Inmate and Ex-Offender Postsecondary Education Programs in California

An Assessment and Evaluation
Prepared for the California
Postsecondary Education Commission
by the
Evaluation and Training Institute

INMATE AND EX-OFFENDER POSTSECONDARY EDUCATION PROGRAMS IN CALIFORNIA

VOLUME I

An Assessment and Evaluation Prepared for the California Postsecondary Education Commission

by

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PREFACE

The purpose of this report is to provide an overview and inventory of campus-based and prison-based postsecondary education programs for inmates, wards and ex-offenders in response to Assembly Bill No. 491.

The report is divided into two volumes. Volume I consists of 5 chapters. The first chapter describes the procedures and methods used in the study; the second and third chapters present the inventory of prison-based postsecondary education programs for inmates and a description of the characteristics of inmates served by the program. Chapter IV presents the inventory of campus-based programs for ex-offenders and a description of the characteristics of that population. Chapter V presents the summary and major study recommendations.

Volume II serves as a technical supplement and appendix for Volume I and contains 5 sections. The first section contains data tables which correspond in order and by number to the discussions presented in Volume I. The second section contains lists of institutions to which the initial survey was sent. The third section contains all of the study documents while the fourth section contains all of the study instruments. The last section contains brief descriptions of ex-offender programs in the community colleges and state colleges and universities that have been discontinued.

An Executive Summary provides a brief overview of the study and highlights the major findings and recommendations.

The summary is a non-technical report intended to disseminate the findings of the study to a wide range of audiences. Volumes I and II are intended to be used by the central offices and institutional staffs of the Department of Corrections, the Youth Authority and the colleges and universities to make program modifications and improvements.

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CHAPTER I

INTRODUCTION

The major purpose of the present study is to provide a comprehensive description of the range of programs available to inmates, wards and ex-offenders in California and to assess their impact. The charge for this study derives from the California Legislature, Assembly Bill #491, Chapter 11.2, Section 3 (signed by the Governor into law, September 8, 1977), which requires the California Postsecondary Education Commission (CPEC) to "report on the scope of current inmate and ex-offender postsecondary education programs, assess the need to expand current programs or begin new programs, and develop a plan for possible expansion of programs". The Commission, in turn, contracted with the Evaluation and Training Institute (ETI) in July, 1978 to conduct the study. As stipulated in AB 491, the study was to include the following.

1. An inventory of campus-based and prison-based postsecondary educational programs for inmates, wards and ex-offenders;

2. A determination of the current resources allocated to postsecondary educational programs by the Department of Corrections, California Youth Authority, Office of Criminal Justice Planning and postsecondary education institutions;

3. An evaluation of the impact of existing programs in terms of providing educational and eventual work opportunities and in lowering recidivism rates, reporting on the types of programs supported and characteristics of inmates and ex-offenders served,

4. An assessment of the interest in, and need for, postsecondary education programs for inmates and ex-offenders;

5. A delineation of possible advantages of different methods of financial support;

6. A determination of the desirability of constructing limited correctional facilities to better serve inmates interested in postsecondary educational programs;

7. The development of a plan for expanding or modifying existing programs to serve the unmet needs of inmates and ex-offenders relative to postsecondary education,

8. An exploration of the benefits of alternative agencies to administer and coordinate the programs statewide, with recommendations as to the appropriate administrative agency, and

9. A delineation of the costs of each recommendation and alternative included in the report and an implementation plan.

The Holistic Evaluation Approach

Because of the dual purposes of the study -- to provide descriptive information to the Legislature as well as information about program effectiveness -- the holistic evaluation approach, a form of naturalistic inquiry developed and tested by ETI, was judged to be best suited to the needs of the study.

Briefly, holistic evaluation combines qualitative and quantitative data gathered from a variety of sources in an examination of process as well as outcomes. Rather than manipulating variables, as in the traditional experimental model, holistic evaluation, like other models of naturalistic inquiry, investigates the phenomena under study within and in relation to their naturally occurring contexts. Since correctional education programs and services exist within a context that includes the physical environment of the institution, the participants in the program, and the social and political values and opinions of the teachers, prison personnel and surrounding community, the methodology of naturalistic inquiry is particularly well-suited to a study of prison programs.

The focus of the holistic investigation is description and understanding. Thus, a priori hypotheses do not guide the study. Rather, the investigators immerse themselves in the study with as open minds as possible, and as data are gathered and impressions are formed, interpretations and con-

clusions are subjected to a rigorous series of checks and cross-checks, with each source of data checked against another until a full understanding of the phenomenon under study is reached. Because of the high risk of bias or error associated with any single technique or source, a variety of techniques are used to collect data from a variety of sources.

The Holistic Evaluation approach has a strong advantage over other approaches in that it provides a far more useful vehicle for studying processes. While it does not eschew experimental inquiry, it does not depend upon the controlled experiment and thus it provides an optimal alternative where it is impossible to meet the technical requirements of an experimental approach. This approach also assures decision-makers that all sides of the issues have been studied and all relevant data presented.

The present study draws upon observational and perceptual data drawn from site visits to penal and postsecondary institutions, survey data obtained from inmates, ex-offenders, teachers, and prison and campus education and program personnel, and statistical data on recidivism and cost obtained from the Department of Corrections, California Youth Authority, Office of Criminal Justice Planning, and other state criminal justice agencies. The specific design for the study, the methodology and the study plan are detailed in the remaining sections of this chapter.

The Study Design

The design for the study called for the collection of five major data sets: 1) information about postsecondary education programs for inmates, wards and ex-offenders from all correctional and postsecondary institutions; 2) surveys of inmates, wards, ex-offenders and employees of correctional institutions, including teachers and counselors from the participating colleges as well as those employed by the institution; 3) recidivism data collected on a sample of parolees from each institution who had participated in a postsecondary program while incarcerated; 4) observational and interview data gained during case study site visits to a representative sample of prison-based postsecondary programs sponsored by the Department of Corrections and Youth Authority; and 5) observational and interview data gained during case study site visits to a sample of ex-offender programs offered by postsecondary educational institutions.

The study plan was designed to proceed in two phases. The first phase involved the collection of data from the primary state correctional agencies, the correctional and public postsecondary institutions and a sample of private postsecondary institutions. The second phase of the study consisted of intensive site visits to a case study sample of prison-based and campus-based postsecondary programs for the purpose of understanding the differences in programs, the underlying dynamics which may have contributed to the differences, and the

contextual or environmental factors which may have influenced the scope, focus and direction of the programs.

In order to assist in implementing the first phase of the project, and in accordance with the requirements of AB 491, an Advisory Board was established which was composed of two representatives each from the Department of Corrections, the California Youth Authority, the Office of Criminal Justice Planning, the University of California, California State University and Colleges, the California Community Colleges, existing college ex-offender programs, and two ex-offenders.

The purpose of the Advisory Board was three-fold: 1) to have a forum in which the study team could explain to representatives of the various constituencies the purposes of the study and the study plan, 2) to determine sources of extant data and gain the support and cooperation of the various constituent groups in supplying the data, and 3) to obtain advice and suggestions from the various agency and institutional representatives concerning issues and problems that might arise as a result of the diversity of institutions and programs between and within the different educational and correctional segments involved. The Advisory Board met on December 11, 1978, at which time the study plan and the progress to date were discussed. Although it is mentioned formally in the preface to this report, it is important to note again that the members of the Advisory Board were exceptionally cooperative and provided extremely useful insights and suggestions throughout the study.

Establishing the Population

The first step in the data collection was to identify the target population of programs for the inventory -- to determine what prison-based and campus-based postsecondary education programs were available for inmates/wards/ex-offenders in California. A brief questionnaire was developed by the study team and was sent, along with a letter from the Associate Director of CPEC describing the purposes of the study and introducing the Evaluation and Training Institute, to the Wardens/Superintendents of the 12 state correctional facilities, and the Superintendents of the 16 California Youth Authority institutions. Letters and questionnaires were also sent to the 9 University of California campuses; the 19 campuses of the California State University and Colleges (CSUC), the 106 public community colleges, and a sample of 275 private colleges selected randomly from a list of approximately 2300 private colleges in California.*

The intent of this preliminary questionnaire was to find out if the institution had a postsecondary education program designed especially for inmates/wards or ex-offenders, and if so, the institutional administrator to whom the letter was sent was asked to nominate a person who would serve as a liaison to the study team throughout the duration of the study. Completed questionnaires were received from all CDC facilities, Youth Authority institutions, UC institutions and CSUC institutions in response to this initial mailing. A sec-

*A copy of the letters, all questionnaires used in the study and complete lists of all colleges surveyed at the outset are included in the technical supplement to this report (Volume II).

ond wave of questionnaires was sent to those community colleges and private colleges which had not responded to the first questionnaire, and telephone follow-ups were made to all institutions which had not responded to the second solicitation. Eventually, responses were received from 100 percent of the community colleges and over 90 percent of the private colleges. Table 1.1 shows the response rates received from each segment.

The results of the first data search indicated that postsecondary education programs for inmates and wards were available in all correctional and 5 Youth Authority facilities. Ex-offender programs were identified in 9 state universities and 9 community colleges. About 20 private colleges indicated in the preliminary questionnaire that they had a special program for ex-offenders, but follow-up telephone interviews with the person who completed the questionnaire revealed that there were no special programs, rather, ex-offenders could enroll in the regular postsecondary program and were allowed to participate in a variety of support services available to all students attending the institution. Information subsequently obtained from institutional liaisons at the community colleges revealed that only 5 community colleges had officially recognized ex-offender programs -- 4 of them as separate components within their Extended Opportunity Programs and Services, and only one of them with a totally independent, specialized program.

When all of the questionnaires for each sub-group of in-

TABLE 1.1. Number of Preliminary Questionnaires Sent, Response Rate and Number of Institutions Indicating Availability of Special Postsecondary Education Programs for Inmates/Wards/Ex-offenders, Fall 1978

Institutions	Number of Questionnaires Sent	Number of Questionnaires Received	Response Rate	Number of Institutions Indicating Availability of Special Postsecondary Programs
				FOR INMATES/WARDS
Department of Corrections	12	12	100	12
California Youth Authority	16	16	100	5
				FOR EX-OFFENDERS
University of California	9	9	100	0
California State University and Colleges	19	19	100	9
California Community Colleges	106	95	90	5*
Private Colleges	275	220	80	0

*All community colleges with structured programs have been included in this count even though 4 of those programs comprise a separate component within EOPS.

stitutions were received, lists of available programs and the liaisons were compiled. The principal investigator then contacted by telephone each person who had been appointed as a liaison in the correctional facilities.* The intent of the telephone contact was to establish initial communication with the liaison, to get more background information about the program, and to both explain the purposes of and assure their cooperation in filling out the very lengthy questionnaire developed to obtain specific information about the postsecondary programs. As it turned out, the telephone call was an important step in laying the foundation for subsequent data collection activities. The telephone contact provided the opportunity to explain the purposes of the study as well as the methodology of the data collection and the rationale for working with institutional liaisons. With one exception, all of the people who served as liaisons were extremely cooperative, and as noted in the foreward, the success of the study is in great measure a result of their diligence.

Inmate liaison questionnaires were sent to the liaisons subsequent to the telephone conversations. This questionnaire was designed to gather information about the program -- its scope, number of participants, criteria for admission and cost. It also asked the liaison to describe the pro-

*People appointed as liaisons were in charge of the college program, either the Supervisors of Education, the Supervisor of Academic Instruction or another equivalent position.

gram's strengths and weaknesses, as well as to evaluate participants, institutional support and quality of offerings. In addition, liaisons had been asked how many teachers were involved in their college programs and if they would be willing to distribute and collect a special set of questionnaires developed for the teachers. All agreed to do so, and response rates for the teacher questionnaires are presented in Table 1.2.

In the case of the ex-offender programs, telephone calls were made to those nominated as liaisons at the state universities only. Ex-offender liaison questionnaires were mailed directly to the liaisons at community colleges which had indicated that they had special programs for ex-offenders.

The format of the questionnaire and the majority of the questions sent to the liaisons of both inmate and ex-offender programs were identical so that all institutions would report the data in the same way to facilitate comparisons among programs and between programs in prison and on college campuses.

Once the study was underway, the difficulty in obtaining impact data, particularly with respect to participant outcomes, became readily apparent. As described in more detail in the chapter on impact, it was difficult to obtain recidivism data for participants in the college programs and it was impossible to identify an appropriate control group with which the results could be compared. It also became clear that it would be impossible to follow-up individual program participants in order to determine the program's impact on their subsequent employ-

TABLE 1.2. Number of Teacher Questionnaires Sent and Response Rates by CDC and CYA Facilities

	Number Sent	Number Returned	% Returned
CALIFORNIA DEPARTMENT OF CORRECTION			
California Correctional Center	15	9	60
Calif. State Prison at Folsom	15	15	100
Sierra Conservation Center	15	7	47
California Medical Facility	10	10	100
California Men's Colony	20	9	45
Deuel Vocational Institution	13	13	100
Calif. State Prison at San Quentin	11	5	45
Calif. Correctional Inst.	6	6	100
Calif. Institution for Men	10	6	60
Calif. Institution for Women	8	8	100
Correctional Training Facility	61	36	59
California Rehabilitation Center	4	4	100
CALIFORNIA YOUTH AUTHORITY			
Karl Holton School	10	9	90
De Witt Nelson Youth Training School	10	7	70
Youth Training School	10	5	50
El Paso de Robles School	7	4	57
Ventura School	13	12	92
Total CDC institutions	188	128	68
Total CYA institutions	50	37	74
Total all institutions	238	165	69

ment, education and stability. Thus, an attempt was made to see if differences existed in college program inmates' perceptions of themselves, their likelihood of recidivating and their post-prison plans in comparison to inmates who were not participating in the postsecondary programs.

A questionnaire was developed with the assistance of the college enrollees at San Quentin and was sent to the liaisons for distribution to all of the inmates/wards enrolled in the postsecondary programs and a sample of inmates/wards who did not take part. A 25 percent sample of inmates was given questionnaires at each of the site visit institutions; a 10 percent sample was selected from each of the other institutions. Since the liaisons had advised us that it would be impossible for them to isolate inmates/wards who were eligible for the programs but chose not to participate (the most appropriate control group for comparison), we requested that they at least sample inmates from every living group and from every security level, with as much randomization as was physically feasible. Table 1.3 presents the number of inmate questionnaires sent to each institution and corresponding response rates.

A short questionnaire was also developed for the ex-offenders participating in ex-offender programs. These too were administered through liaisons. Table 1.4 presents the response rates for the ex-offender questionnaires.

TABLE 1.3 Number of Inmate Questionnaires Sent and Response Rates for College and Non-College Groups by CDC and CYA Facilities

Institutions	College No. Sent	College No. Returned	College % Ret.	Non-college No. Sent	Non-college No. Returned	Non-college % Ret.
Calif. Correctional Center	125	111	89	200	111	56
Calif. State Prison at Folsom	94	50	53	158	0	0
Sierra Conservation Center	200	24	12	472	61	13
Calif. Medical Facility	100	79	79	140	0	0
Calif. Men's Colony	100	68	68	241	182	76
Deuel Vocational Institution	100	84	84	300	278	93
Calif. State Prison at San Quentin	120	44	37	200	51	26
Calif. Correctional Inst.	63	14	22	107	13	12
Calif. Institution for Men	50	14	28	222	96	43
Calif. Institution for Women	100	37	37	263	130	49
Correctional Training Facility	175	46	26*	625	113	18*
Calif. Rehabilitation Center	14	12	86	144	71	49*
Karl Holton School	110	70	64	100	85	85
Youth Training School	15	7	43	85	40	47
El Paso de Robles School	20	18	90	42	25	60
Ventura School	110	38	35	90	64	71
Total CDC institutions	1241	583	47	3072	1106	36
Total CYA institutions	255	133	52	317	214	68
Total all institutions	1496	716	48	3389	1320	39

*Some completed questionnaires from these facilities were lost in the mail.

TABLE 1.4. Number of Ex-offender Questionnaires Sent and Response Rates by CSUC Institutions.

Institution	Number Sent	Number Returned	Percent Returned
CSU, Dominguez Hills	14	2	14
CSU, Fresno	9	5	56
CSU, Long Beach	45	28	62
CSU, Los Angeles	85	42	49
CSU, Northridge	50	10	20
CSU, Sacramento	43	20	47
San Diego State University	50	14	28
San Francisco State University	60	4	7
San Jose State University	65	43	66
TOTAL	421	168	40

Selection of the Case Study Sample of Institutions

The case study sample of correctional institutions was selected on the basis of a four-step matrix sampling procedure which included the following criteria: geographic location, security level, scope of postsecondary program and size of program based on number of participants involved. First, all of the correctional facilities, CDC and CYA, were sorted according to their geographical location in the state -- the south, central or northern part of California. The second step sorted the institutions according to whether they were maximum, medium, minimum or a combination security level. Within each of the three regions, the institutions were then sorted according to the scope of their program. In the fourth step, institutions were sorted according to the size of their postsecondary program using Fall, 1978, enrollment data collected from the liaisons.

Special cells were created for institutions that were particularly unique or were distinguished from other institutions because of some special quality or characteristic -- e.g., the California Institution for Women, the only state facility for women. The case study sample was then selected to represent each group formed in the matrix, thereby obtaining a sample of institutions representative of the population of state correctional institutions.

The CSUC programs were selected in basically the same manner, with factors concerning length of time the program

had been in existence, number of participants, amount and sources of funding, and organizational structure comprising the matrix from which case study selection was made.

The case study sample finally selected through this process included 18 institutions -- 8 of the 12 CDC institutions, 3 of the 5 CYA institutions, 6 of the 9 CSUC campuses and the one independent CCC program. All of the institutions eligible for case study by virtue of having appropriate postsecondary educational programs are listed in Table 1.5. Those selected for site visitation are marked with an asterisk. As can be seen, 7 of the 12 southern California programs were selected for case study, as were 7 of the 11 central programs and all three northern programs.

Even though the case study sample was representative according to the criteria set forth above, most of the CDC institutions and/or programs had some additional distinguishing characteristics as well. For example, the California Institution for Men's program is confined to a selection of courses chosen on the basis of inmates' interests. Sierra Conservation Center is unique in that it serves as a base institution for 14 conservation camps spread throughout California. Deuel Vocational Institution has a program leading to an AA degree, serves the youngest average population outside of CYA institutions and maintains its program with the smallest budget for their academic program. Correctional Training Facility's program is largely student supported,

TABLE 1.5. California Correctional Institutions and CSUC Campuses with Inmate and Ex-offender Programs Sorted According to Geographical Location in the State

Region	CDC Institutions	CYA Institutions	CSCU Institutions
Northern California	California Correctional Center*		Sacramento*
	Folsom State Prison*		
Central California	California Medical Facility	Karl Holton School*	San Jose*
	California Men's Colony	De Witt Nelson Youth Training School*	San Francisco
	San Quentin State Prison*		Fresno
	Correctional Training Facility*		
	Deuel Vocational Institution*		
	Sierra Conservation Center*		
Southern California	California Institution for Men*	El Paso de Robles School	San Diego*
	California Institution for Women*	Ventura School*	Long Beach*
	California Rehabilitation Center	Youth Training School	Northridge*
	California Correctional Institution		Los Angeles*
			Dominguez Hills

*Site visit institutions

and San Quentin's College program requires inmates to work during the day in order to be admitted to the program, which is only available in the evening. California Correctional Center and Folsom have programs leading to the bachelor's degree.

Once the case study institutions were identified, the appropriate liaisons were again contacted and dates set for the site visits. A formal letter requesting permission to visit the institution and describing the purposes of the study and visit was sent to the Warden/Superintendent of the correctional institutions prior to the visit. A letter confirming the date and time of the visit and identifying the groups of people with whom we wished to speak was sent to the directors of the ex-offender programs at the college case study sample. The site visits were conducted by a team composed of two members of the ETI staff. Findings from the site visit interviews are integrated with the quantitative data wherever appropriate.

Constraints on the Study

This evaluation was conducted with several constraints which must be acknowledged at the outset, since each had direct implications for the scope and focus of the evaluation and the procedures used to generate the data. The most serious constraints were 1) the lack of follow-up data and records at the institutional and state level; 2) the deadline by which the study had to be completed, and 3) the impossi-

bility of forming control groups. These constraints were interrelated and generated several problems for the study.

To begin with, the study officially began in mid-July, 1978, when the contracts with ETI were signed and approved. In order to comply with the Legislature's stipulated 10-month period of time for the study, it was scheduled for completion at the end of May, 1979. Although the study thus spanned the academic year 1978-79, it was impossible to collect student outcome data beyond the first semester. In a few cases where institutions were on the quarter system, data were gathered for the first two quarters. Completion of degrees and achievement data derived over a year or two years' time would have provided more valid information about student outcomes.

Secondly, ten months is a very short time in which to plan and conduct a comprehensive data collection effort. Since a longitudinal study was not possible, the present study was designed to overcome this constraint by planning several short-term data collection efforts that would span the period during which the evaluation was to take place. Each of the data collection techniques -- questionnaires, interviews and observations -- was designed to supplement the others, thus providing a composite of aggregated data from which interpretations and conclusions could be drawn. Although these combined techniques yielded the best information given the time and resources available, they do not make up for the lack of direct impact data.

In the California correctional system, an inmate's "jacket", or file, follows him or her. Thus, when an inmate is paroled, the file is sent from the institution to Sacramento and then to the inmate's parole district. Once parole is completed, the records are sent to the archives. The problem of conducting follow-up studies of inmates, once they are released, is exacerbated by the fact that, as a rule, correctional institutions do not release records of enrollment or completion of college level courses. It was thus extremely difficult, and in some cases impossible to obtain lists of parolees who had participated in college programs in correctional institutions in order to run recidivism checks.

At the same time, it was impossible to establish a legitimate control group to which the recidivism rate for college participants could be compared. Inmates who did not participate in college programs could have been enrolled in high school or vocational programs or they could have completed college programs before they were incarcerated. Thus, there simply was not enough time to identify and follow-up inmates who were eligible for postsecondary programs, but were not interested in or able to enroll. Some of these people were identified at the site visits, but there was not enough time in the study to follow-up their progress or behavior.

Throughout this report, individual institutions or colleges are identified where data were provided from program or central office data and are a matter of public record. Spe-

cially requested information which concerns only the case study institutions is presented without identifying the source in order to preserve anonymity.

CHAPTER II

AN INVENTORY OF PRISON-BASED POSTSECONDARY PROGRAMS

There are six different types of educational programs as defined by the Federal Bureau of Prisons in its "Educational Goals, Program Definitions and Guidelines", 1974.

1. Adult Basic Education Program (ABE), focusing on sixth grade level achievement as measured by a median score of 6.0 on the Standardized Achievement Test (SAT);

2. Adult Secondary Education (ASE), designed to prepare students to pass the General Education Development Examination (GED) or receive a high school diploma,

3. Occupational or vocational education, designed to provide inmates with an employable skill increasing their chances of employment upon release,

4. Social Education programs designed to assist inmates in their adjustment to the institution, and in their personal growth and ability to cope with problems they may encounter upon release. These activities are not directly related to formal certification or degree completion but focus on developing competency in life skills involved in family, peer and community relationships and are part of a socially acceptable life style.

5. Recreation programs to provide creative alternatives to idleness, opportunities for releasing tension, and for developing special interests or skills in the use of leisure time; and

6. Postsecondary education programs, which include any and all courses offered for college-level credit by a community college or other institution of higher education.

Pursuant to the charge of the Legislature, an inventory was made of all campus-based and prison-based postsecondary education programs for inmates, wards and ex-offenders. This chapter deals with prison-based programs for inmates/wards and the third chapter presents the discussion of campus-based

programs for ex-offenders. The information presented in both instances is derived from data gathered from the institution via the liaison questionnaires and the site visits.

Overview of Prison-Based Programs

According to the State of California, Department of Corrections, the academic education program at each institution consists of three levels of adult education and college level credit courses leading to the associate degree are available. Adult Education, Level I, serves those inmates whose academic achievement ranges from basic non-readers through 5.9 grade level achievement. The thrust of this program is to assist functional illiterates to become literate. Adult Education, Level II, provides refresher work in language, spelling, writing, reading vocabulary and comprehension, and arithmetic fundamentals and reasoning, serving those inmates who are achieving between grade level 6.0 and 8.9. Adult Education, Level III, provides opportunities for inmates to complete the requirement for the high school diploma or the high school equivalency certificates.

The college program provides continuing educational opportunity for those inmates who have a high school diploma or equivalency and have demonstrated their ability to perform at 10.0 grade level of achievement in reading comprehension/ vocabulary and general mathematics. Educational programs at the college level are divided into academic education and vo-

cational education and skills training. Academic programs include courses leading to an associate degree and, in rare instances, a baccalaureate degree.

The terms vocational education and vocational training are used interchangeably to describe vocational programs. Vocational education usually focuses almost entirely on course work concerning specific occupations and may include other subjects such as labor market information and economics. Vocational training generally is a more structured program of both classroom work and actual experience in performing tasks in a specific occupation. Vocational programs in correctional institutions more closely fit the latter definition, with the most frequently offered programs being in auto mechanics, welding, small engines, air conditioning and refrigeration.

While some type of vocational program is available in most institutions*, not all programs lead to an AA degree. Most often this is because the neighboring community college does not have such a program on its campus and will not approve the teachers or the program. In some cases, the institution provides certification and some vocational programs are indentured by the local union. Only five institutions offer vocational training programs for which college credit (and certification) is granted and these programs are included in the present investigation.

Postsecondary academic programs for inmates and wards vary in scope, ranging from an assortment of interest classes

*Karl Holton School offers only academic programs. Youth wishing vocational training are sent to the neighboring institution, De Witt Nelson.

TABLE 2.1. Number and Percent of Inmates/Wards Enrolled in Postsecondary Education Programs in California Correctional Institutions Compared to Total Institutional Inmate/Ward Population, Median Age of Inmates and Average Length of Stay in Institution, Fall, 1978.

Correctional Institution	No. of Inmates Enrolled in Postsec. Programs		Total Inmate/Ward Population	% Partic-ipation	Average Length of Stay in mos.	Inmate Median Age
	Academic	Vocational				
California Men's Colony	425	15	2,400	18.0	30	29.4
Calif. Training Facility-Soledad	174	120	2,756	6.3	60	28
Calif. State Prison at San Quentin	103	--	2,500	4.1	37	27
Sierra Conservation Center	100	20	1,031	11.6	6	31
SCC Camps	60	--	857	7.0	6	31
California Medical Facility	100	--	1,400	7.1	24-36	28-30
Calif. State Prison at Folsom	94	--	1,673	5.6	38	40
Calif. Institution for Women	89	72	858	18.7	30	30
Calif. Institution for Men	70	--	1,690	4.1	6-8,2-3,6-36	30
Calif. Correctional Institution	63	--	1,058	5.9	6	28
Deuel Vocational Institution	40	50	1,203	7.4	33	23
California Correctional Center	125	--	946	13.2	24	24
California Rehabilitation Center	14	--	1,121	1.2	6-8	28
Ventura School	104	--	366	28.4	11	19
Karl Holton School	100	--	400	25.0	11	18
El Paso de Robles School	20	--	420	4.8	16	17.2
Youth Training School	15	--	872	1.7	11.9	19.7
Total	1,696	157*	21,560	8.6		

*This figure increased substantially, with a total of 403 enrolled in college-level vocational programs in Spring, 1979.

to programs leading to a baccalaureate degree. Programs also vary in terms of enrollment, duration, length of class session, requirements for eligibility, administrative structure and cost. Table 2.1 shows the number and percentage of inmates/wards enrolled in postsecondary programs, as well as the population of inmates/wards at each institution, their median age and the average length of stay at the facility. A brief description of each institution and the inmate/ward postsecondary education program follows:

- California Men's Colony: CMC is a medium security institution with an inmate population of 2,400. Average length of stay is 30 months. CMC has the largest program in the state in terms of enrollment, with 425 inmates enrolled in the academic program. Twenty to twenty-five courses leading to an AA degree are provided through Cuesta College. Seven of the 13 vocational courses offered at CMC are approved by Cuesta for college credit.

- Correctional Training Facility: CTF (Soledad) is composed of three medium and maximum security living units, with a total inmate population of 2,765. Average length of stay is 30 months. Beginning in the 1978-79 academic year, vocational programs leading to the AA degree have been added to the academic program offered through Hartnell College. Unlike other inmate programs, Soledad's academic program has been largely student-supported through BEOG or veteran's benefits. The vocational programs are supported by state funds.

- California State Prison at San Quentin. San Quentin's 2,500 inmates represent all security classifications; the average length of stay is 37 months. Approximately 12-16 courses are offered each semester through the College of Marin and all meet the requirements for an Associate of Arts degree in General Education.

- Sierra Conservation Center. Sierra has a unique structure and purpose in corrections, serving as a training center for 14 conservation camps located throughout California. A minimum/medium security institution, its inmates generally stay at the Center about 6 months and are then transferred to one of the camps. The current inmate population at Sierra is approximately 1,030, with an additional 857 in the camps.

Twelve units of course work per quarter are provided at Sierra through Columbia College as part of a systematically planned two-year program leading to an AA degree. Between 3 and 6 units per semester, depending upon the size of the population, are offered at Deadwood Camp through the College of the Siskiyous, and at Growlersburg through a contract with the Los Rios Community College District. Twelve units per semester are offered at Parlin Fork and Chamberlain Creek through the College of the Redwoods.

· California Medical Facility. CMF has an inmate population of approximately 1,400 representing all security levels; the average length of stay is between 24 and 36 months. Approximately six 3-unit courses are offered each semester through Solano Community College as part of a two-year program to meet the Social Science Associate of Arts degree.

· California State Prison at Folsom: The only state classified maximum security prison, Folsom has an inmate population of 1,673 with the oldest average inmate population in the system. The median age of inmates is 38 years; average length of stay is 40 months.

For the past 8 years, Folsom has offered courses leading to an AA degree through Sacramento City College. Beginning this year, funded through a federal grant and BEOG, Folsom is offering a special bachelor's degree program in Social Sciences through CSU, Sacramento.

· California Institution for Women As the only state institution for women, CIW's inmate population of 858 represents all custody classifications, the average stay is 30 months. Five 3-unit courses are offered in four twelve-week quarters through University of La Verne, via contract. These courses lead to an Associate Arts degree in General Education. In addition to the regular AA degree program, Chaffey Community College grants credit to students completing the secretarial skills program. The courses are taught by CIW staff.

Four college-level vocational certificate programs are also available to inmates at CIW -- licensed vocational nursing, cosmetology, graphic arts and electronics. The former two programs are licensed by their respective state boards and certificates of completion are granted to those completing either of the latter two programs.

· California Institution for Men: Basically a short-term institution, CIM is composed of 3 maximum/medium/minimum security facilities with a total inmate population of about 1,690. The average stay ranges from 2-3 months in one facility; 6-8 months in the second and 6-36 in the third. Five or six college courses are offered through Chaffee College and University of La Verne, their selection is based on a survey of inmate interests administered last year, and they are not part of a degree program.

· California Correctional Institution: Located 50 miles from Bakersfield, CCI is a minimum/medium security facility with an inmate population of approximately 1,058. The average stay is 28 months. The postsecondary program at CCI was developed to enable students to complete the general education requirement for an Associate of Arts degree. Five or six 3-unit courses are offered each semester through Bakersfield College.

· Deuel Vocational Institution: DVI is a medium security institution with an average inmate population of 1,203. Average length of stay is 33 months. The college program, offered through Delta College, is designed to enable inmates to complete a General Education Associate of Arts degree. All courses are transferable to other colleges and most courses are transferable to the California State University and Colleges. DVI also has several vocational programs accredited by Delta College, and vocational students may apply up to 45 units of vocational course work towards the AA degree.

· California Correctional Center: CCC is a combination medium/minimum security institution with an inmate population of 946. Average length of stay is 24 months. Approximately 12 courses are offered each semester towards an AA degree by Lassen College. The courses of study for all the vocational shops have been approved by Lassen College and inmates have the option of receiving high school or college credit.

This year, under a federal grant from the National Institutes for Mental Health, CCC is offering a special Associate of Arts and Bachelor's degree program in psychological services sponsored by the University of San Francisco. An important part of the course, and of obtaining credits toward the degree for experiential learning, is the preparation over a period of 8 weeks of a life experience portfolio composed of a detailed description of the inmate's personal history, learning experiences and activities. Twelve inmates and four correctional officers are currently enrolled in the bachelor's program.

· California Rehabilitation Center. CRC is a short-term, minimum security institution with an inmate population of 1,121. Approximately 285 inmates are women, and the average stay is 6-8 months.

Four courses of 3 semester units each are offered four times a year through University of La Verne. The intent of the program is to provide inmates with an opportunity to take one semester of basic college courses. Male students can earn up to 12 semester units in psychology, economics, philosophy and college writing. They may also complete a course in college typing. Female inmates are offered 3 units of credits in psychology in conjunction with their other programs.

. Karl Holton School Karl Holton is a CYA institution with a ward population of about 400. The age range is 16-21, with a median age of 18. Average length of stay is 11 months.

A two year program of college classes is offered in cooperation with San Joaquin Delta College. Teachers on staff are approved by Delta College and they teach courses from Delta's catalogue. A few students are allowed to attend classes on the Delta College campus. All students in the program are assigned to the college program on a full-time basis.

. El Paso de Robles School Paso Robles is a CYA institution with a ward population of about 420. The age range is 14-23, with a median age of 17.2. Average length of stay is 16 months. Five courses are offered on-site each semester through Cuesta College, and all courses lead to an Associate of Arts degree.

. Ventura School. Ventura has a ward population of approximately 366. The age range is 14-24, with a median age of 19 years. Average length of stay is 11 months. Approximately 28 courses have been provided each spring and fall, with 9 courses offered in each of 2 summer semesters, through Ventura College. The courses lead to an AA degree in Social Sciences. All inmates/wards must be enrolled in an education program.

. Youth Training School YTS has a ward population of 872. Age range is 17-25, with a median age of 19.7 years; the average length of stay is 11.9 months. Four to five courses leading to an AA degree are offered each semester through University of La Verne.

Most of these programs have been operating for several years. The oldest programs began 8 years ago, at San Quentin, SCC, CMF, CRC, DVI and Folsom. Along with CCC, programs at the three CYA institutions (Ventura, Karl Holton and YTS) began 7 years ago. The newest college program is the academic program at El Paso de Robles which began 2½ years ago.

In addition to the programs at these institutions, inmates at the Northern Reception Center Clinic are allowed to take one correspondence course at a time and are directed into basic

lower division courses such as general refresher English, U.S. history or mathematics that are transferable to other colleges. Northern Reception Center Clinic is primarily a reception center processing approximately 2,000 inmates per year. Of the resident population of about 76, one-half stay for six months, the other for about 1½-2 years. In the last two years, 5 inmates have taken correspondence courses through the University of California, Berkeley, paid for by the center

Over 400 degrees have been awarded by the programs in the state correctional institutions. Given the variation in age of program, it is not surprising that the number of degrees awarded varies by institution. According to figures provided by the liaisons, Folsom has awarded the most degrees -- 96 AA degrees in the eight years since that program began -- and CIW, SQ and CCC have also awarded an impressive number of degrees since their programs began -- 90, 82 and 65 respectively.

Program Differences

While it is evident from these brief descriptions that the majority of inmate postsecondary education programs are set up so that participants may earn an Associate of Arts degree at the end of two or three years, the major characteristics of the programs is their diversity. They vary in length of time per class session (from 55 minutes to 180 minutes); the time of day when classes are held (morning, all day, late afternoon and evening); and duration of the course (from 9 to 18 weeks).

Criteria for Enrollment Eligibility to enroll in the programs also varies. San Quentin requires that an inmate be employed in order to enroll in a college program (college classes are in the evening), and if over-enrolled, academic criteria such as test scores and a high school diploma are used. The remaining institutions all require a high school diploma or GED certificate.

Several institutions require minimum grade placement level scores in order to participate in college programs -- CRC, CCI, CIM, Ventura School and YTS require 10.0; DVI requires 10.5 and CMC, Karl Holton and El Paso require 8.0. Ventura also requires that wards be willing to work in the laundry or central kitchen, that they have demonstrated potential for academic achievement at the college level, and have at least one semester remaining in the institution.

Attrition. Interestingly, the stringency of the entrance requirements appears to be unrelated to the attrition rates as reported by the liaisons. According to the Department of Corrections, there were 5,173 enrollments* in college courses during the 1977-78 academic year, of which 3,622 or 70 percent were completed. According to the liaisons, attrition runs as high as 40-50 percent at 2 CDC institutions, and around 30 percent at a third. Five programs report a 20-25 percent loss, and two programs report attrition rates of only 7 and 15 percent. CYA liaisons report attrition rates that range from 2 percent at one facility to almost 25 percent at another.

*Duplicated count.

As we mentioned earlier, people appointed to be liaisons were the Supervisor of Education, Supervisor of Academic - Instruction or equivalent title. In any event, they were directly responsible for the college program, and thus the most appropriate persons to provide information about the program.

Liaisons were asked what they thought to be the two most important reasons why inmates drop out of postsecondary programs, and the two reasons reported most frequently in the CDC institutions were parole and transfer to another institution. Lack of interest and difficulty of the work were also mentioned by a few institutions. Only two liaisons cited the need for a pay number. Attrition in the CYA programs was attributed primarily to poor study habits and poor grades.

Services. In part as an effort to prevent inmates from dropping out, at least for academic reasons, liaisons report that all of the institutions provide some form of academic counseling, even though few institutions have a counselor position funded for the program. Eight institutions provide diagnostic counseling as well and seven institutions provide vocational counseling. Liaisons at Sierra Conservation Center and California Correctional Center report the most comprehensive counseling services, which include, in addition to the above, tutoring, counseling in survival skills, re-entry counseling, job counseling and job placement assistance. CIW, Folsom and Sierra provide on-the-job training.

As part of the intake process, reception center-clinics administer to inmates a battery of diagnostic and aptitude

and achievement tests ostensibly in order to make effective assignments to institutions. Several of the prison educators told us, however, that they did their own diagnostic and achievement testing, having little faith in the data they received from the reception centers. The responsibility of the education system in the CYA also originates at the Clinic. Each inmate/ward is provided educational testing, orientation and diagnosis and again, ostensibly, assignments are made on the basis of the results. According to a 1978 report of the Office of the Auditor General to the Joint Legislative Audit Committee, however, "CYA's educational diagnostic and placement process does not adequately assess special ward educational needs such as learning handicaps and allows institutional placements to be made without adequate information . . . This can result in an ineffective use of resources in all phases of the education program because diagnosis is the basis for subsequent educational programming". According to the liaisons, the same is true for the Department of Corrections.*

One of the best known, and most effective re-entry programs in the system is Project Soledad, offered through Hartnell College. Funded under the provisions of Title I of the Higher Education Act of 1965 and administered by the California Postsecondary Education Commission, the original purpose of the project was to provide a college-level instructional program for inmates which would result in a lower recidivism rate. The assumption was that a community college, a correctional facil-

*For an in-depth discussion of the inadequacies of the test instruments, the reader is referred to the report, pp. 24-28.

ity and a group of inmates, working cooperatively, would be able to develop and implement a postsecondary educational program based on the needs of inmates which would have a positive social effect. Postsecondary education was to be viewed not as an end in itself but as a vehicle for rehabilitation. The project emphasis evolved to re-entry, and pre-release education and training. Seminars, workshops and lectures are provided in the area of self-awareness, social awareness, community re-entry survival skills and career planning. Priority is given to inmates within one year of being released.

According to the 1978 annual report prepared by the coordinator of Project Soledad, 1,686 individuals participated in 140 activities during the 1977-78 academic year, and eight hundred and thirty-eight received certificates of completion. The activities are well planned and clearly are of interest to inmates. Over 750 men attended a planetarium presentation; over 700 attended a parolee resource workshop, and over 100 attended a workshop on communication through creative writing.

In addition to the excellent management and dedication provided by the coordinator of the program, at least one factor to which the success of the program can be attributed is the involvement of the Inmate Committee for Higher Education (ICHE) which assists in scheduling sessions, distributing flyers, maintaining project records and managing the paperwork. ICHE members are all inmates who have volunteered to assist in working with the varied educational needs of the inmate population. No other re-entry program of the size or scope of Project Sole-

dad's exists in the system and it is surprising that other institutions have not adopted such a clearly successful model.

The Courses. The one overriding complaint we heard repeatedly from inmates and wards was that there were not enough courses offered and that their selection was limited. As was the case with other program characteristics, the number of courses offered per semester/quarter varied. Two institutions repeat essentially the same curriculum from term to term; the rest schedule a variety of courses based on student needs and degree requirements. The most frequently listed courses were English composition and literature, psychology and sociology. Eight institutions offered six courses or less and eight institutions offered 10 or more courses per semester/quarter. Three institutions offered over 20 selections. Only six institutions offered courses during the summer.

We asked the liaisons if there was a regular, formal assessment made of inmates' needs and interests prior to planning the programs and selecting courses, and only two liaisons answered this question negatively. Six institutions reported that they interviewed each inmate and also took periodic surveys of inmates. The remaining institutions do one or the other. Regardless of the frequency or the comprehensiveness of the "needs assessment", however, the limited number of course offerings was picked by the largest number of inmates as the most negative aspect of the college programs.

Vocational Programs

All of the academic programs, except for the bachelor's degree programs at Folsom and CCC, are sponsored by community colleges or the University of La Verne. Almost all of the CDC teachers and some of the CYA teachers are from the colleges and all hold California community college teaching credentials. The college level vocational training programs are organized somewhat differently.

As mentioned at the outset, although there are vocational training programs at every institution, only 5 institutions have vocational programs with courses that are credited towards associate of arts degrees -- DVI, CIW, SCC, CMC and, as of this year (1978-79), CTF. College-level vocational training programs grew out of, and in many cases still are for all practical purposes part of, the high school training programs. Vocational instructors are usually civil service employees who teach in the high school program and are certified by the state. The programs are organized planned and operated separately from the academic program. and while there may be a modicum of joint planning in a few instances. few programs reflect coordinated efforts.

As a rule, vocational training programs are physically separated from the academic portion of the educational program. Generally, of course, vocational programs involve large pieces of equipment and/or shops and require a large amount of open physical space. The most extreme example, how-

ever, is in the CYA, where Karl Holton School provides academic programs only, and De Witt Nelson Training School, located within a half mile on the same general compound, provides vocational training programs. Students may transfer from one facility to the other to enroll in a specific program, but they are not allowed to take a mixed program.

Because of the fact that the five CDC institutions' vocational training programs are part of the college curricula, inmates majoring in vocational programs take both vocational and academic courses. Indeed, they must complete approximately 15 units of academic credit in order to earn an Associate of Arts degree. But for a large portion of inmates, this is not possible. Vocational programs that combine technical and academic work provide more comprehensiveness and may well be more interesting.* As presently constituted at most institutions, the opportunity for working in both areas is not available.

According to data nationwide, vocational training programs generally are not effective as far as participants' subsequent employment in related jobs is concerned. Vocational programs in California generally fare no better. The Department of Finance's Program Evaluation Unit (October, 1977) reported that immediately after release, 31 percent of Department of Corrections' trainees who had completed 300 or more hours of training between 1968 and 1973 were working in their trade of training; by six months, the figures were 22 percent for the Department of Corrections and 12 percent for the CYA.

*According to a report by the CYA (Weideranders et al., 1978) Youth Authority parolees with the most favorable employment picture were those who had taken a combination of vocational and academic training while in a Youth Authority institution.

Several sources were consulted to try to obtain an overall placement figure for vocational students generally so that comparisons could be made between the two groups' rate of placement. The Los Angeles Community College District's central office, Educational Field Services Unit, Los Angeles City Adult Programs, Hacienda/La Puente Valley Vocational Schools, California Community Colleges' Chancellor's Office and the Covina Valley Adult Schools were all contacted. While the latter offered placement percentages broken down by type of program, none of them had an overall percentage which could be used for comparison. Thus, in the absence of such comparative data from a non-inmate population, it is difficult to draw conclusions either about prison-based vocational training programs or their participants.

At the same time, the problem of failing to find work or remaining employed in the area in which training is received may well be not so much a matter of inmates' lack of ability or performance in the particular skills, but rather, poor work attitudes and behaviors such as resistance to supervision and indifference to rules -- like not coming to work on time. (See, e.g., Abt Associates, 1969; Dickover, 1971; and Spencer, 1971.) This problem has been found to be widespread among younger workers generally (see, e.g., Michie, 1968; Silberman, 1976). Recommendations have been made to the effect that vocational training programs should include, in addition to skill training, a component dealing with interpersonal com-

munication and on-the-job attitudes. Some of the prison vocational programs are already doing an excellent job in this area, and the others should be encouraged to do so.

Clearly, vocational training programs should be relevant to the job market and, according to the liaisons, annual surveys of job openings and wages are conducted for each trade. Programs generally include training in Auto Mechanics, Vocational Body and Fender, Small Engine Repair, Welding, Meat Cutting, Baking, Dry Cleaning, Mill and Cabinet, and Upholstery. CCC adds Fire Science, Mechanical Drawing and Office Machine Repair, and, as mentioned earlier, CIW has LVN and Cosmetology programs.

One of the more popular programs is the Vocational Deep Sea Diver Training Program at CIM. This program, originally funded by a grant from the federal government, is offered over a period of 10½ months, with only one day a week off. The training is extremely rigorous and it is dangerous; yet salaries and job placements are excellent.

Organizational Structure

The organizational structures within each institution are remarkably similar. The supervisors of education are usually in charge of the overall operation of the entire educational program and they report directly to the superintendent/warden or an associate superintendent/warden.

In all cases, the supervisor of education has at least one other administrator reporting to him -- either a super-

visor of academic instruction or a supervisor of vocational instruction. Where there is a vocational program, there is usually a supervisor of vocational instruction, and the supervisor of education then assumes the duties of an academic supervisor. Where there is no postsecondary vocational program, there is always a person in charge of academic instruction reporting to the supervisor of education. The supervisor of education in two facilities (CCC and DVI) has both an academic and a vocational supervisor reporting to him. A college coordinator directly supervises the college program at Karl Holton and El Paso de Robles; at DVI there are two -- one for the academic and one for the vocational programs.

Regardless of the minor variations on the general organizational theme, staffs are small and the educational personnel are viewed by the correctional officers and the inmates/wards as having a very low status in the prison hierarchy. The educational personnel themselves tend to support this opinion. All educational administrators have extensive experience in education and corrections, with many having been in correctional education in California facilities for several years.

Program Strengths and Weaknesses

The liaisons were asked to list the two greatest strengths as well as the two major weaknesses of their programs. Three liaisons cited the positive support from their administration

as one of the strengths of their program. Three cited the fact that the program was voluntary; five praised the quality and/or commitment of the teachers and professional staff involved in the program. Two liaisons mentioned the fact that the program was free to inmates and two praised the cooperation of the local college. Other factors that were considered by liaisons to be strengths included the quality of the curriculum, the fact that the program led to a degree, the fact that courses given on-site at the prison were similar to those offered at the college, the availability of the coursework to students; and the direct involvement of the student.

Responses concerning the two greatest weaknesses in the programs were equally varied. Like the inmates, the liaisons are generally well aware of the limited number of courses offered, and the inability to provide a variety of courses, including courses related to majors other than the social sciences, was cited by several liaisons as a major weakness of their program. Lack of resources -- tutors, instructor time for individual assistance and, particularly, the lack of library resources for research -- was also named by several liaisons as the greatest weakness. Based on our site visits, this complaint was well justified. Teachers teach their classes and leave, tutors are generally unavailable and libraries are entirely insufficient for high school-level work, let alone college-level work.

The Teachers

One hundred fifty-seven useable questionnaires were received from instructors currently teaching in postsecondary education programs at correctional facilities. Separate analyses were conducted for the 122 instructors teaching in Department of Corrections' institutions in order to see if any differences existed between these teachers and those teaching in CYA facilities. Since the percentages of responses to each item for the CDC group of teachers varied only slightly from those of the total group of teacher respondents, the data from the total group form the base for the discussion on the following pages. Data derived from these questionnaires describe the characteristics of the teachers themselves as well as their perceptions of various aspects of the teaching/learning environments and their perceptions of their inmate students. Although each of these topics is discussed in detail below, the general profile of teachers which emerges is of a group that is predominantly white and male, with advanced educational degrees, but with little experience teaching at correctional facilities and little opportunity to participate in in-service training to better understand inmate needs and abilities and to adapt the subject or their methodology accordingly.

Teacher Characteristics. Seventy-nine percent of the teachers at the correctional facilities are male, and their racial/ethnic backgrounds were reported as follows *

TABLE 2.2. Percentages of Teachers by Racial/Ethnic Group

Racial/Ethnic Group	Percentage of Teachers
American Indian	2.6
Asian	2.0
Black	5.3
White	88.2
Mexican American	1.3
Other Spanish	0.7

Fifty-one percent of the teachers had received an MA/MS degree; 13 percent had a doctorate (Ph.D./Ed.D.); 27 percent had received a bachelor's degree; and 3 percent had an Associate of Arts or Science Degree. Only 3 percent had only a high school diploma.

The type of teaching certificate held by respondents was about evenly divided, with 59 percent reporting that they had a state teaching credential and 58 percent reporting a community college credential. Approximately 12 percent reported that they had a vocational certificate/license. Obviously, several of them held more than one certificate/license. Not surprisingly, eighty percent of the teachers responding to

*All data in this section are reported in percentages since the number of responses for each item varied considerably.

the questionnaire reported that they teach academic courses at the correctional facility, while 18 percent reported teaching vocational courses. Two percent reported that they teach both types of classes.

Table 2.3 shows the number of semesters previously taught by the teachers and clearly, the overwhelming majority of teachers are new to teaching. In fact, the vast majority report having had less than 2 semesters (one year) of previous teaching experience anywhere -- at their current college, other colleges, their current or other correctional facilities, or in any other setting. The fact that so many of the teachers are new to teaching may be in part a reflection of declining institutional budgets for instruction. The increasing cost of teacher benefits over the past 10 years or so in the area of medical/health insurance plans and retirement has required the department to reduce the amount of money available for instruction. These costs were not anticipated when the California penal code was written nor were they provided for in the original or amended legislation.

Community college teachers are paid on a salary scale that considers years of experience and formal education. Dwindling instructional budgets are stretched if "new" teachers who are paid less money are hired instead of more experienced ones. While it would be grossly unfair to suggest that new teachers are less effective than those with more years of ex-

perience, one would, nevertheless, expect that colleges would strive to send teachers who are more experienced or who are acknowledged to be outstanding teachers to the prison programs, especially since the role of the teacher is of paramount importance to the success of these educational programs.

The inexperience of the respondents is particularly critical in light of the fact that over 70 percent of them reported receiving little more than a general orientation to the facility. About 50 percent said that they also were given a general orientation to inmate/ward needs and characteristics, but very few reported receiving training in special methods for teaching inmates or for teaching the subject matter. In addition, 72 percent of the teachers reported that they had received no other special training programs concerning the teaching of inmates/wards. The director of programs at the University of La Verne reported that he spends between 1-3 hours with each teacher. At least once a year, there is an evening of in-service training for teachers and administrators at the college, and in addition teachers spend 2-4 hours in orientation at the institution. Apparently this is not the case at all colleges.

Employment Information. Teachers in correctional education at the college level are employed predominantly by either the college or the college and the correctional facility together. Very few of the respondents were employed only by the correctional facility and no doubt this reflects the

TABLE 2.3. Percentages of Teachers with Previous Teaching Experience, by Number of Semesters Taught and Type of Facility

Number of Semesters /Quarters Taught Previously	Site of Teaching				
	Current College	Other Colleges	Current Correctional Facility	Other Correctional Facilities	Other
None	49.7	61.8	21.7	83.4	72.0
1-2	15.3	5.7	19.1	5.0	15.9
3-4	8.9	8.9	17.9	1.9	4.5
5-6	7.7	5.7	10.8	3.8	3.8
7-8	2.6	5.1	3.8	.6	1.9
9-10	4.5	4.4	5.7	1.2	1.9
11-20	6.9	6.3	9.5	4.1	0
over 20	4.4	2.1	11.5	0	0

Totals may not add to 100.0 due to rounding.

small percentage of vocational education faculty in the sample. They are usually part of the high school program also, as mentioned previously and are employed full-time by the facility. For the system as a whole, about half of the full-time academic teachers are employed through the local cooperating school districts and the balance are State Civil Service.

The teachers were asked to give a percentage breakdown of their duties at the correctional facility, and of those responding, almost 60 percent report that they spend all of their time in the postsecondary program as teachers. The

remaining 40 percent of the respondents are involved in counseling, tutoring or administrative-type jobs. Those who reported counseling or tutoring spend only about 10 percent or less of their time doing so.

The Teaching/Learning Environment. As mentioned earlier, the population of inmates/wards enrolled in postsecondary education is small, and not surprisingly, the teachers report that over half of their classes have 20 or less students in them, about 30 percent said their classes were slightly larger, with 21-30 students. Almost all of the teachers agree, however, that correctional facility employees, and correctional officers, in particular, are not present in the classroom.

The major portion of time teachers spend at the institution is in the classroom, and not surprisingly, considering the findings reported earlier in this section, the majority of teachers report having little contact with their prison students outside of class. Of those few who do see students outside of class, 36 percent meet them regularly during office hours in the institution, 18 percent give them remedial assistance, or tutoring, and 47 percent reported "other" forms of contact.

Course offerings usually originate from institutional education administrators who either ask the individual teachers to teach (31 percent report having been asked to teach a course) or who contact the college and request that such a course be given (19 percent of the teachers report that courses originate via these contacts). Eleven percent don't know how courses originate and the rest checked "other".

In addition to a general orientation at the institution and, for some, an orientation to inmate/ward characteristics, 40 percent of the teachers report that they receive test score information for the students in their prison classes, almost 35 percent said that they receive their students' prior educational record; and 19 percent are informed of the inmates' offenses. Apparently, some teachers believe this is more information than they need, as only 21 percent feel that prior educational records are necessary. Eleven percent would like to receive test scores and another 11 percent would like employment records (no doubt the vocational teachers), but over 40 percent of the teachers don't feel they need any information at all.

Ratings of Facilities and Equipment. The teachers were asked to rate certain facilities and equipment on a scale from "1" (very poor) to "7" (excellent), and the results of their rankings are given in Table 2.4. As indicated, the study environments of the facilities and their libraries received the lowest ratings (3.0 and 3.1, respectively), while the audio-visual and vocational program equipment received the highest ratings (4.4 and 4.5, respectively). The classrooms were given a 3.9 overall rating. The libraries were given the lowest possible rating by the most teachers (31.5%) since they do not provide adequate basic resources to supplement the college program. Vocational equipment received the largest proportion of "excellent" ratings (18.2%). It should be kept in mind, however, that even the highest overall ratings were barely more than "okay" (4.0).

TABLE 2.4. Ratings of Resources, Physical Facilities and Equipment at Correctional Institutions, by Percentages of Teacher Respondents

Resources	Rating Scale: Very Poor 1	2	3	4	5	6	Excellent 7	Average Rating
Library	31.5	26.9	13.1	17.7	4.6	4.6	1.5	3.1
Study Environment	24.0	17.1	17.8	25.6	7.0	5.4	3.1	3.0
Audio/Visual Equipment	5.4	7.8	7.8	38.0	14.0	18.6	8.5	4.4
Vocational Equipment	9.1	9.1	16.7	9.1	19.7	18.2	18.2	4.5
Classrooms	10.0	7.3	14.7	36.0	14.0	15.3	2.7	3.9

Institutional liaisons were asked questions of a similar nature in their questionnaires, and their responses were somewhat different from those of the teachers. According to the liaisons' ratings, classrooms received a score of 5.4 (on the same 7-point scale), audio-visual equipment received a 5.0 and library facilities, again, received a very low rating of 2.7. For the five inmate programs which include postsecondary vocational training, the vocational equipment was rated as about average overall by three of the liaisons, while two rated their facilities' vocational equipment as excellent.

Liaisons were presented with a hypothetical situation wherein they received increased funding, and they were asked to indicate their priorities for spending this hypothetical money. Classroom and library improvement were both ranked among the top

4 priorities from a list of 20 possibilities. In fact, more liaisons indicated classroom and library facilities among their priorities than any other item (88 percent each), and on a scale from "1" (low priority) to "7" (highest priority), library facilities received an average score of 5.4 and classroom facilities received a score of 5.1. Increasing the number of academic courses offered in the two-year college programs received the only higher funding priority (6.2) and was indicated as a priority by 81 percent of the respondents. General educational counseling was also ranked high (5.3) and was chosen by 75 percent of the liaisons as among their priorities.

Although priority ratings ranged quite a bit from institution to institution with respect to classroom facilities, priority levels for library improvement did not show much variation at all, everyone selecting it gave it a very high priority. On the basis of our site visit observations, the classroom facilities we saw ranged from quite adequate at some institutions (mostly those of the CYA) to extremely poor at a couple of the CDC facilities. On the other hand, there were only one or two libraries in either system which are even deserving of the name. We unhesitatingly concur that libraries are in most need as far as improvement of the facilities are concerned, with classrooms a close second.

Teachers were asked to rate other dimensions of the college programs, and their overall scores are presented in Table 2.5. Using a 7-point scale (with "7" being the highest), the teachers rated the quality of instructors the highest (5.4);

TABLE 2.5. Ratings of Courses and Programs at Correctional Institutions by Percentages of Teacher Respondents and Average Ratings

Program Dimension	Rating Scale: Very Poor 1	2	3	4	5	6	Excellent 7	Average Rating
Sequence of courses	2.6	8.5	16.2	34.2	13.7	17.1	7.7	4.3
Quality of courses	0	2.4	6.3	29.1	23.6	27.6	11.0	5.0
Quality of instructors	0	1.6	3.2	16.8	28.8	31.2	18.4	5.4
Quality of counseling	4.4	7.7	15.4	22.0	23.1	16.5	11.0	4.5
Tutoring/ Counseling	11.8	10.5	17.1	26.3	18.4	13.2	2.6	3.8
Remedial Programs	5.0	11.3	8.7	18.8	11.3	28.7	16.2	4.7

tutoring/counseling was the only aspect of the programs which received a score of less than average or okay (3.8). Other rankings were quality of courses (5.0), remedial programs (4.7), counseling (4.5) and course sequencing (4.3).

Teachers' Perception of Inmates. Letter grades are used by almost all teachers to determine grades in the prison college program and in the community colleges and inmates complete their college courses with a passing grade in the same proportions as traditional community college students, according to 86 percent of the teachers. From 75 to 100 percent of traditional students in the community colleges usually complete

their courses with a passing grade and the same percentages were offered for inmates.

Teachers were also asked to compare the inmates/wards in their classes with traditional college students on 8 dimensions associated with academic success by assigning a score of from "1" (much worse) to "7" (much better) for each dimension. Table 2.6 shows that even though they thought the inmates/wards were slightly less than average in ability (3.5), study habits (3.7) and course completion (3.9), the teachers rated them the same or a little better on the other five characteristics. motiva-

TABLE 2.6. Comparisons of Inmates/Wards to Traditional Post-secondary Students on Eight Dimensions, by Percentages of Teacher Respondents and Average Rating

Dimension	Rating Scale							Average Rating
	Much Worse 1	2	3	4	5	6	Much Better 7	
Academic ability	7.1	12.6	17.3	34.6	12.6	11.0	4.7	3.5
Motivation	5.4	11.6	20.2	17.8	18.6	17.1	9.3	4.2
Study habits	9.0	17.2	15.6	26.2	14.8	13.1	4.1	3.7
Aptitude	3.3	5.8	16.5	42.1	17.4	9.9	5.0	4.1
Attitude toward education/learning	7.8	11.7	17.2	21.1	17.2	15.6	9.4	4.1
Quality of work	6.3	11.8	17.3	29.1	17.3	15.0	3.1	4.0
Achievement	2.4	10.5	16.9	29.8	19.4	14.5	6.5	4.2
Course completion	5.9	11.9	21.8	31.1	10.1	11.8	7.6	3.9

tion (4.2); achievement (4.2), aptitude (4.1); attitude toward education/learning (4.1), and quality of work (4.0). On the basis of the teachers' ratings, the inmates in the college programs are clearly very much like traditional college students. In fact, the average of all the dimensions is a 4.0 -- "the same."

Impact of the Programs

According to the charge of the legislature, as stipulated in AB 491, the study was to evaluate the impact of existing programs in terms of lowering the participants' recidivism rates. Although it should not be considered the sole criterion of a program's effectiveness, as there are many other equally, if not more valuable indicators of success, particularly in terms of long-term growth and development, recidivism is a widely used measure of effectiveness in correctional education. The customary use of recidivism, which literally means return to criminal activity, is measured by a single criterion in the Department of Corrections -- return to prison or lock-up. In order to determine if there was any relationship between being in a college program and recidivism, each correctional institution was asked to submit a list of inmates who had participated in a college program and had been released on parole during 1978. The lists were sent directly to the Department of Corrections and the California Youth Authority and recidivism checks were made for each person released.

The first comparison was made for inmates released from Department of Corrections' facilities between January and August, 1978. Recidivism was followed for both male and female inmates for a period of six months after their release to parole or out-patient status. Those who returned to the facility within six months either to finish their term or with a new term were considered recidivists. Table 2.7 shows the breakdown of the data. The analysis proved to be inconclusive, however, due to the severe limitations of the data.

TABLE 2.7. Recidivism of College Group Inmates Compared to All Inmates Released from Correctional Facilities

Facility	Total Released		Returned to Institution Within Six Months	
	No.	%	No.	%
MEN				
Calif. Correctional Center	22		0	0.0
Calif Correctional Insitution	18		1	5.6
Calif. Institution for Men	12		0	0.0
Calif. Men's Colony	8		0	0.0
Calif. Medical Facility	9		0	0.0
Deuel Vocational Institution	24		1	4.2
Sierra Conservation Center	16		2	12.5
Calif. State Prison at San Quentin	1		0	0.0
Calif. State Prison at Folsom	6		0	0.0
Calif. Training Facility	32		0	0.0
Total	148	100.0	4	2.7
All California Men Released January-June, 1977	3,574	100.0	150	4.2
WOMEN				
California Institution for Women	193	100.0	2.3*	1.2
All California Women Released January-June, 1978	193	100.0	2.3*	1.2

*No conclusion can be made for the women's data because the Department of Corrections does not have complete figures and the number that has been calculated is fractional.

The most deficient aspect of the data was the extremely short follow-up period. That is, departmental recidivism rates are reported by cohort and release groups (year of release) at intervals of six months, one year and two years after release. According to data compiled by the Bureau of Statistics, more than half of all parole arrests are made within one year of release, 28.3 percent during the second year, and another 18 percent during the third year and after. (It was not possible to examine two year recidivism data since most institutions do not keep records of college participants, and follow-up studies are thus impossible.) Six month follow-up time has elapsed for only those college participants who were released before September, 1978. However, departmental statistics for male felons for this same period are not yet available. Thus, in some cases, comparisons are made with the next best comparison group of the prior year, January - June, 1977.

The second limitation, then, pertains to the different comparison groups. Male and female college inmates released from January to August, 1978 were compared to all males released from January to June, 1977 and to all females released from January to June, 1978, respectively. The release periods nearly coincide for female inmates, but miss by a year for male inmates. New laws or changes in interpretations made over a year's time can effect recidivism figures, making valid comparisons between different years difficult. This becomes especially problematic for those returns that are not a result of a new court conviction

and sentence. Returns for violation of parole can also be affected by changes in parole boards or their policies.

Keeping these limitations in mind, we can, nevertheless, observe the direction of the difference between the two groups. According to these figures, college men as a group recidivate less than all men released. As noted on Table 2.7, recidivism rates could not be computed accurately for women.

A more reliable comparison was possible for the CYA groups. In this analysis, all inmates/wards released from CYA facilities from January to March, 1978, were followed for one year. While still short of a more satisfactory two-year follow-up period, one year allows more time for the development of differences and can be interpreted with more confidence than is possible within a six-month period. We were also able to compare the college inmates/wards with all others released from CYA facilities during this same period, January to March, 1978, eliminating possible problems in that area. The majority of the CYA inmates/wards were male, with a few females in the Ventura facility. Those inmates/wards who were returned to the facility within one year, for any reason, were considered recidivists. The results are given in Table 2.8. For the CYA facilities almost 24 percent of the college group recidivated compared to almost 26 percent for all CYA inmates/wards released during the same time period.

A final analysis was carried out to test for a relationship between the number of college units completed and recidivism.

TABLE 2.8. Recidivism of College Inmates from CYA Facilities Compared to all CYA Peers Released January to March, 1978

Facility	College Group				All Inmates			
	Total Released		Total Returned		Total Released		Total Returned	
	No.	%	No.	%	No.	%	No.	%
Karl Holton School	31		7	22.6	100		29	29.0
Youth Training School	12		4	33.3	221		59	26.7
Ventura School	36		7	19.4	74		15	20.3
El Paso de Robles School	0		-		96		24	25.0
Total	79	100.0	18	22.8	491	100.0	127	25.9

San Quentin provided excellent data showing recidivism varying by the number of college units completed for inmates who participated in their college program between 1969-1977. This was the only facility that could provide this information.

Recidivism was examined for both one and two years following release. However, only those college inmates who were returned to finish their term by the Community Release Board were included in the data. This did not allow us to measure recidivism for inmates who were returned for having been convicted and sentenced for a new offense, usually a more serious offense than those leading to a revocation of parole, which are often relatively minor infrac-

tions.

Again, it was impossible to provide comparison groups released during the same time periods. Since most of the cases in the San Quentin sample were released in 1976 and 1977, (74 percent of those released between 1969 and 1976 were released in 1976), the best available comparison group of all California male inmates was the 1976 cohort with a one year follow-up period. Data for all males in 1977 were not available. The best available comparison group of all California male inmates with a two year follow-up period was the cohort released between January and June, 1976. Table 2.9 shows the results of this analysis.

Only one inmate of those 145 who completed nine or more units, or 0.7 percent, returned to prison within one year of release, and only two (1.7 percent) returned within two years. These percentages compare with 5.3 percent for all male inmates followed for a one year period and 9.2 percent for all male inmates with a two year period of follow-up.

These are extremely significant differences, even considering the limitations of the data. There is a definite relationship between the number of college credits completed and recidivism. Those who have participated to the greatest extent in the college program, as evidenced by having completed nine or more college courses, are least likely to recidivate, and they recidivate considerably less than the average for all

TABLE 2.9. Relationship between Number of College Units Completed and Recidivism for San Quentin College Inmates Released 1969-1976

Number of College Units Completed	Total Released		Returned to Prison Within One Year		Returned to Prison Within Two Years	
	No.	%	No.	%	No.	%
0*	162		10		18	
1-8	138		2		6	
9-15	70		0		1	
16-30	46		1		1	
Over 30	29		0		0	
Total	445	100.0	13	2.9	26	5.8
All males Released in 1976 (1 yr. follow-up)	6430	100.0	341	5.3	---	---
All males Released Jan.-June, 1976 (2 yr. follow-up)	3403	100.0	---	---	313	9.2

*Attended, but did not complete any units.

males released.

The relationship between the number of college units completed and recidivism was also examined for the CYA facilities. Data relating number of college units completed and recidivism was available for all CYA facilities. As in the earlier analy-

sis, a one year follow-up period was used, and all inmates returned to the CYA facilities for any reason were considered recidivists. Again, the period of release was January-March, 1978. The following results were obtained.

TABLE 2.10. Relationship between Numbers of College Units Completed and Recidivism for College Inmates/ Wards Released from CYA Facilities

Number of College Units Completed	Total Released		Total Returned Within One Year	
	No.	%	No.	%
1-8	19		6	31.6
9-15	18		3	16.7
16-30	32		8	25.0
Over 30	11		2	18.2
Total	80	100.0	19	23.8

In this analysis, no clear relationship between number of college units completed and recidivism emerges, indicating that perhaps the college programs have a greater impact on the inmates in the adult facilities than on those in the CYA facilities.

The analyses that were carried out with these data have produced mixed results -- ones that must be interpreted within the limitations of the available data as noted previously.

An additional problem in studying recidivism is that the seriousness of the offense for which the individual is returned to the facility is unknown when categories are combined to include return to prison for all reasons. It would be useful to be able to differentiate between returns for minor technical reasons and returns for new convictions and sentences for major offenses. The latter constitute a considerably more serious type of recidivism. The distinction could not be made for college group inmates in the present study.

There are also problems with the follow-up period in many recidivism studies. If this period is too short in length, insufficient time is allowed for recidivism and the findings have little meaning. On the other hand, those studies which are able to make use of relatively long follow-up periods of five years' duration are plagued by large sample losses due to the lengthy time lag. Our analysis of the relationship between the number of college units completed and recidivism for the San Quentin college program inmates covered a two year follow-up period, a nearly ideal length. Consequently, it is this analysis that provides the most reliable findings as all other analyses were carried out using relatively short follow-up periods. Although flawed, the other available data on recidivism examined in this study nevertheless indicate the same direction of relationship as do the San Quentin data, thereby providing them with additional support.

If San Quentin's college program can be considered representative of all college programs in the Department of Corrections, we can conclude that college inmates in the CDC male facilities are less likely to recidivate than all males released from these facilities. Further, the more college units they have completed, the less likely they are to recidivate.

Obviously, we cannot establish a direct inverse causal relationship between participation in a college program and recidivism. Those who participate in college programs may have succeeded on parole regardless of their participation. They may have been lower risk cases or more highly motivated individuals. It may be that such people are more attracted to college programs in the first place. College group inmates would then recidivate less regardless of their participation in the program. These issues could not be addressed without a controlled experiment, but it is likely that the social values and orientations of even the lowest risk inmates are buttressed by their participation in a college program. To the extent that this occurs, the college programs have an important impact on recidivism, regardless of the orientation of the participants upon entering the program.

CHAPTER III

THE INMATE POPULATION

In addition to describing the college programs for inmates and ex-offenders, another charge of the Legislation was to describe the characteristics of the population served by the programs. Accordingly, as mentioned in Chapter I, questionnaires were distributed to all of the inmate/wards enrolled in college programs and 10 percent samples of inmates/wards who were not enrolled at each institution. Twenty-five percent samples of non-college inmates were sampled in all site visit institutions.

The development of the questionnaire actually took place during the first round of site visits in late Fall, 1978. The initial idea and a tentative set of questions were developed during our site visit to San Quentin, where the cooperation and enthusiasm of the college inmates was most encouraging. Their assistance in developing ideas for the self-concept scale in particular was invaluable. Questionnaire items developed at this meeting were subsequently pre-tested informally with inmates at California Correctional Center and Sierra Conservation Center. Once completed, the questionnaires were sent to the liaisons for administration to both the college and non-college samples. It is important to keep in mind throughout this chapter, however, the irregular nature of the non-college sample.

As described in Chapter I, the appropriate control group

against which to test the effectiveness of the college program was inmates/wards who met the criteria and thus were eligible for college programs, but for various reasons decided not to participate. The difficulties in identifying such a group proved to be monumental. The next best option was to select a group of inmates who were not currently enrolled in the college program and had never taken any college courses either in prison or prior to their arrest. This group, too, proved impossible to identify. In fact, it became clear after discussions with the liaisons that it was both impossible and impractical to try to use random selection procedures of any sort to select any kind of particular group of non-college participants. As a result, the study team agreed that liaisons would try to give out the questionnaires in as random a fashion as possible (e.g., every 10th person), excluding anyone known to have had college courses and including people from every living unit, with the exception of protective housing and management units. Given the constraints under which the questionnaires were distributed and collected, the fact that we received valid questionnaires from 1,978 inmates from 16 institutions is impressive and a tribute to the diligence of the liaisons.

Responses were received from 751 inmates enrolled in college programs and 1,227 non-college inmates. As it turned out, approximately twenty-seven percent of the responding non-college inmates were not enrolled in any educational program.

Thirty-eight percent were enrolled in high school or GED programs and 14 percent were enrolled in elementary or remedial programs with another 14 percent reporting enrollment in vocational programs. According to their responses, about 7 percent of those surveyed as part of the non-college cohort were, in fact, enrolled in college courses. Eighty-three percent of the respondents (1,631) are from CDC institutions, seventeen percent (347) are from the CYA. Table 3.1 shows the response rates of both the college and non-college groups by institution.*

Demographic Characteristics

Following the ethnic breakdown of the inmate population as of June 30, 1978, prepared by the Management and Information section of the Department of Corrections, the respondents as a group represent three major ethnic groups: Whites (38 percent), Blacks (29 percent) and Mexican-Americans/Chicanos (21 percent). The remaining twelve percent is comprised of persons from Native American, Asian, Puerto Rican and "Other Spanish" origins. As far as the distribution of ethnic groups according to college and non-college is concerned, the differences are significant. Considerably more Whites are found in the college group compared to the non-college group (48 percent vs. 31 percent), whereas Mexican-Americans/Chicanos comprise 27 percent of the non-college group but only 12 percent of the college group. Blacks are fairly evenly distributed

*Only tables that are considered to be essential to an understanding of the data have been included in this chapter. However, statistical data presented in tabular form for all variables is included in Volume II, and appropriate tables may be found for all data described in this chapter.

TABLE 3.1. College and Non-College Inmate/Ward Respondents By Institution, 1979

	College	Non-College	Respondents	% of Sample
Deuel Vocational Institution	85	237	322	16.3
California Men's Colony	68	182	250	12.6
California Correctional Center	130	92	222	11.2
Calif. Institution for Women	37	130	167	8.4
Karl Holton School	71	85	156	7.9
Calif. Training Facility-Soledad	59	93	152	7.7
Calif. Institution for Men	14	96	110	5.6
Ventura School	41	66	107	5.4
Calif. State Prison at San Quentin	45	51	96	4.9
Sierra Conservation Center	28	60	88	4.4
California Rehabilitation Center	12	70	82	4.1
California Medical Facility	79	--	79	4.0
Calif. State Prison at Folsom	50	--	50	2.5
El Paso de Robles School	19	24	43	2.2
Youth Training School	--	41	41	2.1
Calif. Correctional Institution	13	--	13	0.7
Total	751	1,227	1,978	100

between the two groups with only one percentage point difference -- 29 percent vs. 28 percent for the college and non-college groups, respectively.

There are also significant differences between the college and non-college groups with respect to age. Although over 75 percent of the respondents in both groups are under the age of 30 (a somewhat larger proportion than the 58 percent found for the total inmate population according to the CDC), a larger percentage of the college group (29 percent compared to 21 percent) is between the ages of 26-30, while the largest representation of the non-college group is somewhat younger (21-25). Variations by facility are as expected, with the CYA institutions showing the largest number of respondents in the 18-20 year old range and the oldest respondents from Folsom, where over half are over the age of 30 years.

According to Department of Corrections grade placement data for the June, 1978 inmate population (N = 15,381), 4.5 percent of the men and 1.5 percent of the women inmates are illiterate, 42 percent of the men and 38 percent of the women have less than an 8th grade education, 46 percent of the men and 53 percent of the women have over an 8th grade education and 9.3 percent of the men and women each have a high school education or beyond.

As far as the educational background of our survey group was concerned, 31 percent of the group of respondents report that they had "some college", 28 percent had "some high school" and 23 percent had a high school diploma or GED. Only 12 per-

cent had less than an 8th grade education. As expected, however, there are significant differences between the college and non-college groups with respect to their prior education. Over 50 percent of the college group compared to only 17 percent of the non-college group report that they had some college.

There is little difference between the two groups as far as those with a high school diploma or GED are concerned (24 percent for the college group compared to 22 percent for the non-college group) (almost 40 percent of the non-college group indicated they had "some high school"); but again at the lowest end of the continuum, only 2 percent of the college group compared to 17 percent of the non-college group report having less than an 8th grade education. Combining the percentages for both a high school diploma (or GED) and some college, the differences are 77 percent for the college sample compared to 39 percent for the non-college group.

For the group as a whole, educational level varies significantly according to ethnic background, with the Whites showing the highest educational background. Twenty-five percent of the Whites had completed high school or GED and almost 40 percent had some college. The corresponding figures for Blacks are 23 percent and 28 percent, and for Mexican-Americans/Chicanos, 18 and 19 percent. These figures seem compatible with those for the non-prison population -- generally speaking, the higher up the educational level, the less

one finds persons from minority backgrounds.

Slightly more respondents had held a job prior to their arrest (58 percent vs. 42 percent), and this was true for significantly more of the college respondents. Sixty-four percent of the college inmates report having had a job prior to prison compared to 55 percent of the non-college group. While these differences are significant, they may be at least in part attributable to the fact that a larger proportion of the non-college inmates are in the younger age groups.

It was suggested that enrollment in a college program could at least in part be a function of the length of time one has to serve in prison. Department of Correction data indicate that the majority of male inmates have been committed to prison for one of four offenses: robbery, 29.7 percent; homicide, 18.1 percent; burglary, 14.5 percent; and controlled substances and marijuana, 11.3 percent, the first three of these offenses carrying fairly severe sentences. For women, the offense groups are: controlled substances and marijuana, 23.8 percent, homicide, 18.6 percent; robbery, 16.5 percent; and forgery and checks, 13.9 percent.

We did not ask inmates to identify their offense but we did ask both groups the length of their sentence. The results revealed that, overall, just under half of the respondents are serving sentences of from 1-3 years. The next largest proportion for both the college and non-college groups is those who are serving 4-6 years (22 percent of the college group vs. 27

percent of the non-college group). The more significant differences between the two groups, however, occurs at both extremes. At the lower end, 14 percent of the non-college respondents versus 8 percent of the college inmates are serving sentences of less than 1 year. Again, this could be a function of the fact that more non-college inmates/wards are younger and thus were more likely to be sentenced to shorter terms in prison. At the other end of the scale, although the overall percentage is small, the pattern is reversed and twice as many college inmates as non-college inmates are serving more than 10 years (10 percent compared to 5 percent). Institutional differences are as expected, with almost 88 percent of the college inmates at Folsom and 70 percent of those at San Quentin serving sentences of more than 4 years.

Inmates were also asked how much time remained on their sentences and the responses indicated a definite shift downwards. That is, whereas about 50 percent of the college group indicated their sentences range from less than one year to 3 years, 83 percent said that that much time remained for them to serve. The 27 percent who indicated that they were serving sentences of 4-6 years shifted to 10 percent who still had that much time left to serve. These data seem to indicate that those enrolled in college programs have been in prison awhile; they are clearly not the newly incarcerated. It may well be that it takes some time to get used to prison and prison life before an inmate is ready to think about his/her future and

invest the effort required to take part in an educational program, particularly one at the college level.

As a group, there are more inmates who are serving their first sentence compared to those who are recidivists (52 vs. 46 percent, respectively). These data are consonant with Department of Corrections data for the 1978 inmate population. The non-college group are about evenly divided between first offenders and recidivists. But for the college group, the differences are highly significant. Fifty-nine percent of those enrolled in college programs are first offenders compared to 41 percent who are recidivists. Not surprisingly, there are different institutional patterns, with four institutions having over 60 percent recidivists in their college group. Four institutions also have over 65 percent recidivists in their non-college group, with only one institution having both its college and non-college groups composed of a majority of recidivists.

Both college and non-college groups were asked how certain they were that they would not come back to prison again, and although there are differences between the college and non-college groups, the largest proportion of each group (60 percent of the college vs. 53 percent of the non-college) answered "definitely not", and their certainty did not vary according to the length of their sentence. Approximately 30 percent of each group responded that they "probably would not be back", but 11 percent (206 inmates) still thing they "may be back".

Institutional percentages reflect this pattern, with more certainty found among slightly larger proportions of college respondents compared to non-college respondents. The exception was one CYA institution where it is the reverse. In this case, 76 percent of the non-college group vs. 63 percent of the college group are certain that they will not be back to prison. A summary table is included at the end of the chapter.

Aspirations and Plans

Although over half of the total respondents (51 percent) want to go to school and to work when they get out of prison, the difference between the college and non-college groups is significant. Sixty-one percent of the college group compared to 44 percent of the non-college group want both school and work whereas 43 percent of the non-college and only 19 percent of the college group plan to work only. These patterns hold across institutions except in the case of CMC and CIW, where significantly more inmates want to get a job and are not interested in going to school. At CIW, twice as many inmates want a job alone compared to those who are interested in both school and employment.

Although a college education can be valued for itself, it also provides access to new and higher level occupations, and as far as what they want to do when they get out is concerned, being an owner or manager of a small business, such as insurance or real estate, is the first choice of both the college and non-college respondents (18 percent of the college

group vs. 15 percent of the non-college). Generally speaking, however, as Table 3.2 indicates, the occupational aspirations of the college group are considerably higher than for the non-college group. Second choice for the college group is a three-way tie (each with 11 percent of the respondents) between managerial and professional level I (e.g., teacher, engineer, accountant), semi-professional/technician such as a computer programmer or lab technician and skilled craftsman or foreman. Second choice for the non-college group is skilled craftsman or foreman, followed closely by semi-skilled worker. The largest proportion of each group (27 percent for college and 29 percent for non-college respondents) do not know what they want to do or they have something else in mind other than the occupations listed. Interestingly, the jobs most disliked by both groups are protective service worker and farm owner manager, both of which received less than 2 percent of the respondents in either group.

The College Program

Additional questions about the college program were asked of the college inmate group only. Seventy-eight percent of the college inmates are enrolled in academic programs; five percent are enrolled in vocational programs, and 17 percent are enrolled in a combination of academic and vocational. Considerably more CYA respondents than CDC respondents are enrolled in academic programs (85 percent vs. 76 percent), more CDC than CYA re-

TABLE 3.2. Number and Percent of College and Non-College Inmate Respondents Indicating Interest in Employment in Various Occupations

Occupations	College		Non-College	
	Number	%	Number	%
General Worker	10	1.4	65	5.6
Semi-skilled (machinist, barber, store clerk, truck driver)	40	5.5	166	14.2
Skilled clerical or sales (secretary, sales, bookkeeper)	25	3.4	47	4.0
Skilled craftsman/foreman (electrician, cook, carpenter)	78	10.8	174	14.9
Protective Service Worker (policeman, military, fireman)	9	1.2	19	1.6
Owner/Manager small business	131	18.1	177	15.2
Farm Owner/Manager	13	1.8	21	1.8
Semi-professional/technician (computer programmer, lab technician)	79	10.9	65	5.6
Managerial/Professional I (teacher, engineer, accountant)	79	10.9	48	4.1
Managerial/Professional II (doctor, lawyer, professor)	64	8.8	44	3.8
Other	172	23.7	253	21.7
Don't know	25	3.4	87	7.5
Total	725	100	1,166	100

spondents also indicate enrollment in a combination program, 18 percent of the CDC respondents vs. 11 percent of CYA respondents.

As far as institutional differences are concerned, CCC shows the largest representation in vocational programs (27 percent). No doubt the fact that several different vocational training programs are offered as part of the college program accounts for this finding, as well as for the finding that the largest number of respondents taking a combined academic and vocational program (40 percent) are at CCC. The second largest group taking a combined program is at DVI (27 percent).

The college group was asked how many college courses and credits they had taken in prison. Table 3.3 shows the number of college classes taken by inmates enrolled in college programs, and Table 3.4 shows the number of college credits earned.

As presented on the Tables, 54 percent of those responding have already taken between 1-5 classes. Twenty-seven percent have taken between 6-10 and an additional 11 percent have taken between 11 and 15 courses. Correspondingly, almost 50 percent of the group have received between 3 and 15 units of credit and another 30 percent have earned between 16 and 30 units. An additional 11 percent have earned between 32 and 45 units of credit. Understandably, there are significant differences between CYA and CDC respondents, with the former having earned less units. Institutional differences are highly significant, with the most courses taken by inmates at Folsom, CTF, CMC and

TABLE 3.3. Number of College Classes Taken by Inmates Enrolled in College Programs

No. College Courses	No. Inmates	% of Total Respondents
1 - 5	266	53.5
6 - 10	134	27.0
11 - 15	53	10.6
16 - 20	31	6.2
over 20	13	2.6
Total	497	100

San Quentin. The least number of courses taken are reported by inmates from Sierra, CRC and CIW.

Some claims were made on the part of prison personnel that inmates enroll in college programs so that they can collect their Veteran's Benefits and not because they are truly interested in their educational development. In order to find out if this were true, college inmates were asked if they received Veteran's Benefits, and the overwhelming majority of the respondents said they did not receive benefits (71 percent). Within the college group, however, and keeping in

TABLE 3.4. Number of College Credits Earned by Inmates Enrolled in College Programs

College Units	No. Respondents	%
3-15	233	47.3
16-30	145	29.4
32-45	53	10.7
47-60	40	8.1
over 60	22	4.5
Total	493	100

mind the comparatively small sample sizes at each institution, there are some interesting differences. For example, whereas over 75 percent of the college inmates at 10 institutions said that they did not receive Veteran's Benefits, almost two-thirds of those enrolled in college programs at Sierra answered this question affirmatively. Those who receive benefits and those who don't are fairly evenly represented in the college programs at CTF, CCI, CMC and CCC.

In order to pursue the matter concerning the reasons why inmates enroll in college classes further, the questionnaire included the item "Why are you enrolled in these courses?"

TABLE 3.5. College Inmates' Reasons for Taking Courses in Which Currently Enrolled

Reason	No. Respondents	Percent
Interested in the subjects	255	40.6
Need them for degree	163	26.0
Only choices available	145	23.1
Other	65	10.4
Total	628	100

Tables 3.5 and 3.6 show the results of the analysis.

The largest group of respondents (41 percent) are taking the courses in which they are enrolled because they are interested in the subjects. The next largest group (26 percent) indicated that they need them in order to complete their degree, and 23 percent indicated that these classes were the only choices available. Again, there are revealing institutional differences. Well over two-thirds of the inmates enrolled in college classes at Sierra, CIM and CRC said that they are taking the classes because they are the only choices available. That clearly was the case, since Sierra offers a set curricula

TABLE 3.6. Percent of College Inmates Indicating Reason

Type of Institution	Reasons for Taking Classes: Only Choice	Need Them for Degree	Interested in Subjects	Other	N
CYA	26.9	25.2	32.8	15.1	119
CDC	22.2	26.1	42.4	9.2	509
All Facilities	23.1	26.0	40.6	10.4	628

over the two-year period aimed at an AA degree, and CMC and CRC offer a limited variety of courses. College inmates at San Quentin and CIW are the most interested in the subjects of their courses, and considerably more CDC inmates expressed interest in the subjects than did those in CYA institutions.

Inmates may enroll in courses for various reasons, but as a group, they feel very positive about their college experiences. Generally speaking, inmates enrolled in the college programs are also quite satisfied with the quality of their teachers and educational administrators. Approximately 66 percent of the college inmates think the teachers are "good" or "very good", and 20 percent think they are "excellent". Only 2 percent think the teachers are "poor". Teachers were rated significantly higher at CIW, Folsom and CIM, with teachers at CMF and CRC following closely behind. Teachers at CYA facilities fared less well

than did teachers at CDC institutions -- no doubt a reflection of young people's general dislike of school, to say nothing of their required attendance.

Prison administrators in charge of the college program were rated "good" or "very good" by 54 percent of the college inmates. Fourteen percent rate them as excellent. The highest ratings were received by administrators at DVI and San Quentin, with CIW and CMF closely behind. Administrators, like teachers, received somewhat lower ratings at CYA institutions than CDC facilities.

In an open ended question, college inmates were asked to describe the two best features of the programs and the two worst features. The most frequently cited "worst" items, as mentioned earlier, were the limited class offerings and lack of resources, which included the inadequacy of the libraries and lack of instructional aids, classroom and study space, academic counseling and tutoring. Based on our observations during the site visits, complaints regarding these factors are well justified.

Other things mentioned by inmates under the worst category included in order of frequency of responses: the time classes are offered, the teachers, high tuition fees, "attitudes of some students -- not there to learn", lack of upper division courses and term papers.

The most frequently cited best aspects about the program were the "opportunity to learn about the world and my-

self", "the chance to get a degree" (or credits toward one), and "something to do, makes the time go by faster". These three responses were also mentioned by inmates in the interview sessions. Other responses to best features included the instructors, preparation for the outside world and "preparing for better things" (job, life, etc.).

For the question, "How has the college program helped you", inmates could check as many of the 8 responses listed in Table 3.7 as they wished. As indicated, the response checked most often was "It makes me feel like I am learning and growing", followed by "It makes the time go faster". Prison educators should be pleased to note that only 2.2 percent of the college inmates responded that the college program has not helped them. These findings suggest that college programs provide inmates with psychological benefits -- feeling that they are able to strive for and attain some important personal goals even while they are incarcerated. If college programs "make the time go faster", the harsher aspects of imprisonment may be mitigated, and by making 90 percent of the inmates "feel like they are learning and growing", college programs may be a more viable rehabilitative and reintegrative mechanism than is generally realized.

Inmates enrolled in college programs appear to hold more traditional values and goals compared to their non-college peers. This pattern is reflected in their greater likelihood of holding a job before their arrest; in their greater likelihood of being a first offender; and in their having a higher

TABLE 3.7. Ways in Which College Programs Have Helped Inmates as Reported by Inmates Enrolled in Programs

Ways College Helps	All CYA	All CDC	All College Inmates	N
It makes me feel like I am learning and growing	83.1	91.4	89.8	571
It makes the time go faster	58.9	52.7	53.9	343
It gives me something to do with my spare time	37.9	43.0	42.0	267
It lets me draw Veteran's Benefits	7.3	24.0	20.8	132
Other ways	25.0	19.3	20.4	130
It helps me get treated better	16.1	7.4	9.1	58
It keeps me from having to get a job	2.4	2.9	2.8	18
It hasn't really helped	7.3	1.0	2.2	14
It gets me special housing arrangements	4.0	1.0	1.6	10

Inmates could check as many as apply. Therefore column totals and percents are based on multiple responses and do not add up to 100.

educational level prior to prison and higher educational and occupational aspirations for their post release life.

It is doubtful that these differences result entirely from being in college programs. Most likely, inmates with these characteristics and with values more closely adhering to societal norms are more attracted to the values of education and are thus more likely to enroll in college programs. Nevertheless, these positive values have not been lost; if anything, the college programs have sharpened and strengthened them. Eighty-six percent of the college group expressed interest in earning a Bachelor's degree or graduate degree, and almost 90 percent said that earning a degree is important to them, with 67 percent reporting that it is very important. In fact, the college group of inmates in all facilities indicate a strong interest in taking courses for a BA/BS degree in prison, should such courses be made available. The average response on a scale from "1" to "4" for all institutions was 3.58, with a response of "4" indicating "definitely would take them" and "3" indicating "probably would take them".

Self-Concept

The importance of self-concept in inhibiting criminal tendencies was first emphasized in the "containment theory" of Walter Reckless and his associates (1967). They argued that certain elements contain or restrain individuals against the "allure" of crime and a positive self-concept is an indicator of inner containment. These researchers, as well as

others, showed that delinquent adolescents generally have poorer self-concepts and they claim that containment theory can be extended to account for most forms of adult and juvenile criminality. In order to see if exposure to education and, more specifically, being part of a college program, contributes to a higher self-concept, a self-esteem scale was developed and included in the questionnaire given to both the college and non-college samples of inmates.

The self-esteem scale was derived from the scale designed by Rosenberg (1965) which measures attitudes toward the self along a favorable to unfavorable dimension. High self-esteem in this scale is defined to mean that the individual respects him/herself and considers him/herself worthy. Modifications in the language of the items were made with the assistance of the college inmates from San Quentin, and certain additional items were added to reflect inmates' perceptions regarding the value of their incarceration in order to highlight the discriminating items pertaining to self-worth.

The self-concept score was constructed from the items listed on Table 3.8. As indicated on the table, a T-test comparing the mean responses of the college and non-college groups on 12 items indicated a highly significant difference for 10 items; these results would have occurred by chance only 1 time out of ten thousand. The differences in the overall self-concept scores between the two groups stem primarily from differences in the responses to these items.

TABLE 3.8. Mean Responses of Self-Concept by College and Non-College Inmate Samples, by Item

Items	College Group	Non-College Group	Significance level
I am equal to other people	3.64	3.47	.0001
Once I am out of here, I'll never be back	3.41	2.95	.0001
I have many good qualities	3.86	3.69	.0001
The system is against people like me	2.50	2.33	.01
I can do things as well as most people	3.86	3.70	.0001
I know what I want to do with my life	3.60	3.56	---
I feel like I am a failure	3.53	3.50	---
Being in prison has done me some good	3.15	3.04	.05
I wish I had more respect for myself	2.83	2.57	.0001
I am satisfied with myself	3.16	3.25	---
Prison helped straighten me out	2.61	2.66	.0001
I am really no good at all	3.82	3.68	.0001
I feel I can make it on the streets	3.91	3.83	.0001
I feel useless at times	3.13	3.08	---
I take a positive attitude toward myself	3.74	3.62	.0001
I do not have much to be proud of	3.34	3.05	.0001

Some of the differences in responses point to the increased confidence that college inmates have about their probability for success after they are released. This is shown by their more positive responses to the items "Once I am out of here, I'll never be back", "Being in here has done me some good", and "I feel I can make it on the streets", as well as by their more negative response to the item "The system is against people like me". In fact, when self-concept scores were examined in relation to the certainty of their not coming back to prison, those that responded "definitely not" had a significantly higher self-concept than other respondents. For all responses, level of self-concept varied in the exact direction as did inmates' certainty, with the lowest average self-concept score associated with those who feel they would "most likely" return to prison.

For nearly all facilities, the college inmates, as a group, have a higher average self-concept score than non-college inmates. The only reversals in this trend occur at Sierra and CRC, where the small number of college inmates responding (18 and 12) make the findings at these facilities suspect.

Not surprisingly, self-concept varied with respondents' level of education -- those who had a college degree or some college, have the highest self-concept, following in order downward to the lowest self-concept held by those who have less than an 8th grade education (Table 3.9).

TABLE 3.9. Average Self-Concept Score of Inmates According to Level of Education

Level of Education	Mean Self-Concept Score	N
Less than 8th grade	48.60	167
Some high school	52.42	457
High School Diploma/GED	53.14	374
Some College	54.03	511
AA Degree	55.41	88
BA/BS Degree	55.36	14
Some graduate school	54.80	10
Graduate Degree	53.22	18
Total	52.91	1,639

(The slightly lower scores of the graduate school respondents are most likely a function of the very small numbers involved.) Self-concept also varies by ethnic group, with the highest self-concept held by Whites and Blacks, followed by Mexican-Americans/Chicanos and Native Americans.

Institutional differences are significant for several items, and some interesting patterns emerge. Overall, the highest self-concept scores were attained by inmates at Fol-

som, second highest scores were attained by inmates of CMF. The lowest scores were attained by inmates/wards at El Paso de Robles, with second lowest self-concept from the men at DVI.

In particular Folsom inmates scored consistently high on items such as

"I am equal to others",
"Once I am out of here, I'll never be back",
"I have many good qualities", and
"I take a positive attitude toward myself";

and they scored consistently low on the following.

"The system is against people like me",
"Prison helped straighten me out", and
"I do not have much to be proud of".

El Paso inmates/wards scored exactly the reverse on these items, leading one to conclude that age and maturity are important factors in developing and maintaining self-concept.

Certainly, we cannot argue that the college programs "caused" a higher self-concept on the part of the inmates in the program. No doubt inmates with stronger self-concepts are more attracted to college programs in the first place, believing themselves capable of pursuing college-level work and wanting to better themselves in preparation for their future on the outside. Nevertheless, the college programs are instrumental in maintaining and reinforcing the self-concepts of these inmates, and can thus be considered an important part of the overall rehabilitative process.

The college programs provide the incentives for worthwhile goals, and by attaining those goals during their incarceration, inmates can justifiably set high aspirations for employment and education after their release. Their self-concept is maintained and the positive cycle continues.

TABLE 3.10. Summary of Characteristics of Inmates Enrolled in College Programs Compared to Those Who Are Not, in Percentages

Characteristics	College	Non-College
AGE:		
18 - 20	18.1	25.2
21 - 25	28.7	32.2
26 - 30	29.0	21.4
31 - 35	14.4	11.7
36 - 40	5.0	3.8
Over 40	4.7	5.7
ETHNIC GROUP:		
White	30.8	48.2
Black	28.2	29.2
Mexican-American	11.6	26.6
Native American	2.6	5.1
Other	5.0	3.1
Other Spanish	2.2	2.4
Asian	1.9	1.5
Puerto Rican	.3	1.2
EDUCATIONAL LEVEL.		
Less than 8th Grade	2.2	17.3
Some High School	8.1	39.5
High School or GED	23.8	22.3
Some College	52.7	16.8
A.A./A.S.	10.2	1.8
B.A./B.S.	1.5	.7
Some Graduate	.4	.7
Graduate Degree	1.1	1.1
PRISON EDUCATION PROGRAM		
Elementary	.5	13.9
High School or GED	1.9	38.4
College Vocational	10.0	13.7
College Academic	84.1	7.2
None	3.4	26.8
JOB PRIOR TO PRISON:		
Yes	63.5	54.6
No	36.5	45.4

TABLE 3.10 (cont.)

Characteristics	College	Non-College
LENGTH OF SENTENCE:		
Less than 1 Yr.	8.0	13.9
1 - 3	42.3	49.0
4 - 6	27.2	21.5
7 - 10	12.3	10.4
More than 10	10.2	5.3
TIME REMAINING.		
Less than 1 Yr.	40.4	47.0
1 - 3	42.9	38.6
4 - 6	10.4	8.6
7 - 10	3.3	4.6
More than 10	3.0	1.2
FIRST OFFENSE:		
Yes	58.6	50.2
No	41.4	49.8
VETERANS BENEFITS:		
Yes	29.4	6.4
No	70.6	93.6
AFTER PRISON PLANS:		
Go to School	13.6	4.2
Get a Job	19.2	42.7
School and Job	61.1	44.1
Don't Know	6.1	9.0
RETURN TO PRISON:		
Definitely Not	59.6	52.6
Probably Not	29.3	30.6
Maybe	7.9	12.5
Most Likely	3.2	4.3

CHAPTER IV

CAMPUS-BASED PROGRAMS FOR EX-OFFENDERS

Contrary to the case of prison-based programs for inmates discussed in the previous chapter, there is little variation among the community college or state university and colleges' campus-based postsecondary education programs for ex-offenders. Generally these programs provide support services to ex-offenders which include some form of orientation to the college as well as assistance with admission and registration, financial aid, academic and personal advisement, and in some cases assistance with finding housing and employment. The first section of this chapter will discuss community college ex-offender programs, programs for ex-offenders on the state university and college campuses (CSUC) will be discussed in the second section.

The information presented in both sections is derived from questionnaires completed by directors of ex-offender programs and directors of Extended Opportunity Programs and Services (EOPS) who served as liaisons to the study, as well as from site visit interviews with program personnel and ex-offenders. In addition, as described in Chapter I, questionnaires were sent to the directors of all ex-offender programs for distribution to ex-offenders participating in their programs. Completed questionnaires were received from 160 ex-offenders participating in programs at Sacramento City College and eight CSUC campuses. Ex-offender questionnaires were re-

ceived from CSU, San Francisco, after the deadline, and since the data had already been run on the computer, they are not included in this analysis.

Community-College Ex-offender Programs

Of the 106 public community colleges in the state, only one self-contained ex-offender program exists independent of Extended Opportunity Programs and Services (EOPS), and that one is headed for termination as of June 30, 1979. Project LIFT (Life in Focus for Tomorrow) was initiated at Sacramento City College in 1976 and has remained the only official community college program specifically for ex-offenders. First funded as part of EOPS and then through an independent grant from the Department of Corrections, a wide range of counseling and tutoring services, financial aid, orientation and testing services have been provided to ex-offenders for 9 years, with a total of 600 ex-offenders having participated since 1970. Although no data were maintained on ex-offenders' educational progress, the director of Project LIFT estimates that about 40 percent of those who participated in the programs have gone on to complete their education in four-year colleges and universities. Under its regular open door policy, ex-offenders will still be able to enroll at Sacramento City College after the program terminates and, according to the President of the college, they will still be provided services. But an identifiable program especially for ex-offenders will no longer be available.

In addition to the program at Sacramento City College, four other community colleges provide services to ex-offenders through their EOPS -- De Anza, Fresno City, City College of San Francisco and Grossmont. De Anza's New Day program specializes in the recruitment of ex-offenders and recovered substance abusers. Participants are provided with a peer counselor, most often an ex-offender, who assists them with paperwork, tutoring and employment counseling. Since 1976, 13 ex-offenders have been awarded Associate of Arts degrees.

The Pinto component of Fresno City College's EOPS began in 1974 and has served approximately 169 ex-offenders, some of whom were funded through the 10 EOPS-funded slots reserved for ex-offenders each academic year. In addition to the regular EOPS services, ex-offenders are provided special counseling services, study skills classes, financial aid, testing, orientation and a special Group Dynamics Course with emphasis on ex-offenders' readjustment, study habits and development. Seven ex-offenders have completed associate degrees and two have gone on to complete baccalaureate degrees. Fresno and De Anza's programs both have small, but separate budgets from EOPS.

Grossmont College provides a support program of outreach, recruitment, professional counseling, peer counseling, tutoring and financial aid. Pre-release and orientation, as well as a Personal Development Support Group, are special services provided to ex-offenders in addition to the regular EOPS services.

At the City College of San Francisco, a special program for ex-offenders -- the SCORPIO program -- was discontinued in 1978. Ex-offenders are now integrated into EOPS and one member of the EOPS staff, currently an ex-offender, serves as a peer counselor and recruiter, recruiting ex-offenders from penal institutions and halfway houses.

In the fall of 1977, the ex-offender program at Monterey Peninsula College was also integrated into the EOPS, and ex-offenders currently receive financial aid, counseling, tutorial assistance, job placement services and peer counseling as part of EOPS. In this case, however, no personnel are specifically assigned duties related to recruiting or servicing ex-offenders, and there is no readily identifiable component of EOPS designated for this purpose.

L.A. Valley College, West L.A. College and L.A. Pierce College have no officially organized programs, there is no official director, no staff and no budget specifically for ex-offender services at any of these colleges. However, at Pierce College, a counselor with five years' experience in rehabilitation counseling with ex-offenders and teaching inmates has been providing counseling to about 10 ex-offenders each semester and assisting them with registration since 1977. West L.A. College's director of EOPS maintains contacts with penal institutions and probation offices and tries to meet the needs of the 18 ex-offenders currently enrolled. Since 1975, one counselor at L.A. Valley College has devoted 10 percent of his time to working with ex-offenders as part of the New Beginning

Program. Approximately 198 ex-offenders have been recruited during the last four years, and they have received assistance with admission and registration, financial aid counseling and health services, in addition to services they may have received through EOPS. At all of these colleges, ex-offenders are mainstreamed into the regular college curriculum following academic advising and testing.

Still other community colleges are aware of and try to assist ex-offenders in various ways, even though there is no official college structure for doing so. As part of the EOPS program at East L.A. College, ex-offenders have established a PINTO club just to let ex-offenders know that they are welcome. At Los Medanos College, approximately 10 ex-offenders per semester can receive extra counseling and special session speakers as part of EOPS, and 16 ex-offenders were actively involved in the EOPS program at the College of the Redwoods during the 1977-78 academic year. Approximately 200 ex-offenders have participated in either the ex-offender or EOPS program at these three colleges; 90 percent of them full-time students.

Glendale College and Rio Hondo College offer special counseling programs for ex-offenders after which they are mainstreamed into other student assistance programs. Los Angeles Trade-Technical College has a special counselor who deals with ex-offenders and maintains contact with county probation and rehabilitation departments. Merced College offers special counseling, work experience, testing and finan-

cial assistance in addition to support services. No special organization exists, and ex-offenders are encouraged to apply to EOPS or CETA for information concerning financial assistance and services. The program was reduced two years ago because of the limitations of the college's resources and the large amount of resources the colleges felt was needed to adequately serve the needs of the ex-offenders.

It is obvious from the above discussion that while only one true "program" to serve ex-offenders exists among the state's public community colleges, there are several colleges which have a commitment of some type, whether or not programmatic, to recruit and serve this population. No doubt other colleges are serving ex-offenders through EOPS or other means without a specific focus or intent, and of course, ex-offenders are welcome as students on all campuses.

CSUC Ex-offender Programs

The goals of the ex-offender programs in the CSUC are to: 1) facilitate the recruitment and admission of ex-offenders to CSUC campuses as full-time students in fields of study leading to a degree, 2) to provide supportive services to retain these students; and 3) to serve as an advocate for program participants and ex-offenders generally on campus, in the community and in the correctional institutions. Brief descriptions of the nine State University and Colleges' programs for ex-offenders follow below.

San Francisco State University Project Rebound is the oldest program for ex-offenders in the system, having begun in 1967. Staffed entirely by ex-offenders and funded through the Department of Sociology, Project Rebound has provided approximately 500 ex-offenders with assistance in admissions, financial aid and a wide range of counseling services, including a special counseling course in the first semester. Unlike the other programs in the state, Project Rebound focuses on entrance, and ex-offenders are mainstreamed into regular university life after the first semester. Assistance is available if needed, but there is no program identity as such, and ex-offender status is deemphasized. Job placement and referral services are available through the career placement center, and counselors in each support service area are designated to work with ex-offenders who need assistance.

CSU, Northridge The ex-offender program at CSU, Northridge (EXPAN), is under the aegis of the Dean of Student Affairs. Established in 1975 and funded through grants from the Office of Criminal Justice Planning (OCJP) and Community Services Administration, EXPAN recruits ex-offenders and provides admissions, counseling, and on-going academic support services. Approximately 90 ex-offenders have participated since the beginning of the program.

CSU, Fresno: The Pinto program at CSU, Fresno, is part of the university EOP, and through EOP ex-offenders are provided with special admission and support services. The EOP counselor spends 20 percent of his time servicing ex-offenders assisted by one work-study student in the program. Approximately 50 ex-offenders have participated in this program which was initiated in the spring of 1972. Seven have completed their bachelor's degrees; one has received a master's degree.

CSU, Dominguez Hills: The parolee eudcation program at CSU, Dominguez Hills, is a component of the EOP program. In addition to the services provided by EOP, the ex-offender component provides counseling and advising specifically geared toware helping ex-offenders in reentering the community. Begun in 1978, 14 full-time students are currently enrolled.

CSU, Long Beach: Project CHANCE was established at CSU, Long Beach, in 1971 under the direction of the Office of Student Affairs. Approximately 228 ex-offenders have participated in the program and 11 have received their bachelor's degrees. Funding was provided first by an OCJP grant and then the Department of Corrections.

CSU, Los Angeles: Under the Associate Dean of Students, the Student Parolee Program at CSU, Los Angeles, provides admissions processing, recruitment, testing, financial aid, counseling, crises intervention and drug detoxification referrals, as well as first quarter book and tuition allowances. The pro-

gram also sponsors an academic halfway house that accommodates a maximum of 5 students for a maximum length of 90 days. Established in 1970, approximately 449 ex-offenders have participated in the program. Sixteen received their bachelor's degrees, 4 received their master's degrees, and one person received a doctorate. The program is staffed entirely by ex-offenders who serve as counselors and advisors.

CSU, Sacramento· Project Excelsior is a federally funded program for ex-offenders at CSU, Sacramento. Formerly known as the College Parolee Program, Project Excelsior began in July, 1977, expanding its services to ex-offenders to include students with limited English speaking ability. Services include admissions counseling, assistance in applying for financial aid, personal and academic counseling, testing, and referrals to campus and community-based agencies. Some services are also provided to inmates at Folsom. A special course designed to help students develop basic communication and language skills is also provided, as are tutors for students with special needs for assistance in academic areas. Approximately 600 ex-offenders have participated in the program since 1972.

San Jose State University. The University Alternative Program at San Jose State has provided ex-offenders with admissions assistance and supportive services since 1973. Approximately 154 ex-offenders have been served since that time. Three have received bachelor's degrees, one received a teaching credential. Funded by a grant through the OCJP and the Department of Corrections and housed under the Dean of Student Services, the UAP services include general orientation, assistance with class scheduling and registration, financial aid, housing and employment referral and academic and personal advisement.

San Diego State University: Part of the university's Educational Opportunity Program, the Ex-offender Program at San Diego State has served approximately 25 ex-offenders since it began in 1969. Since that time, twenty ex-offenders have completed bachelor's degrees and two have received master's degrees. Thirty students are enrolled in the program at the present time.

Ex-offenders are admitted through the EOP admissions process and receive all of the regular services of that program in addition to having a peer counselor with whom they must have contact at least once a week. There is no staff or budget for the ex-offender program; the EOP Supervisor of Retention Services allots about 10 percent of his time to ex-offender recruitment and services.

Project JOVE (Job placement and development; On-the-job training; Vocational training; and Education), a non-profit, reentry program, serves San Diego County. Its several components benefit ex-offenders enrolled at San Diego State, especially its educational and training component, which is called

SPAN.* SPAN has been the instigator and driving force behind the university's Human Services Certificate Program for ex-offenders and former substance abusers. Formally instituted in Fall, 1978, the program consists of a one-year, thirty-unit (semester) block of courses offered in the departments of Social Welfare, Health, Science and Safety, Public Administration and Urban Studies, and Philosophy. Upon completion, the participants are certified for entry-level positions in human services areas. Currently, there are 15 students in the HSC Program, 12 are ex-offenders.

Program Budgets, Staff and Services

Four of the nine CSUC ex-offender programs are operated as subcomponents of student services/affairs offices (San Jose, Northridge, Long Beach and Los Angeles), while three are subcomponents of EOP (Fresno, San Diego and Dominguez Hills). Sacramento's program operates under the aegis of the School of Social Work, and San Francisco's program is administered through the Department of Sociology. The three programs which are part of the EOP administration have no separate operating budget apart from the EOP budget. San Francisco's program receives most of its funds from the Associated Students. The remaining five programs all receive funding from external sources -- San Jose, Northridge and Long Beach receive the major portion of their funding from the Office of Criminal Justice Planning (OCJP); Sacramento has a grant from the Office of Education/DHEW, and Los Angeles receives its funding from the Community Services Administration and the CYA.

Table 4.1 shows the total program budget reported by program directors of the six programs reporting separate program budgets, as well as the number of ex-offenders participating

*SPAN is not an acronym.

in the programs during the semester/quarter in which the questionnaire was administered (Fall, 1978), the number of special services provided through the programs, and the total FTE professional and student staff. As the data indicate, the number of special services offered through the programs ranges from 5 to 16. Staff size ranges from a total FTE of 1.25 to 11.75, with an average of 6.08 per program, while the number of program participants during the term under study ranged from 41 to 84.

TABLE 4.1. Size of Budget, number of participants, number of services and size of staff for CSUC ex-offender programs with separate operating budgets.

CSUC Program Institution	Total Budget	Number Students Fall, '78	Number Special Services	Staff in FTE		
				Total	Professional	Student
Long Beach	$ 38,818*	41	9	5.6	2.5	3.1**
Northridge	72,249	42	16	7.0	4.0	3.0
Sacramento	77,187	74	9	4.85	3.85	1.0
San Jose	79,697	68	10	6.0	5.0	1.0
San Francisco	8,000	45	5	1.25	0.25	1.0
Los Angeles	169,876	84	13	11.75	5.25***	6.5

*This figure does not include a half-time director's salary which is donated by the institution.

**This figure includes .5 volunteer time.

***No personnel were identified as being only professional at this institution. Therefore, this figure represents all personnel designated as "professional/student".

The smallest and largest operating budgets among the six programs range from $8,000 to approximately $170,000. One is about $40,000, and the other four are all within the $72-80,000 range. It is interesting to note that the size of the different program budgets is unrelated to the number of ex-offenders participating in the program, nor is it related to the size of the staff or the number of special services offered. In fact, none of these factors appear to be related to each other or to any of the other program elements, except in the case of San Francisco's program.

This program reports the smallest staff (1.25 FTE), an average number of program participants (45), the lowest number of special services (5) and the smallest budget ($8,000). But unlike the other CSUC ex-offender programs, the philosophy of San Francisco's program is to "mainstream" ex-offenders into the total university. That is, whereas program directors all report that services are emphasized during the first year, services are provided beyond that time. The goal of San Francisco's program, however, focuses on the first semester transition. Ex-offenders are provided with counseling and other services through the program during the first semester only; if they need services after that, they have available to them the full complement of services generally available to all students at the university. Obviously, this program's philosophy has an effect on the size of its staff and budget.

Two programs report basically the same number of participants (41 and 42), yet one has a budget of just under $39,000

(plus a half-time director's salary) and the other has a budget of about $72,000. The primary funding source for both programs is OCJP. The overall staff size for these two programs is basically comparable, but one has 4 FTE professional staff and the other only 2.5. The program with the larger professional staff provides special services in 16 areas, whereas the program with the smaller professional staff offers 9 special services. However, two other programs with budgets and staffs similar to the former program basically offer no more services than does the smaller budgeted program, although they do serve more students. Thus, apparently, a larger program budget and staff does not necessarily mean that more services are offered by the program. It does appear, however, that choices are made between increasing numbers of students and the number of services .

Budget allocations for various program components vary greatly among the 6 programs with separate budgets. As reported by the directors, administrative costs range from 20 percent at Los Angeles (the program with the largest budget) to 86 and 87 percent at San Jose and Northridge, respectively. San Francisco did not give a budget breakdown (but it is the one with the smallest budget and staff). Long Beach estimates administrative costs to be approximately 80 percent.

Sacramento allocates 45 percent of its budget to administration. Sacramento is the only program that reports an allocation of funds for instruction (15%), and, along with Los Angeles, is one of two programs which report allocating funds for counseling. Sacramento reports 11 percent of its funds designated for that category, while Los Angeles reports an allocation of 30 percent of its budget for counseling services.

The most striking thing about the budget allocation categories is that while all of the programs except San Diego (which provides all ex-offender services through EOP or regular college channels) have many service components, almost none have allocated specific amounts of money for their support. Data gathered from the site visits revealed that many of these special services are provided by program staff or ex-offender peers on work-study, and the costs of the services in these instances have apparently been lumped in with administrative costs by some of the program directors.

The services offered by the 8 programs reporting special services are shown in Table 4.2, and generally include orientation (offered by 8 programs), academic advising, personal counseling, pre-release services, financial advising, and special admissions processing (offered by 7 programs), and job placement/referral services, offered by 5 programs. Program directors were asked to check, from a list of 21 student service activities, those which they offered separately from services offered by EOP or the college generally. Only vocational and aptitude testing were not checked by at least one of the directors. San Jose listed 10 additional services, including a newsletter, social and recreational activities, on-campus advocacy and so forth, and Los Angeles cited the academic half-way house maintained by their program.

Clearly, there is a great deal of activity going on within these programs. And just as clearly, there is a great deal of overlap between the special services being offered by the

TABLE 4.2. Special Services Offered by CSUC Ex-Offender Programs*

Service Area	North-ridge	Los Angeles	Fresno	San Francisco	San Jose	Sacra-mento	Long Beach	Domin-guez Hills
Academic Advising	x	x	x		x	x	x	x
Orientation	x	x	x	x	x	x	x	x
Admissions Processing	x		x	x	x	x	x	x
Financial Advising	x	x	x	x	x	x	x	
Personal Counseling	x		x	x	x	x	x	x
Pre-Release Services	x	x	x	x	x	x	x	
Job Placement/Referral	x	x	x		x			
Employment Counseling	x		x		x			
Study Skills Classes	x		x			x	x	
Tutoring	x	x				x	x	
Vocational Counseling	x		x		x			
Financial Aid	x	x	x		x			
Scholarships		x	x					
Grants		x						
Loans		x						
Work-Study	x	x	x					
Remedial Courses	x	x				x		
Diagnostic Testing	x	x					x	
Achievement Testing	x							
Vocational Testing								
Totals	16	13	13	5	10	9	9	4

*San Diego State is not included in this table because all of its services to ex-offenders are provided through EOP.

programs and those offered through the college's regular or EOP student services. Yet, almost without exception, the directors/coordinators of the programs want to expand these special service offerings. Two even want their own day care centers. With full recognition of and appreciation for the fact that ex-offenders have certain needs that are special, we nevertheless question the need for and wisdom of the extensive overlap that is currently the case, particularly given the limited resources available for most campus programs today.

In some instances one or two professional staff members provide most of these special services, in others, work-study peers carry much of the responsibility; often it is a combination of both. Regardless, it appears as though some people are being overloaded with responsibilities and are having to provide services for which they have little specialized training. Many ex-offenders receive great benefit from having the support provided by a group of peer ex-offenders. Other ex-offenders, however, clearly eschew identification as an ex-offender as well as any relationships with other ex-offenders. It also may well be true that ex-offenders need special tutoring, counseling, and other forms of special assistance, but in these cases, it is not clear that they will benefit more if these services are provided by other ex-offenders.

We feel this issue should be explored more fully, and that if the ex-offenders' interests are truly of utmost concern, there should be little difficulty in identifying what

services are best provided through the programs and what services could best be supplied through other means. In these post-Proposition 13 times, our "druthers" must make way for rational judgement and practical decisions.

There are ample opportunities to test the viability of different delivery formats both within and among campuses, as the head count ratio of ex-offender staff members to those who are not is 2.1 statewide. There is even one program where the ratio is 2:5 in favor of non-ex-offenders (Sacramento). San Jose, Long Beach and Fresno have about even ratios, and at the other extreme, San Francisco's staff is composed entirely of ex-offenders, and Los Angeles has a 13.4 ratio in favor of ex-offenders. Certainly enough variable situations exist that one could test out without undue effort a few hypotheses concerning the effectiveness of different staffing and utilization patterns within program components -- especially considering the potential wealth of valuable information that could be gained.

Recruitment/Identification

Program directors were asked to estimate the proportion of ex-offenders enrolled at their campuses they believed to be participating in their programs. Two program directors indicated that "most" were participating and one director felt that all ex-offenders enrolled at the college were participating; estimates for the other programs ranged from 33

to 75 percent. Every director, except the one who indicated all ex-offenders were involved, listed the same three reasons to explain why some ex-offenders did not participate: 1) the reluctance to be identified as an ex-offender; 2) not knowing about the program; and 3) the fact that the same basic services could be obtained elsewhere in the institution. This latter reason underscores the previous discussion regarding the overlap of services. Clearly, there are ex-offenders who do not need the services being offered; there are others who do not think that their tutors or counselors need to be ex-offenders.

As with other programs designed to serve a special population, identification/recruitment is one of the most important tasks associated with ex-offender programs. Although every program director uses a wide range of strategies to identify and recruit ex-offenders into their programs, almost all of them place their efforts in two major ones. By far the most common method of recruiting is through staff visits to correctional institutions. The second most common method is simply via word of mouth -- through parole officers, community agency personnel and other ex-offenders.

Site visits to recruit inmates clearly place a strain on program budgets, and some programs are beginning to choose their recruiting sites more selectively. Two program directors, at San Jose and Sacramento, analyzed their enrollment results from prior visits, and San Jose's visits were found

to be effective in terms of increasing the enrollments of ex-offenders; Sacramento's efforts in recruiting through site visits were found to ineffective, and as a result, the program director reduced his emphasis in this area of recruitment. We applaud these directors' diligence and objectivity in evaluating the impact of their efforts. It is also admirable that the program director at Sacramento accepted the results of the analysis and adjusted his program accordingly.

It is very possible, however, that recruiting efforts could be effectively consolidated even further with great savings effected for all programs. One person, or two people, (one in the northern part of the state and one in the southern part) could far more effectively and equally effectively recruit ex-offenders for all of the programs in the CSUC. This seems particularly reasonable given that all of the programs are on CSUC campuses and basic entrance and other requirements are the same. If this person truly represented "the system", with no vested interests in any one campus or program, the distinctive qualities of each campus as well as each program would be communicated and perhaps an even better fit accomplished between the ex-offenders' needs and interests and the campus and program selected.

Program Leadership

Currently, only four programs have full-time directors/coordinators (Los Angeles, Northridge, Sacramento and San Jose). These same programs also have the largest number of FTE staff, although not necessarily the most students or services or the largest budgets. Two programs (Long Beach and San Francisco) have half-time directors and the remaining three have persons who devote 25, 20 and 10 percent of their time to these duties (Dominguez Hills, Fresno and San Diego, respectively).

The length of time that individuals have served as directors varies greatly among the programs. Long Beach has had the same director since it began 8 years ago, while another program has been in existence only six months and has already had three directors. Other than these two extreme cases, the turnover in directors has averaged to be about one every two years, although at present there seems to be a stable core, especially among the larger programs. Turnover, in and of itself, is not necessarily a negative factor; in fact, in one program turnover is promoted as students serve as directors. However, if a program goal is to become a viable, respectable and influential entity with status and rights equal to other campus programs, a measure of staff stability is an important, if not necessary factor in achieving that goal.

Whether or not the director of a program is more effec-

tive if he/she is an ex-offender is another issue that has not been tested. Six programs are headed by an ex-offender, three are not. The most important characteristic of program quality, as judged by the educational staffs in both the CDC and CYA, as well as by inmates and ex-offenders, was that programs "deliver what they promise". Whether or not programs were felt to do so bore no relationship to the directors' status as an ex-offender. In fact, San Jose's director, who was consistently heralded by ex-offenders and inmates alike for commitment and understanding, as well as follow-through, is not an ex-offender and is the only woman director.

Program directors do not agree as to the appropriate credentials or experience required for a director. While individual programs and campuses will have to continue to make their choices based upon the values and beliefs of those responsible, we urge them to consider several characteristics, such as demonstrated administrative ability, organization, commitment and responsibility, regardless of whether or not the proposed director is an ex-offender.

Program Strengths and Weaknesses

Program directors were asked to identify the two greatest strengths and the two greatest weaknesses of their programs, and of the 18 strengths mentioned, only one was mentioned more than once. The director at Los Angeles cited

"institutional support" and the director at San Francisco mentioned "university cooperation". On the other hand, the low level of current funding, the lack of stable funding and the lack of adequate staffing were the most common responses for program weaknesses. Every program director listed at least one of these and most listed two.

These three problems were again listed as foremost among the "greatest obstacles to program improvement" in a subsequent question. Clearly, the overriding issue of concern to all program directors is money -- both in terms of amount and stability of funding. We probed this issue more fully on the site visits where program directors maintained that they needed to increase their special services and staffs and therefore felt they needed more money to do so. They also felt that this could best be accomplished by institutionalizing the programs. However, as has been evidenced numerous times with other types of programs, institutionalization does not automatically mean increased services, staff or budget. It could even result in decreases for programs currently receiving large amounts of federal and state monies. Institutionalization would, however, stabilize the fiscal side of the programs so that long-range planning could take place and staff members would not have to devote so much time to soliciting funds.

Campus Support

Program directors were also asked to rate the degree to which the following groups were supportive of their programs: the campus administration, faculty, staff, students and the community. The rating scale ranged from "1" (not at all supportive) to "7" (extremely supportive). Averaging all of the responses, the faculty were found to be the most supportive, receiving an average of 5.4, all of the other groups received average scores of 5.1.

On the individual campus level, Northridge and San Jose's program directors felt that they received the most support from all campus groups, with an overall average rating of 6. Dominguez Hills and Fresno's program directors' general support rating averaged only about 4. Other general support ratings were: San Francisco, 5.8, Los Angeles, 5.6; Sacramento, 5.4, Long Beach, 4.8; and San Diego, 4.2.

Although there obviously were individual exceptions, these support figures indicate that, overall, program directors perceive the support of the primary campus groups with which they must work, and whose support is very important to their programs' continuance and success, to be only slightly more than middle-of-the-road. Given these perceptions, it becomes increasingly important to broaden the programs' support bases on the campuses as well as in the communities. Those programs with more support than others have been able to expand some of their services through volunteerism and contributions.

No doubt, gaining the support of the various campus groups and the community would require a good deal of effort on the part of program staffs, but it may well have important pay-offs for the programs, even as far as increased resources are concerned. If recruitment efforts are consolidated, as we suggest, we urge program directors to consider redirecting some of their time into this potentially productive effort.

Characteristics of Ex-offenders

The purpose of these programs is to help ex-offenders who wish to further their education at the postsecondary level. This section will describe some of the characteristics of these students as reported by both the program directors and the ex-offenders themselves. Data about the ex-offenders is drawn both from the ex-offender questionnaire and the site visit interviews.

The general student body population at the CSUC campuses is about evenly split as far as the proportion of men and women students is concerned. According to program directors, however, ex-offenders participating in the programs are predominantly male, with their proportions ranging from a low of 77 percent males in one program to 100 percent in another. The average across programs is 88 percent.

Most of the ex-offenders participating in the programs are from the local area or general region of the school, with almost none coming from out of state. Long Beach is the only program in which the geographical representation of the ex-offenders is reported to be "very different" from that of the student body in general. As reported, CSU/Long Beach draws a more nationally representative student body than the other campuses. Most of the program directors, however, report little difference in the geographical representation of ex-offenders and that of the student body in general.

Program directors were asked to compare ex-offenders in

their programs to the general student body enrolled on their campuses on several dimensions related to success in postsecondary education. Overall, the directors rated the ex-offenders slightly lower in study habits, slightly higher in motivation, and about the same in academic ability, attitude, aptitude toward education/learning, quality of work, achievement and course completion. According to program directors, as far as these characteristics are concerned, ex-offenders hardly differ at all from the general population of CSUC students. At the same time, this was not entirely supported by the grade point averages program directors reported for the two groups. Overall, the grade point average reported for ex-offenders as a group was 2.36 compared to 2.64 reported for the student bodies generally. Basically the difference is only between a C+ and a B- average. However, institutional differences vary considerably more than these means would suggest.

According to the figures supplied by program directors, the largest between-group differences in GPA is at Sacramento, where the ex-offender average is 2.0 compared to 2.75 for the student body in general. On the other hand, while the student body at San Diego generally achieves at the 2.0 level, the program director reports that students in the ex-offender program obtain an average GPA of 2.5. As reported, the highest GPA is maintained by the program participants at San Francisco (2.75). However, the general student body at San Francisco is reported to have the highest GPA of those being considered

(2.93), so the fact that ex-offenders' GPA is higher could be attributed either to a somewhat inflated grading system at the university generally, more generous reporting on the part of the program director, or a combination of both. Average GPA's reported by the program directors at the other campuses for ex-offenders and the general student body, respectively, are as follows: Los Angeles, 2.21 vs. 2.80; Northridge, 2.30 vs. 2.62, San Jose, 2.59 vs. 2.79, Long Beach, 2.11 vs. 2.74; and Fresno, 2.40 vs. 2.50. The program director at Dominguez Hills did not report these data.

The amount of assistance with study habits and basic skills received by the participating ex-offenders differs greatly among the programs and does not seem to be related to their GPA. Less than 1 percent of the program participants at Dominguez Hills and Long Beach are receiving remedial assistance, compared to 5 percent at Los Angeles and San Diego, 10 percent at Sacramento, 21 percent at San Jose and 78 percent at Northridge. San Francisco's program, with its first term emphasis, has 72 percent of its new enrollees in remedial programs or courses. Fresno's program did not provide this data.

Although program directors agree that GPA is one criterion upon which to base considerations of individual and programmatic success, they do not feel that completion of a degree should receive much credence. In fact, there are some program staff who argue quite adamantly that degree comple-

tion should not be considered at all as far as program impact is concerned. If personal and social adjustment (generally defined as "coping on the streets" and "staying out of jail") were to be used as the primary criteria for judging program effectiveness, as many of the program staff suggest, it is quite possible that ex-offender programs should more appropriately be housed within social welfare or other more therapeutically-oriented agencies. Certainly, personal and social adjustment are valid criteria against which to measure program success, and although degree completion should not be the sole or even the primary criterion for evaluating program impact or effectiveness, we do believe that it should be included in an overall program evaluation. The completion of a degree is a legitimate criterion that cannot be ignored, particularly since these programs are housed and maintained on college campuses.

No doubt because of its low status as a program goal, information about degree completions is sparse. However, it was reported that 1,885 ex-offenders have participated in the 9 programs since their inception, excluding the 436 currently enrolled. To date, 71 have received baccalaureate degrees, one has received a teaching credential, 7 have received master's degrees, and one has earned a doctorate, for a total of 80 or 4 percent. No doubt many more have earned degrees and/or certificates, that have not been recorded. San Francisco's program, which has served 500 ex-offenders, does not maintain follow-up records on participants nor did Sacramento's program,

prior to 1978. Hopefully, records will be more assiduously maintained by all programs in the future. Indications are that this will be the case and also that more ex-offenders will be completing degrees.

The most critical time for attrition is during the first year of enrollment. As reported by the program directors, increasing numbers of ex-offenders have attained upperclass status, and the probability that they will complete their educational programs is very high indeed. One reason why the numbers of ex-offenders reaching upperclass status are increasing is that, according to the survey of ex-offenders, over half of them had earned college credits as inmates. Although very few had actually completed an AA degree while they were in prison, 40 percent of them had completed 5 or more courses.

Overall, the current enrollment pattern among the 8 programs providing this information (excluding San Francisco) is as follows: 36 percent are freshmen, 25 percent are sophomores, 27 percent are juniors and 10 percent are seniors. An additional 2 percent have completed baccalaureate degrees and are now enrolled in graduate school, with Long Beach reporting the highest percentage at that level (10 percent). Since the program at Dominguez Hills just began in 1978, all of its participants are freshmen. Sacramento and San Diego, on the other hand, have only 2 percent freshmen. Excluding Dominguez Hills, the range for seniors is from 6 percent at Sacramento to 17 percent at Los Angeles. Since the majority

of participating ex-offenders are sophomores and juniors (52 percent), the major increase in potential graduates will occur within the next two years.

Obstacles to degree completion. In addition to the psychological pressures of adjustment, ex-offenders are faced with a myriad of problems because of their precipitous financial status. There is often an extremely long time that elapses between their release and enrollment in college on the one hand, and their receipt of financial aid on the other. A six week to three month wait is not uncommon, and during this same period of time, they must obtain housing, set up a household, pay fees and buy books, clothing and a host of other necessary things.

The seriousness and extent of their financial problems were brought up again and again during the interviews on every campus. This was true even at Sacramento, where assistance with books and fees is provided as part of the HEW grant, and at Los Angeles, where books and tuition for the first quarter are provided as well as housing for the first 90 days if other avenues have been exhausted. Program staff who share their homes, belongings, cash and credit during these times are to be applauded, but certainly a better coordinated effort on the part of the correctional facilities and the ex-offender programs could prevent this problem from occurring, or at least reduce its severity. For example, the Supervisor of Education at DVI tries to make certain that every inmate

enrolled in the prison's college program apply for BEOG funds, if he has even the slightest possibility of being released during the subsequent year. Once the paperwork is completed and it is approved, the money can be obtained at any time during the year the inmate is released once he enrolls in college. The college may process the forms slowly, but at least assistance is on its way.

Ex-offenders are reluctant to take out loans, and according to ex-offenders interviewed at the site visits, some of them find it very difficult to obtain them, including government guaranteed student loans. We also spoke with two men at one campus who had served sentences for bank fraud and were not being warmly received by the local banking community.

According to program directors, only 20 percent of the ex-offenders in Sacramento's program work, while 98 percent of the ex-offenders enrolled at Northridge and 100 percent of those enrolled in the program at Dominguez Hills do so. Most ex-offenders work off-campus, except at Northridge, where 75 percent of them work on campus. At Los Angeles, there is a fairly even split between those who work on and those who work off-campus.

Most ex-offenders work part-time, although according to those interviewed, many of the so-called part-timers are working between 25-35 hours per week. At San Jose and Sacramento, more ex-offenders work full-time while they are going to school than in any of the other programs (14 and 15 percent, respectively). One of the ex-offenders we interviewed is a

full-time student and works full-time in addition to being married and the father of two children. He has a 3.0 GPA. His first question upon meeting us was, "Is this going to take long?" We soon understood why he asked.

Some program directors believe it is valuable for ex-offenders to work, while others believe it takes too much time away from school work. Still others believe that ex-offenders must be provided with financial assistance, regardless of the source or the requirements for obtaining it. Either way, however, the lack of money is a continuing problem for ex-offenders, and according to program directors, the major reason why ex-offenders drop out or stop out of college. The second reason, which is closely related, is leaving for employment. The third reason cited is academic problems, but at every site visit, it soon became clear that many "academic" problems had, in fact, financial problems and attendant coping strategies at their base. It is not difficult to see how someone who is working night and day to support him/herself and a family and is worried about survival might find it difficult to concentrate on studying.

As far as the ex-offenders' intentions to complete their education is concerned, there is no doubt that college graduation is an important goal. Almost 100 percent of the ex-offenders who responded to the questionnaire indicate that they intend to complete their baccalaureate degrees, with 42 percent indicating a desire to obtain a master's degree and 17 percent having a doctorate as their goal. The respondents be-

lieve strongly that the ex-offender programs in which they are participating are critically important to their degree completion. Ex-offenders interviewed at the site visits unanimously agreed that they would not even be in college were it not for the support and assistance provided by the programs.

Choice of College Major and Future Work. Choice of college majors is a characteristic which appeared to differentiate between ex-offenders and the general student population during our site visits. Over and over again we found large numbers of those interviewed pursuing social science/service and business degrees. (It should be noted that these were also the majors preferred by inmates who were interviewed at the site visits and those who responded to the inmate questionnaire.)

Although most of the program directors (Fresno, Los Angeles and Northridge were the exceptions) reported that ex-offenders do not choose majors in different proportions from the student body in general, both the site visits and the survey data indicate otherwise. The impression we received from the campus site visits was confirmed by the results of the ex-offender questionnaire. As Table 4.3 indicates, responding ex-offenders were pursuing degrees in 16 different fields, although the largest proportion (21 percent) were business majors. The second and third most popular fields were social work/human services (12 percent) and psychology (11 percent). Eleven percent were undecided (an extremely low number considering that 61 percent of the respondents are freshmen and

TABLE 4.3. Choice of Majors as Reported by Ex-offenders

Major	Number of Respondents	%
Business	35	21
Social Work/Human Services	20	12
Psychology	18	11
General Liberal Arts	14	8
Science, Engineering and Mathematics	13	8
Political Science	11	7
Sociology	8	5
Ethnic Studies	7	4
Criminal Justice	6	4
Medicine and Allied Health	5	3
Art	4	2
Pre-law	2	1
Photography	2	1
Journalism	2	1
Physical Education	2	1
Undecided/Undeclared	19	11
Total	168	100%

sophomores), and no other majors were indicated by more than 10 percent of the respondents.

Although business is by far the most popular major, social science disciplines, as a group, account for 40 percent of the majors. Included among social science majors indicated by respondents were social work/human services, psychology, political science, sociology, criminal justice and pre-law. The combination of business and social science majors accounts for 61 percent of the choices of the ex-offenders. Even more striking, if one excludes those who are undecided about their majors from the equation, 70 percent of those who have chosen majors have chosen the fields of business and social science/service.

Correspondingly, 33 percent of the ex-offenders responding to the questionnaire said that they want to work in the area of human services, social work or counseling, with some of them making specific mention of their desire to work with inmates or ex-offenders. Fourteen percent indicated a desire to work in business-related jobs, with another 3 percent wanting to own their own business. Of the remaining half of the respondents, science and education were chosen by 11 percent each, the rest of the responses are spread over the fields of law, medicine, public relations, accounting, etc. Eight percent did not respond to this item.

The profile of ex-offenders participating in college programs which emerges is one of male social science or business majors with slightly lower grades than traditional students but with about the same academic characteristics such as motivation, achievement, study habits and aptitude. They are usually working part-time, are older than most students and have taken some college-level courses in prison. The one characteristic which showed no variation, regardless of any individual differences on the above dimensions, was their unanimous statement that they would not be in college were it not for the ex-offender programs.

Although not all ex-offenders enrolled on CSUC campuses participate in ex-offender programs, those who chose to do so value them greatly and believe them to be important to the completion of their educational program. Whether or not these ex-offenders would complete their education without the existence of these programs is a moot point. The fact that they believe the programs help may be all that is needed to insure the success of both the programs and the ex-offenders.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The community colleges have been the primary institutions delivering postsecondary education programs to inmates, and they are especially well suited for this task. They are plentiful and readily accessible to most correctional institutions, their program offerings are varied and include a wide range of both academic and vocational courses which can accommodate a wide range of student interest and ability; they generally have an open door policy, whereby anyone who has a high school diploma or is over the age of 18 can attend, admissions is a fairly simple matter, and, perhaps most important, community colleges are accustomed to the adult learner and used to the idea of continuing education and community service.

Cooperative educational programs in prison are offered under the sponsorship of either continuing education or community services offices, and a concept of reintegrating ex-offenders into society fits well within the community colleges' charge of being community-based and the "people's college". A statement made by George Beto, Director of the Department of Corrections in Texas, speaks to this issue

> Unbound by tradition, characterized by willingness to structure courses to meet contemporary community needs, and being accessible to penal institutions -- all make the American junior college an ideal partner in the correctional educational program. Our prisons would do well to explore fully the possibilities of developing cooperative arrangements with area junior colleges for securing the type of academic and vocational education which will further equip an inmate for productive living (in Guild, 1977, p. 2.).

The problem is that while the community colleges may be the most appropriate educational resource for providing post-secondary education to inmates, they are autonomous, independent institutions, and as a result, their programs vary widely in terms of the colleges' commitment and thereby in their direction and quality.

The results of correctional research have been generally negative about the impact of education on recidivism. Commonly, this has been attributed to the severity of the educational or psychosocial problems among offenders. It has also been attributed to the negative environment of correctional institutions, to the low priority of education in the correctional system, and to the difficulty of conducting social science research in correctional settings. Some of the blame for the failure of correctional educational programs, however, must be shared by the educational institutions providing the programs.

Contrary to what one would expect to find, courses are not specially designed for the inmate population and instruction is not individualized. The curricula and the coursework are the same as if they were being provided on a college campus, and several prison educators point to this with pride, citing the fact that they have "college standards, not 'jailhouse' standards". But simply duplicating the practices of the traditional classroom in correctional institutions is not likely to succeed in making any profound impact on the lives of the inmates.

We found courses to be provided in the most traditional

modes -- most commonly via a lecture. We could find no evidence of the use of tutorials, special independent study assignments or programmed instruction. Programmed instruction focuses on individual education with a high probability for success and, consequently, a sense of accomplishment. Under the right conditions, it is ideal for correctional education. But, of all the institutions visited, none used programmed instruction in their postsecondary programs. Traditional norm-referenced grading procedures are the standard. Where remedial assistance is needed, it is not provided by the colleges, but through the high school learning resource center at the prison and it does not take into consideration the inmate's need for identification with a college program. As a rule, community college teachers have no contact whatsoever with their students outside of class. By their own report, they teach their class and leave the institution.

Systematic and rigorous evaluation of the effectiveness of the programs is lacking. Very few of the correctional institutions maintain follow-up enrollment records. Individual tracking, following an inmate's progress through the educational program and evaluating his growth and development, is, for all practical purposes, non-existent. The colleges, of course, keep enrollment and completion records (for which they charge administrative costs of from 5-15 percent),* but there is no way for an institution to determine how many inmates

*Broken down by number of participants reported in the college program, one institution is paying a college $68 per student for administration, registration and supervision. This works out to be over 22%.

complete degrees in another institution or on college campuses once they are released.

The fact that some educational programs have not made much difference in the lives of inmates is usually interpreted to mean that the problem lies with the offender and his/her lack of attention, lack of motivation and lack of receptivity to the educational process. But, most inmates are dropouts from and have rejected the traditional educational system. For a variety of reasons, they did not accept, participate or progress in the educational system prior to prison. Why should they suddenly be expected to respond to this system in prison, particularly as traditional curricula and traditional methods are being questioned by the most middle class, traditional students on college campuses everywhere? Traditional teaching methods are not effective for a large percentage of the regular college population, they are certainly not effective for inmates.

All of the data from the CYA point to the fact that the population of inmates/wards has changed significantly over the past decade and the current population is older, more sophisticated in terms of their criminal history and more violent. Yet, their educational options and the manner in which they are taught have changed very little. Teachers in CYA facilities teach in both high school and college programs and often teach several subjects on a variety of levels. According to a survey of 56,000 inmates conducted by Brown (1971), tradi-

tional teaching methods resulted in 96 percent of those in the correctional classrooms dropping out from the public schools. It is highly unlikely that these individuals will respond favorably to more of the same.

Like any other course, successful prison courses are a function of the personalities of the instructors who can involve, excite, challenge and motivate reluctant learners in far from pleasant learning conditions. At the same time, there is a base of knowledge, in addition to subject matter, that teachers working in correctional institutions should have. Almost all of the literature on correctional education calls for specialized training in individualized instruction and the principles of learning and behavioral and motivational techniques, as well as some knowledge of the criminal justice system and the dynamics of crime and delinquency. At a minimum, teachers working in correctional settings should be knowledgeable about the prison setting and the nature of the inmates in general. They should also receive an orientation to the particular institution at which they are working. According to the data gathered in this study, many teachers currently teaching in prison-based college programs have neither training nor experience in correctional education. As mentioned earlier, a fee for administration, registration and "supervision of faculty" is included in an institution's contract with the colleges. According to the teachers we interviewed at the prisons, however, they are completely autonomous -- they decide the format of the course, the materials, the method of delivery

and the grading procedures. While most of them distribute a student evaluation form at the end of the semester, few describe any form of supervision or evaluation.

Still, the availability of postsecondary education programs in the California prisons has facilitated the enrollment of increasing numbers of persons who might otherwise never have been exposed to a postsecondary education. Moreover, using the traditional criteria of academic success -- GPA and course completion -- the evidence is that these students are successful. They value the programs and feel that gaining a college education is a significant factor in their rehabilitation. Almost all of the college inmates plan to continue their education, and based on the evidence gathered from ex-offenders and ex-offender programs, many do continue on, complete degrees and pursue useful and productive lives.

Yet much remains to be done to improve the programs and to insure that the entire population of inmates who are eligible for and can benefit from postsecondary education are provided the opportunity.

Based on the overview presented in the preceding pages, the data contained in this report and information obtained through interviews with inmates, ex-offenders, education staff at the prisons and on the campuses, as well as in the central offices, the following conclusions and recommendations are offered. Funding and alternatives are discussed in a later section.

In most instances, the recommendations represent the combination of quantifiable objective data and the impressions and opinions of the people interviewed. Generally, the data support the perceptual information, but in a few cases there were discrepancies. In these cases, recommendations present the collective opinions and attitudes of the interviewees, and the observations and experiences of the authors.

* * * * *

The first seven recommendations are addressed to the problems in program delivery described in the previous discussion.

1. The Department of Corrections and the California Youth Authority should encourage the education staffs at the facilities to more aggressively establish and monitor on an ongoing basis, working relationships with local colleges and universities providing postsecondary programs for inmates.

As part of this working relationship, college administrators and faculty, prison educators and representatives of inmate/ward committees on higher education should meet regularly to plan and administer the program. The colleges should designate both an outstanding and experienced faculty member as well as an interested and committed administrator to work with members of the correctional education staffs and inmate/ward representatives as part of a curriculum review committee.

This committee should review course objectives and all instruction should be evaluated in terms of student achievement.

2. The participating colleges and universities should assign to prison postsecondary education programs experienced and capable teachers who are knowledgeable about and can implement a wide variety of instructional techniques. They should also endeavor to select teachers from different ethnic backgrounds.

3. All teachers and administrators, both full-time and part-time, who are actively engaged in correctional education programs, should be included in the appropriate colleges' staff development activities/programs.

4. The participating colleges and universities should also require teachers, as part of their correctional teaching responsibilities, to hold special, informal "office hours" at the facility at least once a week so that students can meet with their teachers outside of the class setting.

The above recommendations should not require increases in contract costs, since these services are normally provided to on-campus participants and are included in administrative costs. In cases where administrative costs are currently very low or teachers are paid on an hourly basis, some increases in contract fees may be necessary. In all cases, however, fee schedules for correctional postsecondary education programs should be reasonable and an accurate reflection of the colleges' involvement and commitment to the programs.

5. Department of Corrections and California Youth Authority education staffs should provide college teachers and

administrators with a thorough orientation to the institution, as well as to inmates'/wards' needs, characteristics and interests.

6. Department of Corrections and California Youth Authority education staffs should actively explore with participating teachers the use of tutorials , special independent study assignments and programmed instruction.

7. The Department of Corrections and California Youth Authority should encourage education staffs at the facility to maintain more comprehensive and up-to-date information about each inmate's/ward's educational progress, including the number and name of all courses in which they are enrolled, number and name of all courses completed, grade received, reasons for non-completion and a statement of inmate educational goals.

A copy of this information should accompany any inmate/ward who is transferred to another institution, so that the education staff at that facility can more effectively assist the person to continue his/her program. This information should also be accessible to the central offices so that small-scale research studies can be conducted and long-term program effectiveness can be periodically reviewed.

* * *

The inflexibility of the colleges is as much of a problem as is the inflexibility of the prisons. One of the reasons that vocational training programs eligible for associate degrees are so limited in certain institutions is that some community colleges will not approve programs that they do not offer on campus and some prison education staff appear reluctant to seek approval from other community colleges in the state for fear of alienating the college with which they are working on the academic program. Chaffee College, for example, will not approve any teacher not on their staff. This reduces the flexibility of CIW and other institutions in its district. At the same time, the University of California will only allow 12 units of correspondence courses to be applied toward a degree, yet this is an excellent way by which inmates can work toward their bachelor's degree.

One of the charges of the legislation was to assess the "interest in, and need for, postsecondary education programs for inmates and ex-offenders". Based on our interviews with both inmates and ex-offenders, there is definitely great interest in the programs. As mentioned previously, inmates are very satisfied with their teachers and the quality of their programs and they value them highly.

According to the Department of Corrections, approximately 9.3 percent of inmates have completed a high school education and are eligible for postsecondary AA degree programs. According to data supplied by the liaisons, 8.6 per-

cent of the inmates are currently participating in college classes. While we were unable to survey all of the eligible inmates not enrolled in postsecondary programs in order to determine the reasons why they were not currently enrolled in classes, we were able to determine that a considerable number of inmates have completed or will soon complete their AA degree and are interested in continuing their education and completing a baccalaureate degree. The majority of these people have enough time remaining on their sentences to do so. At the present time, only Folsom and CCC have bachelor degree programs, and they are limited in scope. Clearly, a need exists for expanding the postsecondary programs beyond the AA degree.

In order to increase the flexibility of the postsecondary programs for inmates/wards, we recommend that:

8. The Department of Corrections and California Youth Authority in cooperation with the Board of Governors of the Community Colleges should encourage education staffs at the facilities to seek approval for vocational programs from community colleges outside of their local district if necessary.

We urge the Community Colleges to be more flexible in this regard, and to appoint a review committee composed of persons from other colleges where such programs are available, and if the prison program passes review, to approve the programs for credit even if similar programs are not available in the local district.

9. The California Youth Authority should provide wards the opportunity to participate in both vocational and academic programs, including vocational programs for which college credit is not currently available. Institutions such as Karl Holton and De Witt Nelson, in particular, should be encouraged to develop joint certificate/degree programs. At the least, wards at each of these institutions should be allowed to participate in courses at both facilities. The Department of Corrections should also expand its current opportunities in this regard.

The central offices should investigate with their education staffs, the feasibility of developing combination certificate/degree programs in which inmates/wards become proficient in a trade or skill and earn a certificate, and also are able to earn credits and degrees qualifying them to pursue further academic work at the four-year level. Technological fields, such as computer programming and allied health fields would be especially relevant in this area. Along these same lines, we recommend that LVN and other nursing programs should be available for male as well as female inmates.

Colleges and universities have multidisciplinary courses which can be used as credit towards majors in a variety of fields. This kind of opportunity would allow an expansion of majors available to the inmates, and we therefore recommend that:

10. The participating colleges in cooperation with the education staffs at the facilities of the CDC and the CYA should develop multidisciplinary courses and modules with credit given in any one of several related fields.

11. The Department of Corrections and the California Youth Authority should consider expanding the postsecondary program in the near future to include baccalaureate work.

* * *

One of the most serious problems affecting the postsecondary programs for inmates is that of the institutions' lack of access to resources. Despite the growth and geographical dispersion of the population in California, many of the prisons remain isolated in areas remote from educational resources. Many instructors travel considerable distances to and from isolated institutions in order to teach 1 or 2 hours, sometimes after completing a full teaching schedule elsewhere. CCI is a case in point. Located a good 50 miles from Bakersfield City College, the nearest community college, it is difficult to find teachers who are willing to make the drive.

Some of the institutions have turned to technology, and at DVI, another relatively isolated institution, 150 inmates have taken television courses and received college credit. Coastline Community College provides a broad range of television courses for college credit at YTS and CIW. Of the 12 wards/inmates who participate each semester at YTS, about 6-8 usually finish. The broadcast schedule includes about 19 courses each semester -- of these 4 are usually scheduled at times that inmates can watch. Assignments lists, quizzes and

other instructional materials are distributed by the college, examinations are administered by the supervisor of academic instruction. Certainly, correspondence courses, closed circuit television and other audio-visual systems could be used more extensively than is currently the case (Coastline's courses are on VCR tape and can be purchased for approximately $1500, individual tapes are loaned free of charge), but they alone cannot sustain the interest of inmates -- even those with high levels of motivation.

Extra-curricular activities, enrichment courses and other advantages are offered by educational institutions located within accessible range of the prisons. At San Quentin, for example, the Department of Pharmacology at the University of California, San Francisco, is giving a 20-week, college credit course on the pharmacology of drug abuse. The Prison Information Center at Stanford University sponsors an educational program at the North County Jail in Palo Alto in which undergraduates lead weekly classes in sociology, art and journalism for 2 to 15 inmates. These resources are available largely because the prisons are in an accessible location.

The role of the California State University and Colleges has been confined, for the most part, to that of providing programs for ex-offenders. Yet, these institutions, as well as the University of California, have many untapped resources that could be used most effectively to enhance college programs for inmates. Liaisons at almost every institution commented on the need for and lack of academic counseling and

tutoring. This need could be met by having these services provided by upperclass and graduate students either for college credit as part of their educational program, or through service-oriented organizations and resources on the campus. The Women's Resource Center at the University of California, Riverside, for example, sponsors a tutorial program for women enrolled in both the GED and the University of La Verne college program at CIW. The scope of the tutoring depends upon the needs of the inmates and the abilities of the particular tutors each semester, but most tutoring is provided on a one-to-one basis. There is no cost to either the inmate or the prison, and the tutor receives 2 units of credit per quarter and transportation costs to provide two hours of tutoring each week. No doubt other colleges would also be willing to sponsor such activities.

In light of the above discussion, we make the following recommendations:

12. The California State University and Colleges should join the California Community Colleges in becoming involved in inmate/ward postsecondary education programs so that a wider variety of programs and services are available for inmates.

13. The Department of Corrections and California Youth Authority should encourage education staffs at the facilities to actively investigate the resources of nearby colleges and universities and the possibility of establishing cooperative arrangements with graduate departments or service-oriented

organizations, whereby students would provide much-needed services under education staffs' supervision to the inmates/wards in exchange for college credit. Educational staff at the institutions should also seek the cooperation of nearby colleges and universities so that extra-curricular activities such as speakers, debates and panel discussions can be offered at the facilities.

14. The Department of Corrections and California Youth Authority should investigate the feasibility of greater use of instructional technology, including television courses, remote access, telelectures and electrowriter systems.

As part of a special pilot experiment to test the feasibility of expanding the use of television courses, the Department of Corrections and the California Youth Authority should each provide special funding to those institutions already equipped to provide television courses, such as DVI, YTS and CIW, for the purchase of additional television courses. Using Coastline Community College's figure of $1500 per course, an appropriation of $15,000 would be required to purchase 10 courses, or one year toward the AA degree to be used alternately by two institutions.

15. The Department of Corrections and California Youth Authority should provide to especially remote institutions a small budget for special travel to help defray instructors' costs of commuting to the facilities.

* * *

Seashore and others (1976) describe a four-level typology which orders college programs according to the intensity of in-

volvement they offer students, as follows:

Type A. Offers college courses;

Type B: Offers college courses plus a campus atmosphere;

Type C College atmosphere plus supplementary supportive services which are optional; and

Type D· College atmosphere plus supportive services which are mandatory by administrative decision.

Type A, which consists of no more than assorted college courses, provides its participants a very limited college program. The Type B format provides a variety of alternative areas of concentration and vocational majors, as well as extensive libraries and research materials and numerous out-of-class activities, such as student government, debating and other clubs, concerts, art shows and other experiences designed to enrich the lives of the students.

Type C and D programs supplement the academic programs with supportive services for the student. Special recruitment, academic, therapeutic and vocational counseling and college preparation courses are provided inside and as part of the program. Also related to the program are post-release programs which provide support in obtaining college admission, job placement and financial assistance. These programs not only supplement the regular college academic program in prison, but they develop and maintain active links and continuities with external institutional networks in the pre-release phase and an after care program in the post-release phase.

According to the authors' evaluation of Project Newgate and other prison education programs, Type C and D programs

are the most effective. Participants from these types of programs were better able to capitalize on what they gained from the prison program by continuing their college education after their release. They made a smoother, easier transition to life on the streets during the initial period after release and they were able to obtain better, higher paying jobs. They also developed greater self-awareness and gained personal confidence.

Given the limitations of a prison environment, Project Newgate showed that a prison college program can generate a college-type atmosphere inside the prison by offering a wide variety of courses, including cultural and enrichment courses, an extensive library with a wide assortment of books and periodicals, research and study facilities, major university involvement, informal and personal contact with teachers, extensive association with other students, lectures, debates, outside speakers, and so forth.

According to Seashore, a prison college program must have four parts if it is to offer quality education and make an impact on prison inmates: 1) active outreach and remedial components which will attract and support inmates who would not otherwise attend college, 2) the existence of activities and services outside the classroom offered as part of the college program; 3) a sequence of transitional components which continue to provide support, financial and other, to participants, after they leave prison; and 4) integral involvement in program ac-

tivities of a strongly committed college or university which also provides a congenial campus for students after release. These features clearly differentiated between more or less effective programs evaluated in that study.

None of the programs in California can be characterized as Type C or D programs, and in the strictest sense, it is difficult to categorize any of them as Type B. While some programs have some components of each, they do not generate a college-type atmosphere nor do they include "enrichment-type activities". Most are not much more than the traditional collage of college courses -- some interesting and challenging, some dull and unimaginative, all depending, as they do on regular college campuses, on the ability of the teachers to stimulate and challenge.

None of the institutions provide a "college atmosphere" beyond the classroom and few do so even in the classrooms. Our interviews at Folsom were held in one of the classrooms. It was one of several cubicles formed by a series of six-foot high partitions in a large room with a twenty-foot ceiling. There were four other classes going on in adjacent cubicles at the same time, with everyone having to yell over each other to be heard. The din was hardly conducive to serious thought.

Some of the institutions have tried college dormitory-type arrangements or "college wings", but these have generally given way because of the jealousy of other inmates or because college inmates are "stabilizers" and custody likes to spread

them throughout the main line. San Quentin still has a special housing area for some of its college enrollees, but CIW and Karl Holton have both discontinued such an arrangement. In general, custody people are not in favor of special housing arrangements and, although the educational personnel are, particularly so that the college program can continue even when the prison is in lock-down, the choices of custody usually prevail.

The primary purpose of corrections is to protect society, and the first priority of the prisons, therefore, is custody. In much of the literature, however, this has been used as a reason to justify the inadequacy of correctional education programs. Historically, there has been a conflict between education and custody, but understanding the priorities and the reasons for their order is not that difficult, and cooperation between the two can be accomplished. As one liaison commented, "Education is a guest in the house of security, and it is better to be a welcome guest." As evidenced by this and other liaisons, it is evident that cooperative working relationships are also possible.

The library facilities and study space continue to be a vexing problem for those enrolled in the college programs. It is common knowledge that the prisons are over-crowded and cell blocks with two people in a cell are becoming the rule rather than the exception. Dorm-like facilities where 15 to 20 or more people are crowded together in the same room are equally bad and make studying and homework almost impossible.

Study rooms in the library are a likely alternative. However, library facilities in the California prisons are extremely poor. At DVI, apart from the required law library, none exists. Due to the lack of personnel, few are open late in the day or in the evening when inmates have the time to study.

In order to raise the level of inmate/ward postsecondary education programs in California to that described as most effective, we recommend the following.

16. The Department of Corrections and California Youth Authority should keep the postsecondary education programs completely separate from the high school programs. This includes separating staffs and resources. A top priority, therefore, should be the provision of appropriate classroom facilities and accompanying study space for the postsecondary program participants. Although the establishment of a new facility described later in this chapter directly addresses this recommendation, we suggest that a renovation study be conducted to determine the costs of upgrading deficient classrooms until new facilities can be constructed.

17. Satisfactory college participation, along with reasonable part-time work, should qualify as a pay assignment so that college programs do not have to compete with Industries or other work assignments.

18. College inmates should be housed together so that team projects, studying and other social and educational exchanges can take place on a formal as well as informal basis and so that college programs can continue even during a lock-down.

19. Correctional officers and other security personnel should be kept apprised of the college program and assured of cooperation from the educational personnel.

20. The Men's Advisory Committee (MAC) at CDC institutions should establish a committee on postsecondary education to work directly with the prison and college educational staff and serve as a liaison to the inmate population in general; a like committee should be established at CIW. Similar committees should also be established at CYA institutions.

21. The Department of Corrections and the California Youth Authority should make available for inmates/wards at each facility comprehensive support services which include diagnostic testing, tutoring, counseling (academic and personal), computer-assisted instruction, and a wide range of instructional aids. In addition to peer tutors, arrangements should be made to use students from nearby colleges for both tutoring and academic counseling.

Diagnostic test results, plus information on inmates' educational backgrounds should be reviewed regularly as part of the program planning and maintenance process; as a result, comprehensive testing should be conducted at the local facility and not at the reception centers, after an inmate/ward has had a chance to become somewhat acclimated to the prison

environment. Inmates should then take part in a rigorous pre-college program to bring their skills up to par as well as to demonstrate their readiness for the college program in terms of competence and motivation.

In order to provide an estimate of costs for this recommendation, we referred to ETI's 1976 study of EOP/EOPS in all three segments of public postsecondary education throughout the state.* Although all support services were examined in that study, for the present purpose, we extracted data concerning the following services: subject matter tutoring, basic skills classes, personal counseling and academic advising.

As one might expect, large individual campus differences were found in the amounts spent for these support services per EOP/EOPS student. However, the average expenditure was about $130 per student. If the 12 CDC institutions were to adopt this formula, therefore, an additional $195,000 would be required for them to implement the support services we recommend. However, if volunteers and practicum students are used to provide some of these services, as we have previously recommended, and if peer counseling and tutoring efforts are expanded through both volunteerism and the use of educational pay numbers, the costs could be substantially reduced. Another alternative would be to initiate such services by contracting with a local college for a professional counselor to come to the prison two times per week and hiring a part-time person to coordinate and assist with tutoring and providing of basic skills classes.

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*Rose, C. and Nyre, G. F., Access and Assistance: The Study of EOP/EOPS in California's Public Institutions of Higher Education, Vol. I. Report submitted to the California Post-secondary Education Commission, 1976.

This should be able to be accomplished for about $100,000 -- slightly in excess of $8,300 per institution.

As far as the costs of developing a re-entry program at each institution is concerned, Project Soledad was initiated with a grant from CPEC of $55,860; Hartnell College contributed $27,929. During the first year, there were 46 activities and 750 participants (duplicated count). For the second year, the budget was $92,267 (about evenly split between a federal grant and institutional funds); 119 activities were conducted with 2,752 participants, of whom 789 were unduplicated. Costs per individual were $117. For the third year, costs were $55. (Per individual costs for the first year could not be figured since no unduplicated count was made.) Table 5.1 shows the projected costs that would be incurred if re-entry programs were initiated at each institution.

An alternative to developing re-entry programs at each institution, given the costs, would be to inaugurate pilot programs in two or three institutions and then conduct an evaluation and cost-effectiveness study. Depending upon the results, and the availability of additional funds, programs could then be initiated at the other institutions. For Corrections, we recommend that re-entry pilot programs be implemented at CIW and CIM for a cost of about $85,000. For the CYA, we recommend that programs be inaugurated at Ventura and at Paso Robles, for a cost of about $26,000. These institutions were selected because the majority of their inmates/wards have comparatively short sentences and they have already established links to the community.

TABLE 5.1. Projected Costs of Establishing the Re-Entry Programs Based on Costs of Project Soledad, 1976-77 and 1977-78

	Inmate/Ward Population	Total Cost Based on 28.6% participation & per person cost of $117	Total Cost Based on 61.2% participation & per person cost of $55
California Men's Colony	2,400	$ 80,309	$ 80,784
Calif. State Prison at San Quentin	2,500	83,655	84,150
Sierra Conservation Center	1,888	63,176	63,550
California Medical Facility	1,400	46,847	47,124
Calif. State Prison at Folsom	1,673	55,982	56,313
California Institution for Women	858	28,710	28,880
California Institution for Men	1,690	56,551	56,885
Calif. Correctional Institution	1,058	35,403	35,612
Deuel Vocational Institution	1,203	40,255	40,493
California Correctional Center	946	31,655	31,842
Calif. Rehabilitation Center	1,121	37,511	37,733
Ventura School	366	12,247	12,320
Karl Holton School	400	13,385	13,464
El Paso de Robles School	420	14,054	14,137
Youth Training School	872	29,179	29,352
Total CDC Institutions	16,737	$560,054	$563,366
Total CYA Institutions	2,058	68,865	69,273
Total all Institutions	18,795	628,919	632,639

22. Libraries should be expanded and/or upgraded to include resources and research materials appropriate for college-level classes.

According to the Commission on Accreditation for Corrections, 1978 Manual of Standards for Adult Correctional Institutions section on library services, institution libraries should be comprehensive, the library should be "functional in design and inviting in appearance", library services should be available daily, including evenings, weekends and holidays staffed by a qualified member. Library services should "provide for, at a minimum:

> Planned and continuous acquisition of materials to meet the needs of users;
> Logical organization of materials for convenient use,
> Circulation of materials to satisfy the needs of users;
> Information services to locate facts as needed;
> A reader's advisory service that helps provide users suitable materials;
> Promotion of the uses of library materials through publicity, book lists, special programs, book and film discussion groups, music programs, contests and other appropriate means and
> A congenial library atmosphere."

and "there is a systematic approach to determining the library service needs of the inmate population."

We concur and recommend that in consultation with the State Librarian and Department of Corrections and California Youth Authority Chiefs of Education, the Legislature determine the budget and make a special appropriation to the Department of Corrections and California Youth Authority to bring institutional libraries up to these standards.

* * *

The link between ex-offender programs and inmate college programs is tenuous at best and it needs to be strengthened, as well as connected earlier than is presently the case. Currently, representatives from different ex-offender programs in the CSUC make site visits to the prisons to recruit soon or about-to-be-released inmates who have been taking part in prison college programs. It would be far more helpful to the inmate and would provide the continuity of contact and encouragement described by Seashore if contact by a representative of the ex-offender programs were made upon, and even prior to initial enrollment in prison programs.

Improved articulation between four-year colleges and the prison programs would provide inmates with more complete information about the requirements of the different institutions and the different majors, so that inmates could systematically plan their educational programs and, if they wished, augment their two-year programs with correspondence or televised courses related to their future course of study.

There is considerable evidence to suggest that the first three months after release from prison are critical (on one campus, estimates are that over 80 percent of those ex-offenders in the program who are going to leave college will do so within the first year). There is also some evidence from the ex-offender program at San Jose that intensive support ser-

vice efforts provided on an individual basis during the first semester will reduce attrition levels by as much as 30 percent. Although those results are based on extremely small sample sizes from one campus, they nevertheless provide direction for experimentation and insights into possible remedies.

San Francisco, too, has recognized the need for early and intensive support and service, and provides it during the first term only. No doubt early contacts with ex-offender programs and the identification of realistic goals to work toward, coupled with well-planned financial assistance and other support programs could increase the ex-offender's chances of success through this difficult period of reentry also.

A programmatic intent to serve ex-offenders is present on many community college and CSUC campuses throughout the state, and EOP/EOPS is providing the umbrella for most of the services in the CCCs and a large part of the services in the CSUC. All of the programs in the CSUC want to offer tutoring and counseling for ex-offenders. If they do not have the necessary resources, they offer these services through other campus programs. Yet, no one seems to question whether or in what combination these students need tutoring and counseling, these are the two traditional "remedies", and as such are often accepted as a given. The assumption is made that ex-offenders need counseling and that all counseling is good. Not a shred of evidence exists con-

cerning the impact of counseling generally or the different types of counseling specifically.*

Evidence regarding the effectiveness of tutoring is equally elusive. Few programs provide systematic training for the tutors or provide them with comprehensive diagnostic information about their tutee's learning problems. Rarely do tutors meet with the program director on a regular basis to discuss tutoring problems, and coordination between faculty and tutors is even less frequent. Most tutors are chosen for their subject-matter ability, and as such, do not necessarily know how to help a student who has a learning problem. Some tutors are chosen primarily because they are ex-offenders. Although ex-offender programs already duplicate many of the services offered through the EOP, program directors want additional funding to expand them. As one program director said, "The program is needed and successful. How long must we prove this before we get state and university support?" As far as we can determine, the kind of objective evidence that can begin to be called "proof" has never been offered.

The fundamental issue which underlies the general questioning of the scope and value of ex-offender programs and services is the lack of empirical data upon which to base systematic and rigorous evaluations of program effectiveness. This study, like the many previous studies of correctional education, is basically descriptive; it is not evaluative,

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*Even what we have termed personal counseling, as opposed to academic counseling or advising, ranges from assistance in completing forms and assistance in using campus resources to the distinctive application of various counseling theories in dealing with the needs and problems of ex-offenders in a new environment.

simply because programs have generally eschewed collecting appropriate evaluative data.

Certainly, there are success stories. Some have been published in the college and local newspapers, others are talked about on the campuses. We talked to many ex-offenders who were extremely grateful for the program and felt that were it not for the opportunity to attend college and the assistance provided through the programs, their lives would have gone in vastly different directions. We talked with and received questionnaires from a large number of inmates who are determined to continue their education and look to ex-offender programs for support and assistance. We also met and talked with dedicated staff who in some cases maintained their commitment and hard work in spite of inadequate facilities and unsupportive groups of people on the campuses and in the communities. Still, decisions concerning program effectiveness and success cannot be made on the basis of client satisfaction or staff dedication alone, particularly at a time when financial resources are so scarce.

On a broader level, ex-offender programs need to define specific, measurable goals and develop performance standards which incorporate multiple criteria for achievement; including grades, degree completion, goal attainment, social adjustment, recidivism and others. The Association of Ex-Offender Educational Programs (AEEP) should play an important leadership role in this respect. Program directors should

sharpen the existing lines of differences in program elements and delivery formats. Comprehensive evaluation designs should be developed by people who are truly expert in evaluation and are objective. Empirical data should be collected and systematic evaluations conducted for each component provided.

San Jose's ex-offender staff has made a good start in this direction, and again, although based on small samples, they have found that ex-offenders who participated in the university's Reading Assistance Program received a higher grade point average in their courses at the end of the semester compared to those who didn't participate. Pre- and posttests provide the best data, and San Jose demonstrated that participants in the program increased over 4½ grade levels in comprehension and 2½ grade levels in vocabulary, without reducing their speed of reading. More of these kinds of mini-studies need to be conducted.

In addition, we recommend that·

23. The Department of Corrections and the California Youth Authority should seek the assistance of the Association of Ex-Offender Educational Programs and establish greater coordination between inmate and ex-offender programs so that long-range educational program planning can be accomplished for the inmates and a smooth transition made from prison program to campus program.

24. The Association of Ex-Offender Educational Programs should seek funds from the Office of Criminal Justice Planning or other appropriate state or federal agencies to establish a systematic and comprehensive data collection and management system, in which program objectives are defined and specific activities delineated. Program effectiveness should be monitored and evaluations conducted periodically.

25. Although each CSUC campus must review the needs of their ex-offenders and EOP and decide what is best given their campus needs, we recommend that they consider integrating the ex-offender programs into the EOP with separate staff members assigned to and responsible for ex-offender activities. We believe this would be in the best interests of both ex-offenders and the ex-offender programs, providing both the institutionalization that is desired by the program directors and the scope of services required for ex-offenders. Since the major portion of ex-offender program costs are spent on administration (averaging around 64 percent), integration into EOP should make the program more efficient and release funds for direct services to ex-offenders. In addition, by being part of EOP, ex-offenders would qualify for the yearly $1,000 state grant for which EOP students are eligible.

Tutoring and counseling services would be provided through EOP or other campus-based services, but we urge the campuses to provide training programs for tutors and also to monitor the effectiveness of their tutoring programs.

26. The Chancellor's Office of the CSUC should consider the appointment and support of a full-time recruiter to represent the system who would routinely visit all correctional institutions, being knowledgeable about CSUC requirements generally and the unique features of the campuses and ex-offender program activities.

27. The California Postsecondary Education Commission should play an active role in increasing interinstitutional cooperation and strengthening commitments by educational agencies to both inmate and ex-offender programs.

* * *

The recommendations listed on the previous pages have been made in response to the need for expanding and modifying existing postsecondary education programs to serve the unmet needs of the inmates/wards in the California prisons. These programs must be expanded to include more course offerings, more instructional materials and reference books, alternative types of majors and degrees, broader vocational programs and better facilities and resources. Implementation of these recommendations, however, requires funding far beyond the current capacity of the Department of Corrections or the California Youth Authority.

At the present time, neither the Department of Corrections nor the California Youth Authority has a separate budget alloca-

tion for postsecondary education. What is spent on the college program is bootlegged from elementary and secondary education budgets. In fact, it is impressive that the Department and the Youth Authority have accomplished as much as they have in the way of providing postsecondary education to inmates/wards, considering the severe budgetary handicaps under which they must operate.

One of the charges of the legislation was to determine the current resources allocated to postsecondary education programs by the Department of Corrections, California Youth Authority, Office of Criminal Justice Planning and postsecondary education institutions.

According to figures supplied by the Department of Corrections, academic expenditures for 1977-78, including library services, totaled $5,032,070. Of this amount, only 4 percent, or $225,678, was provided for postsecondary programs. Per capita costs for the college program, according to the Department, were $183.90 (compared to $824.23 for adult level two -- grades 6-8.9, and $598.48 for adult level one -- grades up to 5.9).* Understandably, the emphasis in the Department is on literacy.

As shown on Table 5.2, the Department of Corrections' budget for postsecondary programs is distributed to the 12 facilities which, in turn, contract with community colleges to provide courses. The figures reflect the discussion earlier, in that supervision costs, administrative costs and

TABLE 5.2. Prison/College Contractual Expenses 1977-78

Facility	Teacher Salaries	Retire-ment	Adminis-tration	Super-vision	Total	Number Enrolled for Year	Per Student Cost
Calif. State Prison at San Quentin	$ 40,500	$ 608	$ 2,025	$ 3,240	$ 46,373	352	$132
Calif. Institution for Women	18,479	---	2,724	2,217	23,420	---	---
Calif. Institution for Men	5,787	---	289	289	6,365	---	---
Calif. Rehabilitation Center	25,829	---	1,291	3,099	30,219	152	199
Calif. Men's Colony	3,258	---	171	---	3,429	750	5
Calif. Correctional Institution	13,610	681	708	---	14,999	130	115
Calif. State Prison at Folsom	35,553	---	1,777	---	37,330	99	377
Calif. Training Facility	6,000	---	---	----	6,000	220	27
Deuel Vocational Institution	---	---	3,750	---	3,750	84	45
Sierra Conservation Center	10,807	---	540	---	11,347	60	189
Sierra Camps	12,842	---	642	---	13,484	40	337
Calif. Medical Facility	8,736	489	436	436	10,097	100	101
Calif. Correctional Center	16,988	---	849	1,019	18,856	250	75
Total	$198,389	$1,778	$15,202	$10,300	$225,677	---	$137

costs per student vary considerably from college to college, with the highest per student costs at Folsom and the Conservation camps ($337) and the lowest at CMC ($5). Supervision and administration costs are completely unrelated to the number of inmates enrolled in the program. In addition to these funds, federal funds to inmate programs amount to about $150,000, making a total of approximately $600,000 allocated for inmate postsecondary programs. The California Youth Authority spent approximately $214,000 on postsecondary education in 1978-79. Table 5.3 shows the breakdown of these costs by institution.

As far as ex-offender programs are concerned, the Office of Criminal Justice Planning provides $250,000 in grants for ex-offender programs, and $271,063 is provided by grants from the Office of Education, Community Services Administration and CYA, making a total of $521,063. Campus contributions of office space, furniture, telephone, postage and secretary-clerical services were estimated by liaisons to be about $200,000. Considering the number of inmates and ex-offenders involved in the programs, compared to the level of funding, the inadequacy of the Department of Corrections' and California Youth Authority's budgets becomes apparent. According to estimates derived from the Department of Corrections, approximately $4,000,000 will be necessary to establish libraries, and to improve and expand upon existing college level programs. For the CYA, the estimate is $62,500.

* * *

TABLE 5.3. CYA Postsecondary Expenditures, 1978-79

Institution	Total CYA Funds	Administration	Instruction	Counseling	Curr. Dev.	Instr. Mat.	Equip.	Other	No. Students Enrolled
Karl Holton School	154,980	20,000	110,000	10,000	--	10,400	--	4,500	100
Ventura School	24,000	--	--	--	--	--	--	--	104
Youth Training School	18,990	2,200	11,088	--	--	2,822	--	2,880	15
El Paso de Robles	17,000	1,500	13,500	--	--	2,000	--	--	20
Totals	214,970	23,700	134,588	10,000	--	15,272	--	7,380	239

Source: Institutional Liaisons

The advantages of alternative methods of financial support were also explored in response to the legislation. Veteran's benefits have been a boon to many of the inmate programs in the past, but there are several problems with this method of financing. First, there are the ethical questions of using a person's full benefits when the actual costs of educating him are less, and supporting a program which includes non-veterans. There is also the problem of having inmates use up their benefit money while in prison and not have any left to help them continue their education when they are released. A final point is the fact that funds for veterans' education benefits are decreasing and they represent an unstable foundation upon which to build an educational program.

A number of states have passed legislation that declares the state prison system to be an "educational district", thereby qualifying the prison system for a broad range of state administered, but often primarily federal funded, educational programs. According to the Education Commission of the States, this approach gives the correctional educator an opportunity to develop educational priorities and submit them to a "school board" whose function is solely that of supporting viable educational programs for individuals within the penal system. The problem is that this approach usually ties the prison system to the public school program, and as we have mentioned several times throughout this report, we believe that it is of major importance to keep the college level programs entirely

separate from public school programs. If an educational district could be declared for the prison college described at the end of this chapter, allowing it to maintain an identity as a college, then the advantages of such a funding option should be investigated. Funding through ADA or FTE formulas would be disadvantageous under the present budgetary system, however, since such an arrangement would preclude the development of non-credit re-entry courses since the community colleges only get paid for credit courses.

Federal funds offer an excellent source of monies with which to implement innovative and experimental programs, but they should not be relied upon to provide the foundation for state educational programs. In addition, most federal grants are for a limited time and the agencies involved expect the grantee to institutionalize the program once the grant period is ended.

By eliminating the above sources from consideration for funding postsecondary programs in the prisons, the budgetary ball returns to the court of Corrections and the Youth Authority. However, we do recommend a change in the manner by which the funds for postsecondary programs are derived. As we mentioned earlier, there is no line budget for the postsecondary programs. The funds that are used are simply "borrowed" from the general education category of the budget. Therefore, we recommend that:

28. A separate line item for postsecondary education should be included in the Governor's Budget for both the CDC and CYA.

Postsecondary education is important and it should be recognized as such in the state budget.

As far as ex-offender program funding is concerned, those programs which become integrated with EOP will necessarily become included in the EOP budget designated for the program. Some EOP budgets, accordingly, may have to be increased if additional services are to be provided to a new population, and these decisions should be made at the local level. Federal and OCJP funds should be earmarked for special experimentation and innovation within the programs.

* * *

Another of the legislative charges was to explore the possibility of having alternative agencies administer and coordinate the programs statewide. We have commented elsewhere on the need for AEEP to take more of a leadership role with ex-offender programs, including the coordination of a statewide evaluation. AEEP should also make greater efforts to involve and work with prison education staffs in the activities of the association.

As far as inmate/ward postsecondary education programs are concerned, we believe that current administration and coordination arrangements should remain as they are -- within the Department of Corrections and the California Youth Authority. If the community colleges were to administer the inmate programs, the scope of the programs would be narrowed as

upper division work would be eliminated. If the CSUC were to assume the coordinating role, the CCC would be shunted aside after years of their singularly responding to the need for postsecondary education in prisons. A new coordinating body composed of members from all public segments plus the private sector would only add an additional level of bureaucracy, and CPEC would compromise its unique and valuable advisory posture if it attempted to fulfill this role.

We believe therefore that cooperation and mutual involvement can best be continued through the efforts of the educational staffs of Corrections and the Youth Authority working in collaboration with the public segments of postsecondary education as well as private institutions to bring complementary postsecondary education programs and services to the inmates/wards in California.

* * *

The focus of our recommendations has been on the two-year postsecondary education programs for inmates and their improvement. This area is of the greatest need and we believe it should be the top priority for both the Department of Corrections and the California Youth Authority. We urge the legislature to provide these agencies the funds to make the necessary changes.

A charge of the legislation was to determine the desirability of constructing limited correctional facilities to

better serve inmates interested in postsecondary educational programs and we believe that no new facilities are necessary for CYA wards.

However, in order to best meet the Department of Corrections' inmates' postsecondary education needs, we recommend that:

29. One or more separate facilities designated as prison colleges should be established. Based on the findings from our investigation, we do not support the plan set forth in AB No. 1422.

The facility we propose would be located in the southern part of the state and would consist of a cluster of units, each housing approximately 450 inmates, with the total facility devoted to postsecondary education only. We believe that it would be a mistake to combine high school and college programs, as specified in AB 1422. College programs at the baccalaureate and graduate level as well as two-year programs should be available to inmates, and a scholarly and prestigious college-type atmosphere can best be created if they are independent of high school and other lower level programs and their separate identity is maintained.

A less favorable option would be to designate the prison college for upper division and graduate work only, leaving the two-year programs as they are. Since we believe it would be more beneficial to combine all college level programs in the prison college, the ensuing discussion is based on that recommendation.

The facility we propose could house 2-3,000 inmates, with a cluster college-type design accommodating all security levels and both sexes. The layout of a model unit, depicted in Figure 1, consists of a dual quadrangular design containing classrooms, administrative offices, the library and study areas, with four living units facing outward from the center like a giant cross. One wing, or part of a wing, depending upon the security needs of the male inmates, would be for females. The other three wings would be set up as maximum, medium and minimum security units. Each wing should be composed of small, single rooms, each equipped with a desk and adequate light for studying. A small seminar room should be available for every 20 rooms so that special group programs and study sessions can be conducted at night and on weekends. Additional living units would be of a similar design without the library.

Since the majority of inmates originate from southern California, the prison should be located in that part of the state, as mentioned earlier. It should be located within reasonable commuting distance to both community colleges and four-year colleges and universities. It should, in essence, be urban-centered. This location is essential for several reasons. First, college furlough, or study release programs can be established for low-risk, minimum-

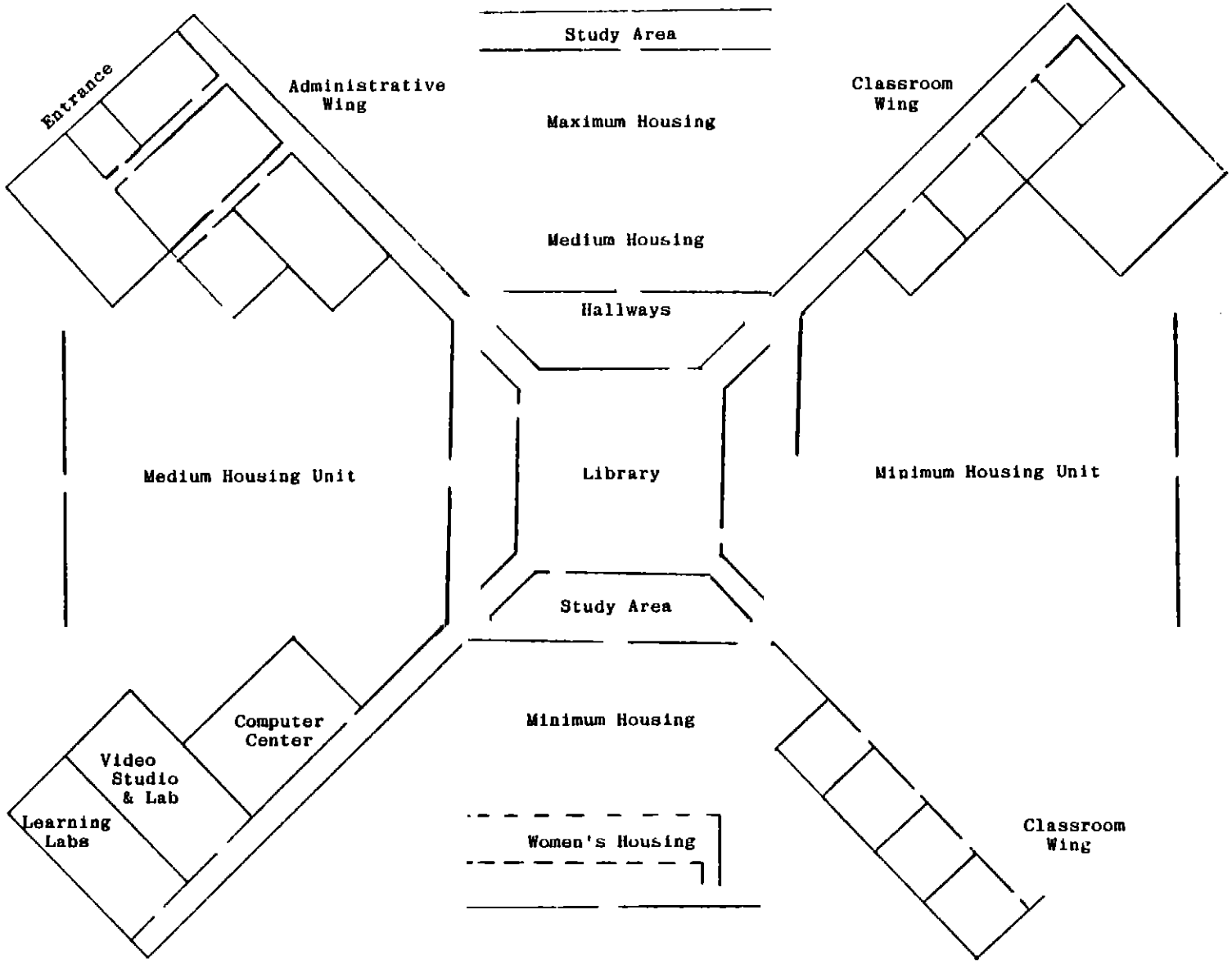

Figure 1. Proposed Prison College

security inmates to attend classes on a nearby campus. Several liaisons told us that their institutions had had such programs in the past, but that the transportation problems were too great because of the distances involved. If distances were short, these problems would be alleviated.

College furlough programs are especially beneficial for inmates who are nearing release and who plan to continue their education. Inmates are exposed to a broader range of courses and a more normal academic environment, easing their transition back into the community while at the same time providing continuity in their education. According to an article by Sullins and Owens (1975) which describes a program where inmates attend college on campus at the New River Community College in Virginia, inmates find that they are fully accepted by their fellow students and "this discovery of acceptance is a critical resocialization process lacking in almost every other arrangement of offender rehabilitation". The local ex-offender programs would be able to expand their efforts to work with the inmates on furlough as well as maintaining closer ties with the inmate programs.

A second reason that geographical location is a critical factor concerns the importance of having access to colleges and universities for faculty and resources. Excellent faculty must be encouraged to teach in correctional college programs, and driving distance is and will continue

to be an important factor.

Shawnee College in Ullin, Illinois, has a campus located at the minimum security Vienna Correctional Center. This prison college is entirely self-contained with its own full-time faculty, library and laboratory facilities. The college enrolls about 400 students per semester, half of whom are residents of the correctional center and half are "free" college students (College for Convicts, 1975). According to data collected in this study, however, inmates are generally more attracted to and trust college programs sponsored and run by colleges and universities. College faculty will bring more varied perspectives to the program and the program will be more flexible in its offerings if college faculty are used part-time rather than having a full-time civil service teaching staff.

A third reason the new facility must be close to colleges and universities is so the prison college can more easily draw upon all of the resources of the different colleges, both with respect to curriculum and to support services such as counseling, tutoring and libraries. There is no reason that all inmate college education must be confined to two year general liberal arts or social science degrees. There are many inmates who are interested in and could benefit from courses in business and economics, engineering, art and music. By making available to them the full range of electives and other alternatives provided

to the college student generally, inmates will benefit from a broader and a richer educational experience. There are also inmates who have AA degrees and want to pursue their education. Making available to them the full range of baccalaureate programs will allow them to do so.

The advantages to such a prison college are many. The variety of curricula that can be offered is infinite. The full array of courses from the three segments of colleges can be offered with the regular stipulation that at least 15 (or in some cases, 20) must be enrolled. This will not be difficult once all of the inmates are gathered together in a central location. Inmates can have the option of both 2 and 4-year degrees, as well as graduate training. Depending upon the degree, as well as the course of study, the diploma should be awarded by the college or university in whose program the inmate participated. In some cases, joint degrees could be issued by colleges. There would never be an indication on either the diplomas or transcripts that any of the courses taken and/or degrees awarded were related to a prison program.

We strongly believe that the full array of vocational training programs should ultimately be available for inmates at this facility as well. However, initially, and primarily because of the costs involved, we believe that the vocational programs should be limited to those that can most easily be

set up. Programs like the LVN, graphic arts and photography can be easily moved. New programs such as computer processing, dental assisting and laboratory technician should be established as funds for equipment can be garnered. Other programs, like aeronautics and auto mechanics should probably remain in the other institutions, particularly since the same shops are used in the high school program.

In addition to having a comprehensive support service program, the full array of support services will also be available to the prison college from the nearby campuses. This would include the full complement of diagnostic testing, academic and personal counseling, and tutoring. Counseling and tutoring would be provided by graduate and undergraduate students in exchange for course credit as well as by organizations on the campuses which specialize in such activities.

In addition to establishing a comprehensive college level research library of its own, the prison college would have access to the full array of library services of the nearby colleges and universities, establishing a link to research libraries on the campuses as well as libraries in the community via mobile units or computer. Both the colleges and the inmates would benefit. The colleges would have a whole new population of students. Inmates would have the full spectrum of courses, not only those that the college is willing to credit. By virtue of its phys-

ical set-up as well as its programs, which would include a variety of extra-curricular and enrichment activities, the prison college would be able to establish a very real college environment in which learning was an integral part of living.

It is essential that a carefully planned screening and diagnostic process be used to determine the skills, aptitudes and abilities of each potential student. A high school diploma, moreover, does not guarantee adequate performance at the college level. Inmates who are unprepared or unable to grasp the information presented will not only find the experience frustrating, but encounter another endeavor marked by failure. The Lorton Project, a comprehensive educational program for the District of Columbia penal institution located in Lorton, Virginia, requires inmates to spend at least one quarter in a pre-college program and receive a positive recommendation based on their performance in three non-credit seminars in mathematics, problem-solving and writing skills (Taylor, 1974).

Following this model, we recommend that inmates not be assigned to the prison college from the reception centers-clinics, but assigned to a regular institution first. Because of all the suspicions beclouding the testing that is presently conducted at the centers, regardless of whether

or not it is deserved, we recommend that this function be shifted to the educational administrators at the institutions. Once the inmate has become somewhat adjusted to prison, he/she should undergo a comprehensive diagnostic testing program and participate in a pre-college program whereby competence in reading, writing and mathematics would have to be demonstrated as well as social skills, motivation and commitment to learning.

At Harris County Jail in Houston, Texas (Broome, 1975) inmates are subjected to an intensive process before they are allowed to enter the college program. In addition to their test scores, they are interviewed by a panel of teachers as to their need for education, their intent to continue their program upon release, the length of time remaining on their sentence after entry into the program and their general compatibility with others. Each application is reviewed by an inmate selection committee which makes the final decision. A similar type of process should be developed in which educational program staff and representatives of the inmate population review all applications.

It may well be that waiting lists for the college would develop, and we believe that this would have a positive benefit for the system generally. At the present time, the application of criteria for entering a college program is applied haphazardly, if at all. The Department of Corrections specifies that inmates should have academic achieve-

ment levels of 10.0 in reading and mathematics, but rarely are these applied at the institutional level. If waiting lists develop, other criteria, particularly ones concerning behavior and cooperation could be established. Entrance into the college prison might well become a goal that inmates would work for and an incentive for rehabilitation in and of itself.

The maintenance of the prison college would be borne by the inmates. The actual procedure would be akin to those work/study environments established at some private liberal arts colleges where students divide the day between their chores and their classes. Responsibility is an important factor. Many of the inmates we spoke to, as well as researchers in the field, point to the fact that the prison environment is one that is counterproductive to the development and maintenance of personal responsibility. Inmates are told when to get up, when to eat, and when to go to bed. There is little room for personal choice, responsibility or a sense of pride in accomplishment. We believe that inmates would develop a sense of responsibility in this environment. If they did not keep up their maintenance work or their class responsibility, they would not be allowed to stay.

At the same time, inmates would receive a pay number for their work at the prison college. In many institutions, Industry and other work programs take priority over the academic programs simply because the inmates get paid. In the

prison college, they would receive pay for their maintenance work.

While the maximum security inmates should be able to attend classes in the prison college under surveillance or whatever other constraints are required, this unit at the college would also have a wide range of technological devices for instruction such as closed-circuit television and video-cassette tapes. A telelecture and electrowriter system was developed at Trenton State Prison at relative low cost in conjunction with the telephone company as part of an educational program developed at Mercer County Community College. The telelecture unit provided a two-way voice communication between the campus and each institution in the network. Inmates can ask questions and participate in discussions with professors. Two-way written communication is provided by an electrowriter and all are recorded on an audio-stereo tape recorder and are retrievable. This Prison Education Network currently includes four penal institutions, one as far as 91 miles away from the college. This type of system should be investigated with the local telephone company serving the prison college, and provision for its installation included in the building plans.

Unlike the rest of the prisons, the prison college would differ in that a top priority would be to provide

its inmate/students with a quality education. To do so, it would need to have a governance system closely linked to the colleges and universities.

Currently, the community colleges are used solely as sources of instructors and courses. But their increasing involvement is essential for fulfilling their obligation in exchange for the fees collected. College administrators must share the planning, administration and governing functions of the prison college programs with the prison educational administrators. The governing board we recommend would not be a political body but a functional, operating board that meets regularly and frequently and is charged with overall policy as well as the operation and supervision of the college. The Board would be composed of the following members:

the President of the college (ex-officio),

the Vice-President of the college in charge of security;

two representatives from the Department of Corrections, one having a background in custody of inmates/wards and one having a background in education,

two representatives each from the CCC, the CSUC, the UC and the private college sector, one a top level administrator, the other a faculty person;

two representatives from among the prison college inmates; and

two public members

The prison college would contract with community colleges, CSUC and UC campuses for classes just as the insti-

tutions contract with community colleges today. The Board would have responsibility for monitoring the contracts, establishing and enforcing admission standards (to the prison), maintaining performance standards, and maintaining the links between the colleges and the prison.

The president and vice-president should be selected by the Board. The president should be recruited from the same ranks from which other college presidents are recruited; the vice-president should have demonstrated expertise and experience in corrections.

Initial selection of the Board should be coordinated by CPEC. Selection of the members of the Board should be made by a five-person panel consisting of the Chancellor of the Community Colleges, the Chancellor of the California State University and Colleges, the President of the University of California and the Director of the Department of Corrections and the Chief of Education, Department of Corrections, and subject to approval by the Governor. All members of the Board, except the president and vice-president shall serve three-year terms. Initial Board members' appointments would have staggered terms in order to inaugurate a system with minimum turnover each year. All vacancies on the board shall be filled in the same manner as the original board. The board should meet monthly.

The shared governance or consortium approach expands the lines of communication between inmates and the outside

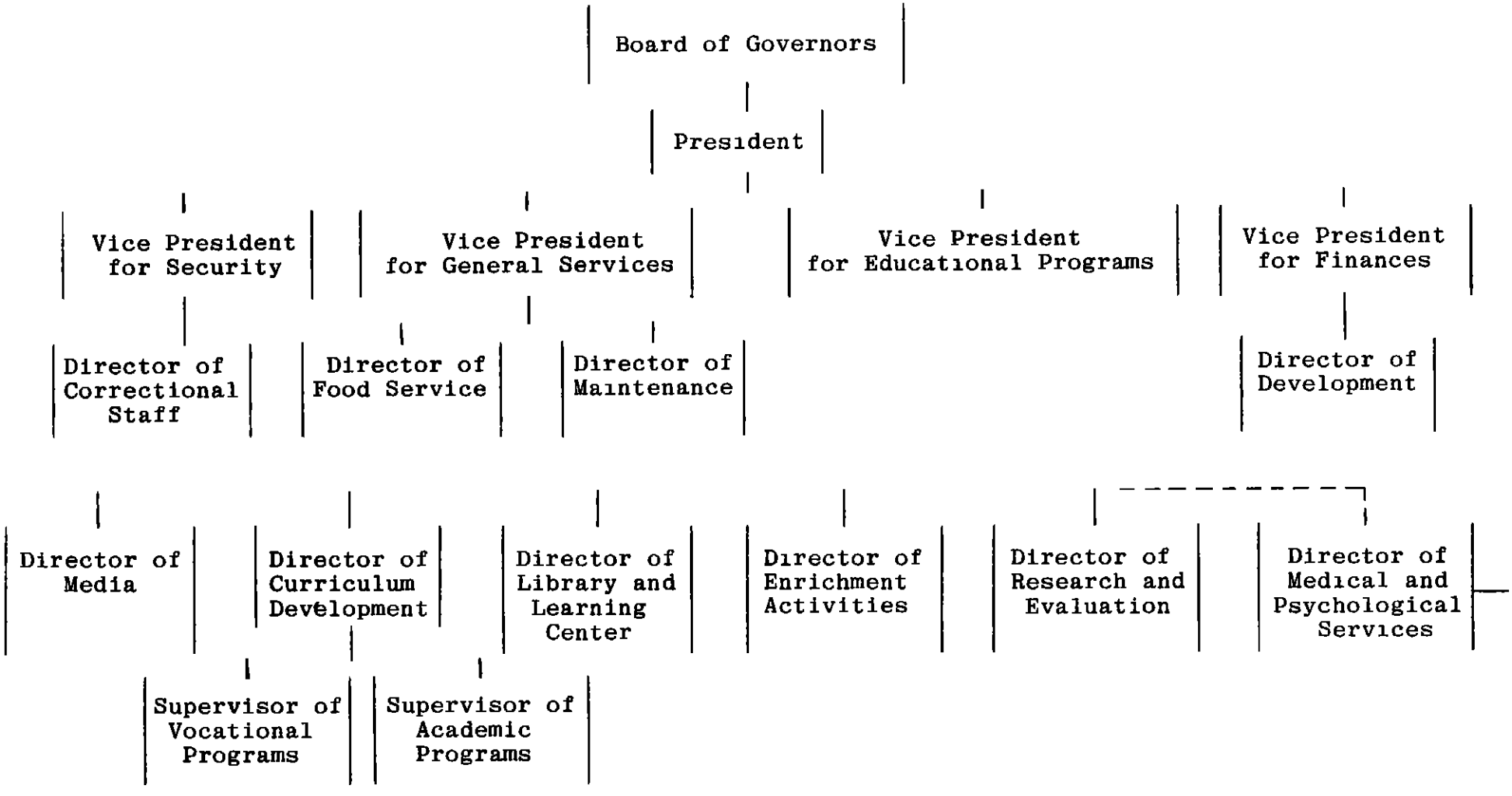

Figure 2. Organizational Chart for Proposed Prison College

community and facilitates their reabsorption into the community. By pooling existing resources, and by spreading the costs among the members of the team, a stable base of fiscal support is provided. The colleges must take more active roles and responsibilities for the education they provide to inmates but collaboration between the 3 segments could generate new levels of communication and cooperation resulting in greater involvement of the total community.

The guiding philosophy of the prison college should be performance-based, and the college should be operated according to the principles of systems management. The focus of the college will be student achievement of specific learning objectives. The number of hours spent in class should not be significant as classroom time should not be considered indicative of a student's commitment to learning. Rather, commitment to their education should be expressed by students' performance, and information regarding students' achievement of objectives should be gathered routinely and frequently. All types of instructional methods should be used -- lectures, discussions, televised demonstrations, independent study, tutorials, programmed and computer-assisted instruction, audio-tutorials and team projects, with the selection of the method depending upon the particular instructional objective involved. Classes fulfilling the laboratory requirement for the AA degree should be available.

The prison college should operate on a year-round sched-

ule with core courses offered in ten week segments. Each ten week segment is preceded and followed by a week of testing. The prison research office should collect student data regularly, with an eye to evaluating inmates' progress and the effectiveness of the program. This office could also coordinate research projects with the participating colleges and universities, and conduct both formative and summative evaluations of all program components. Evaluation will be a continuous process and an on-going part of the prison college.

Costs of Implementation

Ths prison college should cost no more to operate than do other prisons, and the Director of Development should have little trouble seeking and gaining federal grant funds. New prisons are going to have to be built in California according to most sources, and the plan we suggest should cost little more than would any 450-bed prison plan. With proper planning, the physical plant will be relevant to and complement the educational program. The discussion of implementation costs, therefore, will be confined to the educational program.

While the ideal plan would be a new and rather large appropriation for the prison college, we envision more of a redirection, rather than a new appropriation, and our recommendations along this line are discussed below.

To begin with, since the community colleges, as well

as the CSUC and the UC, will be more intimately and actively involved in the prison college, experienced teachers will be assigned to teach the classes and supervision costs will not be necessary. If minor supervision is necessary in some cases, these costs will be borne by the colleges as part of their responsibility. Further, since the prison college work/study inmates can take over the function of registration and associated paperwork, administrative costs can be saved, thereby redirecting about $25,000 to the new college. The colleges should also take over some of the costs of the ex-offender programs.

Educational administrators at the institutions will be critical to the success of the prison college; they will, in fact, be the key. No one else at the institutions is more knowledgeable about the abilities and performance of the inmates. These people are the best liked and most trusted of the prison personnel, as we saw at the site visits. As a result (although some of them will no doubt move to the prison college), they are in a far better position to coordinate and administer the diagnostic and aptitude testing process, and we strongly recommend that this function be removed from the reception center-clinics and that the corresponding budgets for testing be redirected to the institutions. At the same time, institutional educational administrators are in a unique position to direct and coordinate the pre-college training program as part of their regular high school or adult education program, making recommendations to program

staff at the prison college when inmates are ready for transfer. Their budgets for contracts therefore can be redirected to the prison college. With a small additional budget for research and extra-curricular programs, the prison college will have a base budget of at least $225,000.

In addition to the budget provided by the Department of Corrections, we do not believe that it is unreasonable for veterans to contribute part of the benefits they receive. How much should be determined on an individual basis, keeping in mind the individual's overall educational plan and his need for funds to continue his education after release. The same is true of Basic Education Opportunity Grants. Some portion should be contributed to the costs of the prison college, but again taking into consideration the later needs of the individual.

In addition to helping the offender make a successful transition from prison to the community via the college furlough program, the prison college would have as one of its charges a role in bridging, supporting and reinforcing ex-offenders' continued reintegration into the community, not as a surrogate parole officer, but as a supportive mechanism with a variety of resources at its disposal whose main objective is to facilitate the transition from inmate to citizen of the community. We believe the ex-offender programs can be especially helpful in this process, particularly if they became involved early on in the identification of pros-

pective students.

As discussed earlier, a recruiter representing all of the ex-offender programs should make site visits to correctional institutions, but once prospective students have been identified, even if they are not participating in a college program, ex-offender staff should begin contact immediately. This would be true, also, in the proposed prison college, with ex-offender programs providing on-going academic advising and encouragement, and as time of release approaches, assistance in applying for and gaining financial assistance, assistance in admissions and registration, housing and part-time employment. Ex-offender programs should then focus their services on helping ex-offenders through the first semester only, allowing them to become an integral part of the university community, and a regular member of the student body. If bonds of assistance and continuity are established early in an inmate's educational process and are maintained and strengthened during the transition period and subsequent attendance on campus, there is every reason to believe that data collected in the future will clearly show that education, and college programs in particular, have had a strong positive impact.