against regulated entities.

N/A

**O. For each regulatory program, if applicable, provide the following complaint information.
The chart headings may be changed if needed to better reflect your agency's practices.**

N/A

VII. Guide to Agency Programs

A. Provide the following information at the beginning of each program description.

Name of Program or Function	Recreation
Location/Division	Division of Operational Support
Contact Name	Don Lawrence
Actual Expenditures, FY 2010	\$ 4,375,258.02
Number of FTEs as of August 31, 2010	56

B. What is the objective of this program or function? Describe the major activities performed under this program.

The Recreation program, supervised by the Continuing Education Department in the Division of Operational Support, promotes offender physical wellness and also serves as a viable management tool for facility administrators. Offenders at each TDCJ and privately contracted facility are afforded the opportunity for prescribed amounts of daily out-of-cell recreation time commensurate with their custody level. Approved exercise equipment and supplies are provided and maintained in gymnasiums, on outdoor recreation yards and in a variety of special recreation areas designed for offenders who are administratively segregated from other offenders. Television viewing and table games are provided in housing area dayrooms. Offenders are also allowed to engage in in-cell arts and crafts activities, read books and magazines that are provided for sedentary purposes, or listen to FM radio programming. Structured programs are also provided through intramurals and craft shop participation where crafts are sold for profit. Separate recreation plans are available to offenders at facilities for treatment or youthful offender programs.

WSD also publishes the offender newspaper, The ECHO.

Recreational Programs/Activities:

G1, J1, G2, J2, G3 Custody Recreation
 G4, J4 Custody Recreation
 G5, J5 Custody Recreation
 Administrative Segregation Recreation
 Programmatic Recreation
 Television/Radio Programming
 Arts and Crafts Activities
 Library Services
 The ECHO

C. What evidence can you provide that shows the effectiveness and efficiency of this program or function? Provide a summary of key statistics and performance measures that best

convey the effectiveness and efficiency of this function or program.

School Year 2009 – 2010	
Recreation	
Total audits conducted (includes craft shop audits)	61
Number of certification training classes offered	2
Number of TDCJ officers trained for Recreation oversight	83
Radio & TV	
Number of TVs replaced	613
Total number of TVs repaired and returned to service	1,895
Number of antenna, satellites, and cable systems repaired/installed	511
Number of FM radio systems repaired/installed	133
Number of TDCJ cameras, camcorders, monitors repaired and returned to service	338

D. Describe any important history regarding this program not included in the general agency history section, including how the services or functions have changed from the original intent.

In May 1985, the TDCJ entered into a stipulation in the case of Ruiz v. Estelle, 503 F. Supp. 1265 (S.D. Tex. 1980). This stipulation, among other things, required the TDCJ to construct recreation facilities, set minimum requirements for offender out-of-cell time, outline minimum activity requirements and provide professional staffing.

E. Describe who or what this program or function affects. List any qualifications or eligibility requirements for persons or entities affected. Provide a statistical breakdown of persons or entities affected.

G1, J1, G2, J2 and G3 Custody Recreation - Each offender is given the opportunity to be involved in recreational and other non-programmatic activities a minimum of four (4) hours for each scheduled weekday and seven (7) hours participation on scheduled weekends and holidays.

G4 Custody Recreation - Each offender is given the opportunity to be involved in recreational and other non-programmatic activities a minimum of four (4) hours for each scheduled weekday and five (5) hours participation on scheduled weekends and holidays.

J4 Custody Recreation – Each offender is given the opportunity to be involved in recreational and other non-programmatic activities a minimum of two (2) hours for each scheduled weekday and four (4) hours participation on scheduled weekends and holidays.

G5 Custody Recreation - Each offender who works or is medically unassigned, will receive two (2) hours of outdoor recreation each weekday and two (2) hours on Saturday, Sunday, and holidays.

J5 Custody Recreation – Each offender who works or is medically unassigned, will receive one (1) hour of outdoor recreation each weekday and one (1) hour on Saturday, Sunday, and holidays.

Administrative Segregation Recreation - Offenders in any category of administrative segregation for more than seventy-two (72) hours shall be provided opportunity for physical recreation out of their cells in conformity with the level to which they have been assigned. On those days when offenders are eligible for

recreation privileges, the security staff will contact each offender to determine whether the offender wishes to take his/her exercise time.

Programmed Recreation Activity - Offender involvement in programmed recreational activities may be considered a privilege, which extends beyond court ordered requirements. Required participation criteria will allow only those offenders who exhibit the best behavior to become involved.

Television and Radio Programming - Offenders who are G1, J1, G2, J2, G3, G4, J4 and Level I protective custody will be provided basic television programming and may receive FM radio signals. Religious television programming may be provided at times to those offenders who are restricted from television privileges.

Arts and Crafts Activities - Offender participation in arts and crafts is a privilege and is treated as such. Qualified offenders are issued craft cards on a first-come, first serve basis.

Library Services - Libraries are open seven days a week to allow a sufficient number of hours to provide an opportunity for school participants to access library services a minimum of once a week and general population offenders once a week.

WSD employs professional librarians and library aides to maintain libraries at 88 facilities for the TDCJ. Library books, newspapers and magazines are purchased with Recreation funds. Library resources serve as an additional in-cell offender recreational resource. During the 2009-2010 school year, WSD employed 42 librarians. Twenty-eight of those positions were funded through the Recreation funds.

F. Describe how your program or function is administered. Include flowcharts, timelines, or other illustrations as necessary to describe agency policies and procedures. List any field or regional services.

The WSD Division of Operational Support is responsible for supervising and administering the Recreation program. The Division Director for Operational Support reports to the Superintendent.

A program administrator, who reports to the Administrator for Continuing Education, coordinates recreation program activities.

G. Identify all funding sources and amounts for the program or function, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget strategy, fees/dues).

2009-2010		
TDCJ Strategy C.1.2 Institutional Goods/Services*	General Revenue	\$4,380,180.00
TDCJ Strategy C.1.2 Institutional Goods/Services – The ECHO	General Revenue	\$166,113.00

* MOU with TDCJ for Libraries, Radio & TV, and Inmate Recreation.

H. Identify any programs, internal or external to your agency, that provide identical or similar services or functions. Describe the similarities and differences.

I. Discuss how the program or function is coordinating its activities to avoid duplication or conflict with the other programs listed in Question H and with the agency's customers. If applicable, briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.

The TDCJ and Windham School District have an MOU under which Windham School District will be reimbursed for salaries and operating costs associated with the recreational programs.

J. If the program or function works with local, regional, or federal units of government include a brief description of these entities and their relationship to the agency.

K. If contracted expenditures are made through this program please provide:

- the amount of those expenditures in fiscal year 2010;
- the number of contracts accounting for those expenditures;
- a short summary of the general purpose of those contracts overall;
- the methods used to ensure accountability for funding and performance; and
- a short description of any current contracting problems.

There are no contracted expenditures related to the provision of recreational services.

L. What statutory changes could be made to assist this program in performing its functions? Explain.

M. Provide any additional information needed to gain a preliminary understanding of the program or function.

Recreational programs promote offender wellness. Wellness programs help to decrease medical costs. Recreational programs are also used as offender management tools by unit administration. The TDCJ Recreation program can assist an offender in developing fitness and conditioning, in developing skills and attitudes appropriate for group participation, and in the constructive use of leisure time.

In May, 2003, as part of the agency's reduction in force (RIF), the unit-level Recreation Program Specialist position was eliminated. Many of the programs that were non-court ordered and programmatic in nature, such as intramurals and weightlifting, were discontinued. Administrative concentration from that point forward has been centered on providing the basic court-ordered requirements for non-programmatic out-of-cell time and recreation activities.

The Recreation Department Administrator also supervises the Recreation Communications Department and assumes responsibility for the procurement, installation, and repair of all television sets, satellite systems, antenna systems and FM radio systems located on each facility throughout the TDCJ. The Recreation Communications Department also coordinates the contracting of television cable services

as necessary.

- N. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. For each regulatory program, if applicable, describe:**
- why the regulation is needed;
 - the scope of, and procedures for, inspections or audits of regulated entities;
 - follow-up activities conducted when non-compliance is identified;
 - sanctions available to the agency to ensure compliance; and
 - procedures for handling consumer/public complaints against regulated entities.

N/A

- O. For each regulatory program, if applicable, provide the following complaint information. The chart headings may be changed if needed to better reflect your agency's practices.**

N/A

VIII. Statutory Authority and Recent Legislation

A. Fill in the following chart, listing citations for all state and federal statutes that grant authority to or otherwise significantly impact your agency. Do not include general state statutes that apply to all agencies, such as the Public Information Act, the Open Meetings Act, or the Administrative Procedure Act. Provide information on Attorney General opinions from FY 2007 – 2011, or earlier significant Attorney General opinions, that affect your agency’s operations.

Windham School District Exhibit 13: Statutes/Attorney General Opinions	
Statutes	
Citation/Title	Authority/Impact on Agency (e.g., “provides authority to license and regulate nursing home administrators”)
State: Chapter 19, Texas Education Code	Enabling law that defines goals, powers, and duties of WSD.
State: Chapter 21, Subchapter B, Texas Education Code	Statute controls certification of professions that the district hires.
Federal: P.L. 105-17 Individuals with Disabilities Education Act	Requires WSD to provide free, appropriate education to qualified youths.
Federal: Section 504 of the 1973 Rehabilitation Act	Prohibits discrimination against persons with disabilities in programs which receive federal funds.
Attorney General Opinions	
Attorney General Opinion No.	Impact on Agency

B. Provide a summary of recent legislation regarding your agency by filling in the chart below or attaching information already available in an agency-developed format. Briefly summarize the key provisions. For bills that did not pass, briefly explain the key provisions and issues that resulted in failure of the bill to pass (e.g., opposition to a new fee, or high cost of implementation).

Windham School District Exhibit 14: 82nd Legislative Session Chart		
Legislation Enacted – 82nd Legislative Session		
Bill Number	Author	Summary of Key Provisions
SB 652	Hegar	Initiates a limited purpose review of the structure, management and operation of WSD by Sunset Advisory Commission

SB 1106	Harris/Otto/Madden	Sharing of information in a student's educational records by juvenile service providers.
HB 1610	L.Gonzales/Madden/Patrick	Requires dismissal of certified educators who are found guilty of a felony.
SB 1618	Seliger	Requires school districts to file reports electronically.
HB 2649	Allen/Ellis	Implements a plan for state jail felony offenders to be awarded diligent participation credit by a judge for participating in educational programs.
HB 1, Article V, Rider 54	Pitts	Study to evaluate and identify process inefficiencies related to parole review and offender release that is contingent upon successful completion of an assigned rehabilitation program.
Legislation Not Passed – 82nd Legislative Session		
Bill Number	Author	Summary of Key Provisions/Reason the Bill Did Not Pass
HB 20	Huberty	Relates to notice required for termination of a teacher's probationary contract or non-renewal
SB 208	Gallegos	Regarding the public notice required for finalists for the position of superintendent of a school district
HB 61	Martinez	Requiring the Commissioner to set a new salary schedule for teachers, counselors, and librarians by June 1 st each year. The schedule to be based on national averages.
HB 62	Martinez/Munoz	Would have given teachers, counselors, and librarians a \$400 per month raise
HB 81	Flynn	Would have prohibited "state agencies" from using public funds to print documents in a language other than English
HB 391	Aycock	Relating to the terminating of a teacher's term contract and discharge of a teacher due to the districts financial exigency
HB 694	Turner	Deals with the parole panel requiring specific department rehabilitation programs be completed prior to the release of an inmate
HB 785	Davis of Dallas	The bill sought to restrict investment of state funds with companies that have "outsourced" jobs within the prior two years
SB 831	Rodriguez	The bill would add disabled veterans to the "economically disadvantaged" groups when determining whether a business is a historically underutilized business
HB 1176	Brown	Concerning the installation of motion sensor technology to automatically control a state building's lightening, heating, ventilation, and air conditioning
HB 1236	Zedler	Relating to the availability of certain school district financial information on the district's website
SB 1544	Patrick	Relating to assault leave for certified educators if there has been a juvenile or criminal conviction
SB 1811	Duncan/Various Others	Relating to various state fiscal matters, such as changing the dates of FSP payments
HB 1879	Madden	Relating to money appropriated out of general revenue funds for the provision of post secondary education programs for inmates
HB 2773	Bohac	Relating to the salaries paid to certain professional employees of a school district - \$300 raise per month for teachers, counselors, and librarians
HB 3081	Isaac	Relating to suspending ERS annuity payments of retirees hired in another state job

HB 3385	Madden	Relating to the exchange of confidential information among certain governmental entities concerning certain juveniles
HB 3386	Madden	This bill would have allowed TDCJ to establish an adult education program with the goal of improving inmates employment opportunities and reducing recidivism
HB 3646	Turner	Relating to modifying the duties of the LBB and changes the reporting process
HB 3761	Marquez	Relating to the inmates in Administrative Segregation and the services provided to them
HB 3764	Marquez	Relating to the inmates in Administrative Segregation and the services provided to them
HB 3787	Allen	Relating to the salaries paid to certain professional employees of a school district - \$200 raise per month for teachers, counselors, and librarians
HB 3790	Pitts	Dealing with state agencies working to achieve cost savings through reduction of expenditures
HB 3795	Elkins	Requiring each governing body to invest a minimum of five percent of their total portfolio in a Texas-based, publicly-traded company

IX. Policy Issues

The purpose of this section is to briefly describe any potential issues raised by your agency, the Legislature, or stakeholders that Sunset could help address through changes in statute to improve your agency's operations and service delivery. This section is intended to give the Sunset Commission a basic understanding of the issues so staff can collect more information during our detailed research on your agency. Some questions to ask in preparing this section may include: (1) How can your agency do a better job in meeting the needs of customers or in achieving agency goals? (2) What barriers exist that limit your agency's ability to get the job done?

Emphasis should be given to issues appropriate for resolution through changes in state law. Issues related to funding or actions by other governmental entities (federal, local, quasi-governmental, etc.) may be included, but the Sunset Commission has no authority in the appropriations process or with other units of government.

If these types of issues are included, the focus should be on solutions which can be enacted in state law. This section contains three components:

A. Brief Description of Issue

Section 19.0041, Chapter 19, Texas Education Code requires Windham School District to consult with the Legislative Budget Board to compile and analyze information for each person who receives training services. The information includes the kind of training services provided; the kind of employment the person obtains on release; whether the employment was related to training; the difference between the amount of the person's earnings on the date employment is obtained following release and the amount of those earnings on the first anniversary of that date; and the retention factors associated with the employment. The submission of an annual report is required.

B. Discussion

This is a report that the district has been providing for the past five years. The results each year have clearly and consistently indicated the value of providing vocational training to incarcerated offenders. The most recent report, submitted to the Legislative Budget Board in December 2010, indicated the following:

- More than 75 percent of the employed releasees who received vocational training while incarcerated earned income in one or more occupations related to their training.
- In general, releasees who received vocational training while incarcerated displayed higher initial employment rates, earned higher wages, and exhibited higher job retention rates than those who did not receive vocational training.

C. Possible Solutions and Impact

Due to the time and labor intensiveness of the report, Windham School District would like to suggest that the report be required on a less frequent basis – perhaps every other year.

IX. Policy Issues

A. Brief Description of Issue

There is a need to establish a process by which the operations and programs of the Windham School District are externally evaluated on a periodic basis.

B. Discussion

Public school systems in Texas are reviewed by the State under the public school accountability system. A similar system should be developed and administered on a periodic basis for WSD to ensure that the district is operating effectively and efficiently. Currently, WSD has developed its own internal accountability system as a means to evaluate the effectiveness of the district's schools, and this internal system should continue to be utilized. The development and periodic implementation of an external review would enhance the credibility of school district performance data and provide an objective view of school district performance and operations. This process would ensure both internal and external review and evaluation.

The Criminal Justice Policy Council (CJPC) studies in 2000 provided a wealth of data about the WSD programs and performance. With the elimination of the CJPC, there is currently no organization in place to undertake studies of this nature.

C. Possible Solutions and Impact

Funding to develop an external accountability system for WSD should be allocated. The system could be developed under the direction of the TEA or by contract with external consultants/contractors. A timeline for the development and an implementation schedule of the accountability system should be required. Consultation is needed between WSD and TEA to agree on accreditation standards for the district and periodic review by TEA. Such a process would ensure oversight by TEA and provide TEA officials with more visibility of WSD programs and operations.

IX. Policy Issues

A. Brief Description of Issue

There is no mechanism in place for Windham School District employees to receive funding for salary increases when salaries are increased for classroom teachers via the minimum salary schedule.

B. Discussion

There is no provision in Chapter 19 that allows for WSD employees to be included in legislation that provides cost of living raises for state employees. *Section 19.009. District Employees* specifies *a) District employees are not considered employees of the state except as provided for in this section.* As a result, any legislation that provides for a cost of living adjustment for state employees does not apply to the Windham School District unless the legislation specifically addresses the District.

The same is true for salary increases afforded public school employees. Tex. Educ. Code 19.004 states, "Unless otherwise specifically provided, a provision of this code applying to school districts does not apply to the district." Therefore, unless specifically addressed in legislation, WSD is not included in any appropriations for salary increases when cost-of-living adjustments are made to the teacher minimum pay scale. In addition, such adjustments, if given, would not apply to administrative staff. While public schools have local funds to provide cost-of-living increases to administrative staff, the WSD does not have that option.

This funding issue places the District in a competitive disadvantage in salaries that we have to offer and our ability to attract highly qualified educators.

C. Possible Solutions and Impact

Chapter 19 should be amended so that the District receives an automatic appropriation whenever the teacher minimum pay scale is adjusted. The appropriation should include an amount to address administrative staff.

IX. Policy Issues

A. Brief Description of Issue

Although the employees of the district work in the same correctional institutions and have the same daily contact with offenders as employees of the Texas Department of Criminal Justice, District employees are not afforded the same protection for their personal information.

B. Discussion

Section 552.1175 Tex. Gov't Code makes the home addresses and other personal information of employees of the Texas Department of Criminal Justice (TDCJ) confidential. This information is not available to the public through the Public Information Act. More importantly it is not available to former offenders who were imprisoned in the Department.

Employees of the Windham School District work in the same prisons as employees of the TDCJ. They work with the same offenders as TDCJ employees and they face much the same risks as to former offenders seeking to contact them with nefarious intentions. Both Windham and TDCJ employees are exposed to the same risk; both deserve the same protections.

C. Possible Solutions and Impact

Sections 552.117 and 552.1175 Tex. Gov't Code should be modified to include Windham Employees. This will restrict access to personal information but likely will have no other impact.

IX. Policy Issues

A. Brief Description of Issue

Teacher evaluations are made confidential by Tex. Educ. Code §21.355, but that section does not apply to Windham teachers.

B. Discussion

Tex. Educ. Code 19.004 states, "Unless otherwise specifically provided, a provision of this code applying to school districts does not apply to the district. "Sec. 21.355. Confidentiality states, a "document evaluating the performance of a teacher or administrator is confidential." The interaction of these two sections of the code makes Windham, and only Windham, teacher evaluations subject to release under the Public Information Act. This decreases the appeal of Windham positions and the ability of the district to hire the professionals it needs.

C. Possible Solutions and Impact

Modify §19.009 so that §21.355 applies to Windham employees. This change should have little negative effect.

IX. Policy Issues

A. Brief Description of Issue

Rider 60 of the Appropriations bill requires Windham School District to conduct a pilot in evidence-based substance abuse treatment and behavioral health programs.

B. Discussion

The statute that guides Windham School District is Chapter 19 of the Texas Education Code. Section 19.004, Chapter 19, Texas Education Code states: The district shall:

- (1) develop educational programs specifically designed for persons eligible under Section 19.005 and ensure that those programs, such as GED and ESL, are integrated with an applied vocational context leading to employment;
- (1-a) develop vocational training programs specifically designed for persons eligible under Section 19.005 and prioritize the programs that result in certification or licensure, considering the impact that a previous felony conviction has on the ability to secure certification, licensure, and employment; and
- (2) coordinate educational programs and services in the department with those provided by other state agencies, by political subdivisions, and by persons who provide programs and services under contract.

The statute authorizes WSD to develop educational programs. There is a difference between educational programs and *treatment* programs. A substance abuse *treatment* program is beyond the scope of an educational program. Educators are not qualified treatment professionals.

The Texas Department of Criminal Justice provides a substance abuse *treatment* program. Under the requirement indicated above to coordinate programs and services with those provided by other state agencies, it would be a duplication of effort for WSD to offer a substance abuse treatment program.

Windham School District does, however, provide a drug *education* component in the CHANGES II (prerelease) program. Based on a request from an individual in the Texas Department of Public Safety, Driver License Division, WSD incorporated a drug education component into the CHANGES II program in 2009. Students who successfully complete the CHANGES II program are issued a drug education certificate. For individuals who are required to participate in a drug education program in order to reinstate their driver license, the WSD drug education certificate is accepted by DPS as fulfillment of that requirement.

WSD also provides the Cognitive Intervention program, a behavioral health program that was developed with technical assistance from the National Institute of Corrections and implemented during the 1996-97 school year. The Cognitive Intervention program teaches students to meet their needs without trespassing on the rights of others. Through instruction and exercises in interpersonal problem solving, the program helps offenders to develop skills in the following areas: personal accountability and responsibility; anger management; impulse control; overcoming criminal thinking; creating positive attitudes and beliefs; and setting goals. Data indicates a reduction in the number of TDCJ disciplinary cases after successful completion of the Cognitive Intervention program. WSD provides the Cognitive Intervention program at most facilities. The district also coordinates with TDCJ to provide the Cognitive Intervention program for the TDCJ Gang Renunciation and Disassociation (GRAD) program.

C. Possible Solutions and Impact

WSD requests that the rider be amended to require WSD to pilot an evidence-based substance abuse *education* program.

X. Other Contacts

A. Fill in the following chart with updated information on people with an interest in your agency, and be sure to include the most recent e-mail address.

Windham School District Exhibit 15: Contacts			
INTEREST GROUPS (groups affected by agency actions or that represent others served by or affected by agency actions)			
Group or Association Name/ Contact Person	Address	Telephone	E-mail Address
Texas Inmate Families Association	P.O. Box 300220 Austin, TX 78703-0004	(512) 371-0900	tifa@tifa.org
INTERAGENCY, STATE, OR NATIONAL ASSOCIATIONS (that serve as an information clearinghouse or regularly interact with your agency)			
Group or Association Name/ Contact Person	Address	Telephone	E-mail Address
American Correctional Association	206 N. Washington Street Alexandria, VA 22314	(703) 224-0000	execoffice@aca.org
Correctional Education Association Steve Steurer	8182 Lark Brown Road, Suite 202 Elkridge, MD 21075	800-783-1232	ssteurer@ceanational.org
U. S. Department of Education John Linton	Office of Correctional Education Office of Vocational and Adult Education 550 12 th Street, SW Washington DC, 20202-7100	202-245-6592	John.Linton@ed.gov
National Center for Construction, Education and Research (NCCER) Steve Greene	3600 NW 43rd Street, Bldg. G, Gainesville, FL 32606	352-334-0911	SGreene@nccer.org
LIAISONS AT OTHER STATE AGENCIES (with which your agency maintains an ongoing relationship, e.g., the agency's assigned analyst at the Legislative Budget Board, or attorney at the Attorney General's office)			
Agency Name/Relationship/ Contact Person	Address	Telephone	E-mail Address
Texas Education Agency Adam Jones Patsy Vinklerek (Accounts Payable) Jennifer Jacob (GED)	William B. Travis Building 1701 N. Congress Avenue Austin, Texas, 78701	512-463-9437 512-463-6061 512-463-9291	adam.jones@tea.state.tx.us patsy.vinklerek@tea.state.tx.us jennifer.jacob@tea.state.tx.us
Texas Department of Criminal Justice Brad Livingston	P. O. Box 99 Huntsville, TX 77342	936-437-2101	brad.livingston@tdcj.state.tx.us
Texas Department of Criminal Justice Jeff Baldwin	PO Box 13084, Capitol Station Austin, TX 78711	512-463-9776	jeff.baldwin@tdcj.state.tx.us
Legislative Budget Board	P.O. Box 12666	512- 463-4284	jennifer.schiess@lbb.state.tx.us

Jennifer Schiess	Capitol Station Austin, Texas 78711		
Texas Department of Licensing & Regulation Robert Rennich	E.O Thompson State Office Building P.O. Box 12157, Capitol Station Austin, Texas, 78711	512-539-5590	bob@license.state.tx.us
Texas Workforce Investment Council/SITAC Lee Rector	1100 San Jacinto Austin, Texas 78701	512-936-8100	twic@governor.state.tx.us
Teacher Retirement System Claudette Leverett	1000 Red River Street Austin, Texas 78701-2698	512-542-6400	claudette.leverett@trs.state.tx.us
Employees Retirement System	200 E. 18 th St Austin, Texas 78701	512-867-7711	bcassist@ers.state.tx.us
Attorney General's Office Susan Werner	PO Box 12548 Austin, TX 78711-2548	512-463-2080	susan.werner@oag.state.tx.us
Texas Workforce Commission John Ownby	101 East 15 th Street Austin, Texas 78778-0001	512-463-0834	john.ownby@twc.state.tx.us
Contracted Post-Secondary Institutions			
Alvin Community College Dr. John Bethscheider	3110 Mustang Road Alvin, Texas 77511-4898	281-756-3619	jbethscheider@alvincollege.edu
Amarillo College Lou Ann Seabourn	PO Box 447 Amarillo, Texas 79179-0001	806-371-5122	laseabourn@actx.edu
Blinn College Michele Jordan	902 College Avenue Brenham, Texas 77833	979-209-7528	mjordan@blinn.edu
Central Texas College Mark Pollet	PO Box 968 Gatesville, Texas 76528	254-526-1903	mark.pollet@ctcd.edu
Cedar Valley College Ruben Johnson	3030 N Dallas Avenue Lancaster, Texas 75134	972-860-8161	rjohnson@dcccd.edu
Clarendon College Dr. Debra Kuhl	PO Box 968 Clarendon, Texas 79226	806-874-3571	debra.kuhl@clarendoncollege.edu
Coastal Bend College Lillian Garza	3800 Charco Road Beeville, Texas 78102	361-354-2331	lgarza@coastalbend.edu
Houston Community College Robert Sims	4627 Crites Street Houston, Texas 77011	713-921-8738	robert.sims@hccs.edu
Lamar State College – Pt. Arthur Dr. Barbara Huval	PO Box 310 Port Arthur, Texas 77641	409-984-6330	barbara.huval@lamarpa.edu
Lee College Donna Zuniga	One Financial Plaza, Ste 290 Huntsville, Texas 77340	936-291-0452	dzuniga@lee.edu
Lone Star College Patricia Chandler	20000 Kingwood Drive Kingwood, Texas 77339	281-312-1749	pat.chandler@lonestar.edu
Sam Houston State University Dr. Richard Eglsaer	PO Box 2087 Huntsville, Texas 77341-2087	936-294-1006	eglsaer@shsu.edu
South Plains College Paul Henderson	1401 South College Avenue Levelland, Texas 79336	806-894-9611 Ext. 4320	phenderson@southplainscollege.edu
Southwest Texas Jr. College Hector Gonzales	2401 Garner Field Road Uvalde, Texas 78801	830-591-7286	hgonzales@swtjc.cc.tx.us
Sul Ross State University – Rio Grande Joel Vela	2623 Garner Field Uvalde, Texas 78801	830-279-3013	jvela@sulross.edu
Texas A & M – Central Texas Steve Newberry	1901 South Clear Creek Road Killeen, Texas 76549	254-519-5720	newberry@tarleton.edu
Texas State Technical College Kathleen Butler	300 College Drive Sweetwater, Texas 79556	325-235-7311	kathleen.butler@breckenridge.tstc.edu
Trinity Valley Community College Dr. Sam Hurley	100 Cardinal Drive Athens, Texas 75751	903-928-3288	shurley@tvcc.edu
University of Houston – Clear Lake Dr. Bill Powers	2700 Bay Area Boulevard Houston, Texas 77058	281-283-3385	powers@uhcl.edu

Self-Evaluation Report

Western Texas College Tammy Shirley	6200 College Avenue Snyder, Texas 75949-9502	325-574-7953	tshirley@wtc.edu
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XI. Additional Information

A. Fill in the following chart detailing information on complaints regarding your agency. Do not include complaints received against people or entities you regulate. The chart headings may be changed if needed to better reflect your agency's practices.

Windham School District Exhibit 16: Complaints Against the Agency – Fiscal Years 2009 and 2010		
	FY 2009	FY 2010
Number of complaints received	1,074	1,051
Number of complaints resolved	218	203
Number of complaints dropped/found to be without merit	856	848
Number of complaints pending from prior years	0	0
Average time period for resolution of a complaint	40 Days	40 Days

B. Fill in the following chart detailing your agency's Historically Underutilized Business (HUB) purchases.

Windham School District Exhibit 17: Purchases from HUBs				
FISCAL YEAR 2008				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction	\$0.00	\$0.00	0.0%	11.9%
Building Construction	\$0.00	\$0.00	0.0%	26.1%
Special Trade	\$604.80	\$0.00	0.0%	57.2%
Professional Services	\$0.00	\$0.00	0.0%	20.0%
Other Services	\$492,371.20	\$1,053.00	0.2%	33.0%
Commodities	\$3,558,031.03	\$459,758.58	12.9%	12.6%
TOTAL	\$4,051,007.03	\$460,811.58	11%	

FISCAL YEAR 2009				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction	\$0.00	\$0.00	0.0%	11.9%
Building Construction	\$0.00	\$0.00	0.0%	26.1%
Special Trade	\$2,478.80	\$0.00	0.0%	57.2%
Professional Services	\$0.00	\$0.00	0.0%	20.0%
Other Services	\$1,291,889.64	\$4,320.00	0.3%	33.0%
Commodities	\$3,499,658.58	\$278,192.67	7.9%	12.6%
TOTAL	\$4,794,027.02	\$282,512.67	6%	
FISCAL YEAR 2010				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction	\$0.00	\$0.00	0.0%	11.9%
Building Construction	\$0.00	\$0.00	0.0%	26.1%
Special Trade	\$928.80	\$0.00	0.0%	57.2%
Professional Services	\$0.00	\$0.00	0.0%	20.0%
Other Services	\$1,405,054.22	\$24,218.80	1.7%	33.0%
Commodities	\$3,736,463.28	\$620,177.92	16.6%	12.6%
TOTAL	\$5,142,446.30	\$644,396.72	13%	

C. Does your agency have a HUB policy? How does your agency address performance shortfalls related to the policy? (Texas Government Code, Sec. 2161.003; TAC Title 34, Part 1, rule 20.15b)

The Windham School District (WSD) is a blended component agency (696) of the Texas Department of Criminal Justice (TDCJ). The WSD follows the HUB rules and reporting requirements of the TDCJ. The following is TDCJ's response to this section:

Yes, the Texas Board of Criminal Justice adopted the rules of the Texas Comptroller of Public Accounts codified in 34 Texas Administrative Code, Part 1, Chapter 20, Subchapter B, relating to the HUB Program. The TDCJ is firmly committed to promoting and increasing contracting opportunities with Historically Underutilized Businesses. The Agency seeks to address performance shortfalls by using a highly structured program that is presented as the TDCJ HUB Action Plan. Other good faith efforts include the following:

- Agency partnership with the Texas Association of Mexican American Chambers of Commerce (TAMACC) and the Texas Association of African American Chambers of Commerce (TAAACC).
- HUB forum programs to have HUB suppliers present their products and services to TDCJ personnel.

- Continuous revolving one on one training of TDCJ purchasers in locating and using HUB vendors.
- Attendance at economic opportunity forums and HUB oriented trade fairs with bid opportunities.
- Attend construction pre-bid conferences and introduce HUB subcontractors to prime contractors.
- Assist HUB contractors in re-certification at Agency offices or by traveling to their location if necessary.
- Participation including funds, postage, and personnel in events sponsored by legislators and community leaders.
- Successful program to increase procurement card HUB utilization.
- Assistance to and training of HUB vendors and contractors as necessary.
- Sponsoring a Huntsville HUB trade show and vendor orientation for TDCJ personnel to meet HUB vendors.
- Promote, monitor, and continue to expand a successful Mentor-Protégé program.
- Participation in contract administration.
- Distribution of Electronic State Business Daily opportunities twice weekly to minority organizations and HUBs.
- Prepare detailed and informative HUB subcontractor lists for solicitations that require HUB Subcontracting Plans.
- Periodic presentations and departmental HUB performance reporting to TDCJ management.
- Present required HUB training to purchasing staff no less than four times per year.

The TDCJ believes that these programs demonstrate our “Good Faith Effort” to improve participation of Historically Underutilized Businesses with the Agency’s contracting opportunities. TDCJ also believes that success in the HUB Program requires executive commitment and oversight, as well as cooperation, integration, and a close working relationship between the Contracts and Procurement staff and the HUB Program staff. This continued commitment is vital to the Agency’s success for creating and increasing contracting opportunities for Historically Underutilized Businesses.

D. For agencies with contracts valued at \$100,000 or more: Does your agency follow a HUB subcontracting plan to solicit bids, proposals, offers, or other applicable expressions of interest for subcontracting opportunities available for contracts of \$100,000 or more? (Texas Government Code, Sec. 2161.252; TAC Title 34, Part 1, rule 20.14)

The Windham School District (WSD) is a blended component agency (696) of the Texas Department of Criminal Justice (TDCJ). The WSD follows the HUB rules and reporting requirements of the TDCJ. The following is TDCJ’s response to this section:

Yes. The agency does utilize the HUB Subcontracting Plan (HSP) developed by the office of the Comptroller of Public Accounts, revised October 2007. HUB program staff present the HSP at pre-bid conferences and instruct potential prime contractors of our goals with HUBs, the importance of the completeness of the HSP, and the required “Good Faith Effort”.

E. For agencies with biennial appropriations exceeding \$10 million, answer the following HUB questions.

The Windham School District (WSD) is a blended component agency (696) of the Texas Department of Criminal Justice (TDCJ). The WSD follows the HUB rules and reporting requirements of the TDCJ. The following is TDCJ’s response to this section:

	Response / Agency Contact
1. Do you have a HUB coordinator? (Texas Government Code, Sec. 2161.062; TAC Title 34, Part 1, rule 20.26)	<p>1 - HUB Director Sharon Schultz Two Financial Plaza, Suite 525 Huntsville, Texas 77340 936-437-7026 (phone), 936-437-7088 (fax)</p> <p>Sharon.schultz@tdcj.state.tx.us</p> <p>2 - HUB Coordinators</p>
2. Has your agency designed a program of HUB forums in which businesses are invited to deliver presentations that demonstrate their capability to do business with your agency? (Texas Government Code, Sec. 2161.066; TAC Title 34, Part 1, rule 20.27)	TDCJ hosts a HUB forum every year in cooperation with Sam Houston State University, Walker County and the City of Huntsville. The HUB forum took place on March 22, 2011 this year. Businesses meet with purchasers and TDCJ staff throughout the year to give presentations about the products and services their company has to offer the agency.
3. Has your agency developed a mentor-protégé program to foster long-term relationships between prime contractors and HUBs and to increase the ability of HUBs to contract with the state or to receive subcontracts under a state contract? (Texas Government Code, Sec. 2161.065; TAC Title 34, Part 1, rule 20.28)	TDCJ has developed a mentor-protégé program and is currently sponsoring two mentor-protégé relationships. The agency is currently working to build 2 more mentor-protégé relationships.

F. Fill in the chart below detailing your agency’s Equal Employment Opportunity (EEO) statistics.¹

Windham School District							
Exhibit 18: Equal Employment Opportunity Statistics							
FISCAL YEAR 2008							
Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %

¹ The Service/Maintenance category includes three distinct occupational categories: Service/Maintenance, Para-Professionals, and Protective Services. Protective Service Workers and Para-Professionals are no longer reported as separate groups. Please submit the combined Service/Maintenance category totals, if available.

Officials/Administration	18	0	6.6%	22.2%	14.2%	61.1%	37.3%
Professional	1003	8.4%	8.3%	8.3%	13.4%	57.6%	53.2%
Technical	27	0	12.4%	11.1%	20.2%	18.5%	53.8%
Administrative Support	205	13.2%	11.2%	18.5%	24.1%	94.7%	64.7%
Service Maintenance	5	40%	13.8%	20%	40.7%	0	39.0%
Skilled Craft	7	0	6.0%	14.3%	37.5%	0	4.8%

FISCAL YEAR 2009*							
Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %
Officials/Administration	12	8.3%	9.0%	25%	23.7%	66.7%	38.8%
Professional	993	8.6%	11.7%	8.5%	19.9%	50.6%	54.5%
Technical	23	0	17.0%	17.4%	27.0%	17.4%	55.6%
Administrative Support	183	11.5%	13.2%	20.2%	31.9%	95.1%	66.2%
Service/Maintenance	6	33.3%	12.8%	16.7%	44.8%	0	39.7%
Skilled Craft	9	0	5.1%	22.2%	46.9%	0	5.1%
*Employees as of 12/01/2009							
FISCAL YEAR 2010							
Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %
Officials/Administration	15	6.7%	7.5.0%	20%	21.17%	66.7%	37.5%
Professional	1039	8.8%	9.7%	9.1%	18.8%	58.8%	53.3%
Technical	25	0	13.9%	16%	27.1%	16%	53.9%
Administrative Support	186	11.3%	12.7%	20.4%	31.9%	95. %7	67.1%
Service/Maintenance	8	37.5%	14.4%	25%	49.9%	0	39.1%
Skilled Craft	9	0	6.6%	22.2%	46.3%	0	6.0%

G. Does your agency have an equal employment opportunity policy? How does your agency address performance shortfalls related to the policy?

Yes. The EEO policy is contained in Windham Board Policy 7.01, section 7.01-2.

Since the District uses a "zero tolerance" standard concerning EEO, "performance shortfalls" are not permitted but are considered as policy violations. Violation of EEO policy can result in punishment up to and including termination.

XII. Agency Comments

Windham School District assists the Texas Department of Criminal Justice.

- WSD provides literacy, life skills and reintegration programs that assist the TDCJ in fulfilling obligations outlined in the following statutes:
 - Title 4, Government Code, Subtitle G, Chapter 501, Subchapter A, §501.005. Literacy Programs
 - Title 4, Government Code, Subtitle G, Chapter 501, Subchapter A, §501.096. Reentry Program for Long-Term Inmates
 - Title 1, Code of Criminal Procedure, Chapter 42, Judgment and Sentence, Art. 42.014. Finding That Offense Was Committed Because of Bias or Prejudice
 - Title 37, Texas Administrative Code, Part 5, Chapter 145, Subchapter A, Rule §145.12. Parole Process
- Through a shared database, WSD assists the TDCJ with data and statistics pertaining to education.
- WSD operates unit libraries, providing recreational reading opportunities for TDCJ offenders.
- WSD publishes the offender newspaper, The ECHO.
- Offenders with improved reading skills are better able to fully participate in other TDCJ treatment or rehabilitation programs.
- Offenders with limited English proficiency participate in the English as a Second Language (ESL) program, learning to speak and understand English. The offenders are then better able to communicate with correctional staff and better able to understand and follow oral and written directions. This results in less need for TDCJ to provide interpreters, and fewer disciplinary incidents caused by language barriers.
- Federal law (Individuals with Disabilities Education Act) requires the provision of Special Education services to eligible offenders with disabilities. The WSD Special Education program assists TDCJ by meeting the unique educational needs of offenders with learning disabilities, mental retardation, emotional disturbance, orthopedic impairments, vision impairments and hearing impairments.
- The WSD Cognitive Intervention program is specifically designed to meet the legislated goals to reduce recidivism and provide incentives for offenders to behave in positive ways during confinement. The curriculum is designed to help offenders overcome criminal thinking and behavior and teach them problem-solving skills. In 1999, a disciplinary study indicated a 38.3% reduction in the number of disciplinary cases for program completers. Sixty-one percent of the program completers exhibited a reduction in the number of disciplinary cases. This results in a significant cost savings for the TDCJ.

In addition, the Cognitive Intervention program is the cornerstone of the TDCJ Gang Renunciation and Disassociation (GRAD) program. During the last year, approximately 650 offenders were released from administrative segregation into general population as a result of completing the GRAD program, potentially saving the state \$4.5 million.

With respect to reductions in recidivism, a study by the Criminal Justice Policy Council indicated that the program had a positive impact on high-risk offenders. The recidivism rate for high-risk offenders who completed the program was 26.7% compared to a 35.5% recidivism rate for high-risk offenders who did not complete the program [Source: Biennial Report to the 78th Texas Legislature, January 2003 (page 42)]. The CJPC approximated the cost of the Cognitive Intervention program to be \$497

per offender. The potential cost savings to the TDCJ (fewer disciplinary cases) as well as the cost savings to taxpayers (reduction in recidivism) yield a significant return on this investment.

- WSD provides a pre-release (reintegration) program that plays a vital role for the TDCJ in meeting the needs of offenders with early release votes. Completion of the CHANGES II program fulfills the Parole Board requirement for participation in a rehabilitation program in order to qualify for early release. The Texas Department of Criminal Justice offers several FI-R programs, but the CHANGES program is the least costly and the most utilized. While it cannot be determined what action the Parole Board might take if this program were not available, it is reasonable to assume that those offenders, who would have received a vote to attend the CHANGES II program as a condition of release, would be incarcerated for a longer period of time. Assuming that these offenders would have been incarcerated for an additional year (a typical period of time for a parole “set-off”), the demand for prison beds could increase by as much as 4,100 beds, costing the state an additional \$17 million.
- WSD vocational training supports TDCJ and Texas Correctional Industries (TCI). For example, offenders who successfully complete the WSD truck driving program work as truck drivers; offenders who complete the WSD drafting program may work in the Geographical Information System (GIS) facility; offenders who complete the WSD computer maintenance technician program may work in the computer recovery plants; offenders who complete the WSD sheet metal or welding programs may work in the Stainless Steel and Metal Fabrication facilities.
- The apprenticeship and OJT programs operated throughout the TDCJ are coordinated through WSD. WSD is responsible for the procedural guidelines, coordination of the program, approval of training plans and programs, the maintenance and distribution of the list of approved occupations, and the awarding of completion certificates. WSD contracts with instructors to provide the required classroom component of the apprenticeship program.
- As the education provider for the Texas Department of Criminal Justice, WSD provides educational programs that satisfy American Correctional Association (ACA) accreditation standards. The ACA standards have been established as best practices and necessary for effective correctional institutions.
- WSD provides oversight for unit libraries and recreation programs, which offer valuable in-cell and out-of-cell recreational activities for offenders.
- WSD provides oversight, technical expertise and service to all units through its Radio/TV shop. All TDCJ televisions, FM radio signals, TDCJ security cameras are maintained through this service.
- WSD conducts audits of the education programs at privately-operated facilities. WSD also assists TDCJ with development of educational program requirements for bid and contract purposes. With respect to privately-operated facilities, WSD assists in training and conducts credential reviews as needed for educational employees at private facilities.
- Educational, vocational and certified on-the-job training programs completed during the present incarceration are listed as dynamic factors impacting parole risk scores. Offenders improve their chances of getting paroled by completing a program offered by Windham School District.
- **When the recidivism rate is lower, there may be cost avoidance for Texas. The average incarceration cost in FY 10 was \$50.79 per day with an average stay of 4.3 years. This would equate to over \$79,000 per offender per stay. Based on the 2011 LBB Recidivism and Revocation report, one percent of the FY 07 Prison Release Cohort would be 410 offenders.**

Every one percent reduction in recidivism for these releases would avoid incarceration costs of \$7,600,723 annually.

Why WSD is an entity that is separate and distinct from TDCJ:

- WSD has a single focus—providing quality correctional education programs for offenders. The TDCJ is a massive agency with approximately 40,000 employees and a myriad of criminal justice responsibilities. The WSD budget would only approximate 1.56% of the TDCJ budget. Given the complexity of the TDCJ mission, education might receive low priority and become just another one of the many things they do.
- As a school district, WSD receives Foundation School Program (FSP) funding. FSP funds are dedicated by law and cannot be diverted to other uses. Use of FSP funds mandates accountability and ensures quality of education through compliance monitoring and financial audits by TEA.
- Recognition as a local education agency (LEA) qualifies WSD for participation in the state-adopted textbook program and for receipt of federal educational grant monies. WSD currently receives federal funds through the following grants: No Child Left Behind, Title I, Part D, Subpart 1; No Child Left Behind, Title II, Part A; Individuals with Disabilities Education Act (IDEA), and Carl Perkins.
- Recognition as a school district assures the provision of certified teachers. Offenders exhibit a history of academic failure, significant educational deficits, and a high incidence of learning disabilities. The wide array of learner needs, abilities, rates of learning and behavioral deficits that offenders manifest are not typical of the public school or adult education free world classrooms. Offenders need highly qualified professional teachers; in fact, they need the *best* teachers.
- The Texas Education Agency uses the WSD appropriation and demographic data in calculating the state match for federal adult education funds.
- If WSD employees were to become state employees, there would be an increased cost associated with their benefit package (e.g., hazardous duty pay, retirement and employer social security payments, reimbursement for unused vacation balances, etc.).
- As an educational institution, WSD receives discounted rates for communication circuits (HB 2128). Therefore, in locations where TDCJ and WSD are co-located, TDCJ can benefit from those discounted rates when they choose. Since the communication circuits are necessary for the operation of both TDCJ and WSD, TDCJ benefits from the discounted rates.
- As an educational entity, WSD has worked diligently to establish collaborative partnerships with free world businesses and industry (e.g., National Center for Construction Education and Research). In so doing, industry representatives have become familiar with the quality of WSD educational programs, have donated equipment and materials to WSD shops, and have provided industry training for WSD teachers.
- The Andersen Consulting firm, contracted by TEA in 1990 to conduct a programmatic and governance study of Windham School District, addressed quality assurance. “Defining Windham’s status as a semi-independent school district [i.e., accredited and funded through TEA] is critical to the continued success of Windham programs and hence to the accomplishment of both TDCJ and TEA goals.”

[*Report on the Comprehensive Study of the Windham School System*, Texas Education Agency, June 1990]

- During a performance review by the State Comptroller's office in 1992, auditors took the position that Windham should continue to be accredited and monitored by TEA against standards established specifically for such a unique school district. [*Schools Behind Bars: Windham School System and Other Prison Education Programs*, Texas Performance Review, Texas Comptroller of Public Accounts, December 1992]
- With respect to the principles of effective practice, reviews by MacKenzie (2008) indicate that education programs need to be implemented with integrity, meaning the program model should be based on a clear theoretical framework, the program elements and methods should be grounded in research, the dosage should be provided consistently and for a long enough period of time, and the programs should be provided by qualified, trained staff following standardized protocols. [MacKenzie, Doris L. 2008. "Structure and Components of Successful Educational Programs. Paper presented at the Reentry Roundtable on Education, John Jay College of Criminal Justice, New York.]

Participants at the Reentry Roundtable referenced above, explored components of effective correctional education, including proper student assessment and placement, well-trained teachers, appropriate use of technology, and effective incentive structures. Windham School District assesses students and tailors educational programming to meet the educational needs and objectives of individual students; provides teachers who are formally trained and certified as public school teachers; incorporates computer-assisted instruction; and has incentive structures in place to encourage students to participate in and complete education programs.

The following effectiveness studies have been conducted on Windham School District:

- *A Comprehensive Study of the Windham School System*, Andersen Consulting, 1990
- *Performance Audit Report of Windham Schools and Project RIO*, Office of State Auditor, August 1990
- *Performance Review: Schools Behind Bars, Windham School System and Other Prison Education Programs*, Comptroller of Public Accounts, December 1992
- *An Overview of the Windham School District*, Criminal Justice Policy Council, February 2000
- *Educational Achievement of Inmates in the Windham School District*, Criminal Justice Policy Council, April 2000
- *Impact of Educational Achievement of Inmates in the Windham School District on Post-Release Employment*, Criminal Justice Policy Council, June 2000
- *Impact of Educational Achievement of Inmates in the Windham School District on Recidivism*, Criminal Justice Policy Council, August 2000
- Select Committee—Interim Report to the 77th Texas Legislature, 2000
- District Effectiveness and Compliance (DEC) Visit, Texas Education Agency, May 2003
- Accreditation Audit – National Center for Construction Education and Research, 2004
- Sunset Review, 2005
- *Windham School District Evaluation Report*, Legislative Budget Board, January 2007
- TEA Study of Management and Operations – Conducted by consultants hired by TEA, 2007
- *Windham School District Evaluation Report*, Legislative Budget Board, January 2008
- *Windham School District Evaluation Report*, Legislative Budget Board, January 2009
- TEA Special Education Compliance Visit, 2009
- *Windham School District Evaluation Report*, Legislative Budget Board, January 2010

- Incarcerated Individuals Program (IIP) Grant Report submitted to U.S. Department of Education, December 2010
- *Windham School District Evaluation Report*, Legislative Budget Board, January 2011

Correctional education is associated with cost savings/cost avoidance:

- With respect to WSD, previous studies by the Criminal Justice Policy Council have indicated that WSD educational programs have a positive impact on the reduction of recidivism. The reduction of recidivism may be viewed in general as *cost avoidance* for the State.
- Ex-offenders, who have completed higher levels of education, are more likely to attain meaningful employment at a living wage, become taxpayers, and are likely to be less reliant on assistance from social service agencies.
- Numerous studies over the years in many states have demonstrated an inverse relationship between level of educational attainment and recidivism. The higher the level of educational functioning when released from incarceration, the lower the recidivism level.
- In the past, the Criminal Justice Policy Council performed studies related to reductions in recidivism. This activity now falls under the purview of the Legislative Budget Board.
- Recidivism studies are complex and require access to various databases (e.g., TDCJ, DPS, Texas Workforce Commission, etc.). In theory, WSD might be allowed access to the various databases; however, the district does not have the analytical capacity to conduct recidivism studies on a routine basis. When the Criminal Justice Policy Council conducted the studies of WSD, it is our understanding that they had at least five people working on the project for approximately 18 months. To study the impact of WSD programs on recidivism, WSD participants would have to be tracked by program participation, grade level attainment, and other relevant factors such as age and risk level. Participants would have to be matched by control factors (e.g., age, grade level at entry, risk factor) and compared to non-participants. After release, participants and non-participants would have to be tracked for 1, 2, or 3 years. WSD does not have the capacity or the resources to conduct complex, comprehensive studies of this magnitude. WSD would need an in-house core of analytical experts who could design and conduct such studies on a continuous basis.
- Numerous studies suggest that correctional education can reduce recidivism and increase employment levels and wages. These positive effects have been found for a range of types of programming, including vocational training and adult basic, secondary and postsecondary education. (Gaes, Gerald G. 2008. *"The Impact of Prison Education Programs on Post-Release Outcomes."*). Gaes states: "the takeaway message is that correctional education does promote successful prisoner reentry."
- Convicted offenders are, on average, less educated and have fewer marketable job skills than the general population. Incarcerated adults also have high rates of illiteracy. [Harlow, C.W. 2003. *Education and Correctional Populations*. Bureau of Justice Special Report, Office of Justice Programs, U.S. Department of Justice.]
- The following findings were presented at the Reentry Roundtable on Education at the John Jay College of Criminal Justice in New York in 2008:

- ✓ Research demonstrates that education programs such as basic education, GED, postsecondary and vocational are effective in reducing later recidivism and increasing future employment.
 - ✓ Offenders may obtain necessary credentials, such as a GED, that make them eligible for jobs for which they previously would not have been considered.
 - ✓ Strategies focusing on deterrence and retribution as goals show little mean reduction in recidivism. In contrast, skills-based programs including those directed at improving cognitive skills as well as employment skills have been found to be effective.
 - ✓ Offenders who participated in adult basic education or GED programs recidivated at a lower rate than the comparison groups.
 - ✓ Postsecondary programs significantly reduced the recidivism of participants.
 - ✓ Vocational education programs were successful in reducing the later criminal activities of participants.
 - ✓ Effective programs focus on change at the individual level, particularly those that focus on changing the thinking skills of the students. [MacKenzie, Doris L. 2008. “*Structure and Components of Successful Educational Programs*”]
- Ensuring that prisoners are prepared to return to society is becoming an increasingly important issue for policymakers to address considering the growing number of inmates expected to be released from prison in the coming years. While more research is needed to determine ways to reduce recidivism, a recent study funded by the U.S. Department of Education found that participation in state correctional education programs lowered the likelihood of reincarceration by 29 percent. [National Institute for Literacy, *State Correctional Education Programs, State Policy Update*, March 2002]
 - As it is currently conceived and implemented, recidivism is a flawed measure of correctional success. Public attention has focused on the common sense element of the issue, neglecting the research-oriented and moral elements. Recidivism raises important questions about the appropriateness of public policy based on unjustified assumptions. Until the “get tough on crime” sentiment evolves into a “smart on crime” agenda, decision makers should be cautious about recidivism as a measure of correctional education program success. [Gehring, Thom. “*Recidivism as a Measure of Correctional Education Program Success*” *Journal of Correctional Education*, Volume 51, Issue 2, June 2000.]
 - Various studies show that correctional education potentially offers many benefits and, when good programs are implemented, can offer benefits that more than offset their costs. [From *Cellblocks to Classrooms: Reforming Inmate Education To Improve Public Safety*. February 2008. Legislative Analyst’s Office, Sacramento, California]

Studies indicate there is a return on investment with respect to the provision of correctional education:

- The Correctional Education Association received a grant from the U.S. Department of Education, Office of Correctional Education, to study the impact of prison education on post-release recidivism and employment. The study involved more than 3,000 inmates released from Maryland, Minnesota, and Ohio in 1997-98. The results of the study indicated that correctional education participants had lower recidivism rates for re-arrest, re-conviction and re-incarceration. Correctional education reduced reincarceration rates by 23% (from 31% to 22%). Based on the cost of incarceration for one year, every dollar spent on education returned more than two dollars in savings. There were also uncalculated savings in welfare costs, the reduction in police and court processing costs, and the

reduction in crime. [*Three State Recidivism Study*, Correctional Education Association, September 2001]

- “Aside from the actual impact of correctional education measured by its effect size, it is important to realize the scope and breadth of its impact. Unlike many correctional interventions which may only involve a small proportion of the confined population, some form of correctional education can impact almost every offender... The accumulation of small effects on a large population can have a much greater impact than the accumulation of large effects on a small population... When you put this in perspective, and couple these effect sizes with a significant number of offenders who are released each year who could benefit from correctional education, this elevates correctional education to one of the most productive and important reentry services.” [*The Impact of Prison Education Programs on Post-Release Outcomes*, Gerald G. Gaes, Florida State University. This manuscript was originally prepared for the Reentry Roundtable on Education on March 31 and April 1, 2008 at John Jay College of Criminal Justice in New York City, and sponsored by the Prisoner Reentry Institute at John Jay College of Criminal Justice and the Urban Institute.]
- A 1997 study, *Costs-Consequences Analysis for Florida’s Workforce Development Programs*, indicated that the money invested in correctional education in the state of Florida has had a positive return on investment for Florida taxpayers. [Study conducted by TaxWatch and the Center for Needs Assessment & Planning, 1997]
- “One million dollars spent on correctional education prevents about 640 crimes, while that same money invested in incarceration prevents 350 crimes. Correctional education is almost twice as cost effective as a crime control policy.”

“Additionally, correctional education may actually create long-run net cost savings. Inmates who participate in education programs are less likely to return to prison. For each re-incarceration prevented by education, states save about \$20,000. One million dollars invested in education would prevent 26 re-incarcerations, for net savings of \$600,000 in the future.”

“Clearly, spending on prison education saves states money in the long run due to the prevented re-incarcerations of its participants. But states will not save this money if they do not make this investment—prisoners will just keep coming back.” [*Correctional Education as a Crime Control Program*, UCLA School of Public Policy and Social Research, Department of Policy Studies, Prepared for the U.S. Department of Education, Office of Correctional Education, 2003]
- A study by the Washington State Institute for Public Policy addressed whether evidence-based options could lower the anticipated need to build new prisons, reduce state and local fiscal costs of the criminal justice system and contribute to reduced crime rates. The study indicated that vocational education in prison and general education in prison (basic education or post-secondary) yield a reduction in recidivism and a net gain in fiscal benefits (the net present values of the long-term benefits of crime reduction minus the net up-front costs of the program). However, “ensuring competent delivery of programs while maintaining fidelity to the program model appears to be essential.” The study found that when a program was not implemented competently, then it did not reduce crime at all. When it was delivered as designed, the program produced outstanding returns on investment. It was determined that quality control mattered. [*Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*, Washington State Institute for Public Policy, October 2006]
- The cost-benefit analysis by Aos, Miller, and Drake (2006) suggests that even a 7 to 9 percent reduction in recidivism can result in significant cost savings for taxpayers. In terms of the cost of programming

versus the cost of incarceration, Aos and his coauthors report that \$1,182 per prisoner invested in vocational training can save \$6,806 in future criminal costs, and \$962 per prisoner invested in academic education (adult basic, secondary and postsecondary) can save \$5,306 in criminal justice costs. The savings are even greater if one also considers the social benefits of avoiding victimization and the economic benefits from increasing the number of legally employed, taxpaying citizens. [Aos, Steve, Marna Miller, and Elizabeth Drake. 2006. *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. Washington State Institute for Public Policy.]

- A study by the Washington State Institute for Public Policy looked at the effectiveness of evidence-based criminal justice programs. The study found that employment and education related programs lead to modest but statistically significant reductions in criminal recidivism rates. With respect to cognitive-behavioral treatment, the study found that the program significantly reduced recidivism by 8.2 percent. With respect to basic adult education program in prison, the study found that the programs reduced the recidivism rates of program participants. With respect to vocational education programs in prison, the study found that the programs appear to reduce recidivism. [*Evidence-Based Adult Correctional Programs: What Works and What Does Not*, Washington State Institute for Public Policy, January 2006]
- There is significant data that shows that the high incidence of recidivism can be drastically reduced through correctional education, particularly academic studies. Education is far less expensive than the prison “recycling” policy currently employed. Annually, it costs twice as much to provide room and food for a prisoner than it would cost to educate the person while they’re in prison or under the supervision of the justice system. [Kemp, JaPaula and Marcia Johnson. *The Effect of Educating Prisoners*, University of Pennsylvania Journal of Law and Social Change, Volume 7. 2003.]
- We must accept the reality that to confine offenders behind walls without trying to change them is an expensive folly with short-term benefits – a “winning of battles while losing the war.” ... [We must] provide a decent setting for expanded educational and vocational training.
- Warren Burger, former chief justice of the U.S. Supreme Court [Source: Vocational Education in Correctional Institutions, a report based on hearings conducted by the National Advisory Council on Vocational Education, March 1981, referencing Burger’s February 8, 1981, presentation to the American Bar Association.]

Considerations

- The mission of Windham School District is to reduce recidivism by assisting offenders in becoming responsible, productive members of their communities. All WSD programs are specifically designed to achieve that mission. Please refer to the table at the end of this section.
- Data indicates that 77,950 offenders are currently within five years of projected release. Offenders typically have difficulty obtaining employment when they return to their communities. Offenders who cannot obtain employment in occupations that pay a living wage often resort back to criminal activity to survive. With the current downturn in the economy, offenders who have not attained a high school diploma or GED or at least learned to read, or who have not had vocational training, have minimal chances for employment. Teaching an offender to read greatly enhances his/her chances of employment.
- Recidivism is detrimental to our state. It equates to an increase in criminal activity, unsafe communities, more citizens being victimized, and continued expense to incarcerate those who, studies

indicate, would likely have chosen a different path if the opportunity for education and job training had been provided for them during their first incarceration. WSD is fighting crime through education.

- **Research indicates that education is the most effective and economical method of lowering recidivism.**
- Windham School District is viewed as a national leader in correctional education and has a 42-year track record of demonstrated success. WSD programs provide hope to offenders who typically have little confidence in themselves to find employment and limited ability to visualize a productive future. In addition to academic attainment and vocational skills, the personal growth and interpersonal skills offenders gain from correctional education programs are immeasurable.

WSD Programs Address the Four Legislated Goals				
Program	Goal 1: Reduce Recidivism	Goal 2: Reduce Cost of Confinement	Goal 3: Increase Success of Former Offenders in Obtaining and Maintaining Employment	Goal 4: Provide Incentive to Behave in Positive Ways
Literacy (Academic)	Increases in achievement are associated with decreases in recidivism	Literate offenders are better able to read and understand rules, participate in treatment programs, etc.	Provides GED credential leading to better employment opportunities upon release	Improves self-esteem
English as a Second Language	Improved ability to communicate in English; assists with daily living and employment	Provides assistance to TDCJ by identifying and assisting offenders who exhibit limited English proficiency; reduces the need for interpreters; reduces disciplinary cases caused by language barriers	Improves ability to listen, speak, understand and read English; enhances the ability to secure employment upon release	Offenders are better able to understand and follow signs, rules, instructions, etc.
Career & Technical Education (CTE)	Provides job-specific training to entry-level industry standards in high-skill, high-wage careers; employment reduces recidivism	Provides training for TDCJ industry and/or job assignments (e.g., computer recovery, mechanic, etc.)	Provides job specific, entry-level training to industry standards in high-skill, high-wage careers	Improves self-esteem; vocational skills assist offenders in obtaining better job assignments within TDCJ
CHANGES	Targets FI-R offenders or those within two years of release; provides life skills program specifically designed to prepare offenders for success upon release	Addresses personal development, interpersonal relations, health and wellness, drug education, etc.; satisfies early release requirements for Parole Board	Addresses career planning and employment (finding and keeping a job)	Satisfies early release requirements for Parole Board
Cognitive Intervention	Targets offenders nearing release; provides instruction in pro-social attitudes, beliefs, and behaviors	Targets offenders with institutional adjustment problems; cost savings realized in fewer disciplinary cases	Addresses employment-related “soft skills” (e.g., goal setting, problem solving, choices and consequences, time management, etc.)	Participation in program typically results in improved behavior and attitude
Parenting	Program supports the development of healthy family relationships and teaches compassionate assertiveness, active listening, empowerment and other skills to strengthen family relationships.	Parenting programs are provided in response to family support, community involvement and transition initiatives of the TDCJ	Improved family relationships/dynamics fosters less dysfunctional behavior & improves stability	Communication-based, interactive program; participants engage in an introspective process of positive personal change
Perspectives & Solutions	Program addresses cultural diversity and problem solving concepts important in everyday life	Program provided at intake to assist offenders with adjustment to incarceration; developed in response to legal option for judge to require offenders convicted of hate crimes to participate in a tolerance program	Program addresses cultural diversity and problem solving—concepts important in the workplace	Offenders explore cultural diversity, personal identity, stereotypes, prejudice, and discrimination (including racial, ethnic, religious, gender, age, sexual orientation, and physical disability). Students also receive extensive exposure to problem-solving techniques.

LIST OF ATTACHMENTS

Attachments Relating to Key Functions, Powers, and Duties

1. A **copy** of the agency's enabling statute, Chapter 19, Texas Education Code.
2. **Copies** of the annual performance reports for school years 2005-2006, 2006-2007, 2007-2008, 2008-2009 and 2009-2010.
3. Windham School District (WSD) does not publish an internal or external newsletter.
4. WSD publishes two one-page, tri-fold brochures -- one describes WSD programs; one describes the college programs. A copy of each brochure is provided.
5. A **list** of studies that the agency is required to do by legislation or riders.
6. A **list** of legislative or interagency studies relating to the agency that are being performed during the current interim.
7. A **list** of studies from other states, the federal government, or national groups/associations that relate to or affect the agency or agencies with similar duties or functions.

Attachments Relating to Policymaking Structure

8. Biographical information of all policymaking body members.
9. A **web site link** to the agency's most recent rules. The policies are maintained in electronic format.

Attachments Relating to Funding

10. A **copy** of the agency's Legislative Appropriations Request for FY 2012 – 2013. WSD is a line item in the TEA legislative appropriations request. Pages of the TEA document that reference Windham School District are provided.
11. **Copies** of TDCJ annual financial reports from FY 2008 – 2010. WSD is included in the TDCJ reports.
12. **Copies** of WSD operating budgets for SY 2008-2009, 2009-2010, and 2010-2011.

Attachments Relating to Organization

13. A map to illustrate the regional boundaries, headquarters location, and field or regional office locations.

Attachments Relating to Agency Performance Evaluation

14. A **copy** of each quarterly performance report completed by the agency in FY 2008 – 2010.

15. A **copy** of a Texas Education Agency Limited Scope Review of WSD that was presented to the Sunset Advisory Commission in August 2004 and a **copy** of a report entitled *The Windham School District, A*

Report to the 80th Texas Legislature from the Texas Education Agency, a copy of Windham School District Evaluation, Legislative Budget Board, January 2010, and a copy of Windham School District Evaluation, Legislative Budget Board, January 2011.

16. A **copy** of the agency's current internal audit plan. A copy of the WSD monitoring schedule is included as well as a copy of the TDCJ internal audit plan.
17. A **copy** of the agency's current strategic plan.
18. A **list** of internal audit reports from FY 2007 – 2011 completed by or in progress at the agency.
19. A **list** of State Auditor reports from FY 2007 – 2011 that relate to the agency or any of its functions.
20. A **copy** of any customer service surveys conducted by or for your agency in FY 2010. The results from two surveys are included: 1) a Title I Student Survey; and 2) an Employer Survey. Examples of letters of appreciation from students are included as well as two articles about college students.
21. A list of reports that WSD is required by statute to prepare; and an evaluation of each report listed based on whether factors or conditions have changed since the date the statutory requirement to prepare the report was enacted.