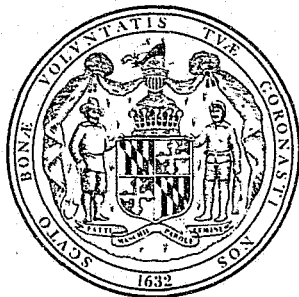


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DIVISION OF CORRECTION
STATUS REPORT

**IMPLEMENTATION OF
SYSTEM TO MEASURE
RECIDIVISM AND
STATISTICAL
INFORMATION ON
RECIDIVISM**



118283

U.S. Department of Justice
National Institute of Justice

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STATE OF MARYLAND

William Donald Schaefer,
Governor

Bishop L. Robinson,
Secretary

Department of Public Safety
and Correctional Services

Fred E. Jordan, Jr.
Commissioner
Division of Correction

January 19, 1989

118283



WILLIAM DONALD SCHEFFER
GOVERNOR

MELVIN A. STEINBERG
LT. GOVERNOR



BISHOP L. ROBINSON
SECRETARY

STATE OF MARYLAND
DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES

SUITE 310, PLAZA OFFICE CENTER
6776 REISTERSTOWN ROAD
BALTIMORE, MARYLAND 21215-2341
(301) 764-4000
TTY FOR THE DEAF: 486-0677

January 19, 1989

The Honorable Laurence Levitan
Chairman
Senate Budget & Taxation Committee
100 Senate Office Building
Annapolis, Maryland 21401-1991

The Honorable Charles J. Ryan
Chairman
House Appropriations Committee
131 Lowe House Office Building
Annapolis, Maryland 21401-1991

NCJRS

JUN 29 1989

ACQUISITIONS

RE: Division of Correction
Recidivism

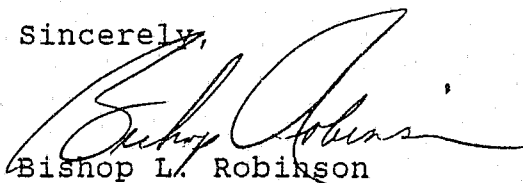
Dear Chairmen Levitan and Ryan:

I am pleased to submit Division of Correction's report on recidivism, as requested by the 1988 General Assembly's Joint Chairmen's Report (p. 218). This document was prepared by Elmanus Herndon, Acting Commissioner, Division of Correction.

This Joint Chairmen's Report on Offender Recidivism provides a review of recent recidivism rates for the Division of Correction and specific programs, as well as a progress report on the development of alternate measures of program effectiveness. The Repeat Incarceration Supervision Cycle (RISC) procedures and limitations have been discussed at length in previous reports.

We would be happy to address any questions you might have relating to these measures.

Sincerely,


Bishop L. Robinson
Secretary

BLR:cac

cc: Delegate Timothy F. Maloney
Senator Frank J. Komenda
Elmanus Herndon

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EXECUTIVE SUMMARY

This Joint Chairmen's Status Report on Offender Recidivism provides a review of recent recidivism rates for the Division of Correction and specific programs as well as a progress report on the development of alternate measures of program effectiveness. The Repeat Incarceration Supervision Cycle (RISC) procedures and limitations have been discussed at length in previous reports.

The overall three year return recidivism rate for FY 1984 releasees is 47.6% which includes 18.2% returned to the Division of Correction and 29.4% returned to Probation. When the method of release is included in the calculations the overall return rates range from a low of 20% for inmates released by commutation to a high of 55% for inmates released mandatorily. Parolees had substantially lower recidivism rates (34.4%) than the overall DOC rate of 47.6% or the rate for those released mandatorily (55.2%).

A pilot recidivism rate was calculated for participants in three types of educational programs (high school equivalency, vocational education and college) at MCTC. The return rates for these three categories of educational program completers differed significantly with the college graduates having the lowest recidivism rates. This pilot study was based on a manual data collection process and did not include a matching or control group. These initial findings are very limited methodologically and need additional program sites as well as a more sophisticated design to be considered valid.

One of the most important aspects of the report is the further development of alternate measures of program effectiveness. The Division has suggested that recidivism rates are only one element in an evaluation of program effectiveness. State Use Industries has successfully implemented a post release follow up with the assistance of the Department of Parole and Probation. The second follow up study provided very encouraging information on the ability of ex-offenders to secure employment at wages substantially above minimum wage. In the area of educational services, progress has been made in several areas including the utilization of program standards to evaluate program effectiveness and a systematic study of releasees to determine the degree to which identified needs are being met.

Offender Recidivism and
Measures of Effectiveness of Selected Correctional Programs

INTRODUCTION

The Division of Correction has been reporting recidivism rates since July 1, 1987. Since the inception of these reports the DOC has been presenting data on the return rates of inmates released from DOC. This data is collected by the Department of Public Safety and Correctional Services (DPSCS), Office of Research and Statistics in collaboration with the DOC and the DPSCS's Data Center using a computerized data collection process known as the Repeat Incarceration Supervision Cycle (RISC). Each report has also addressed the issue that recidivism rates, as a sole approach to evaluating the effectiveness of DOC programs may be misleading and that alternative measures should be used for determining the effectiveness of individual programs.

In this report, while the most recent recidivism rates will be recapped, the focus will be on the steps that the DOC is taking to measure the effectiveness of programs. We are taking this approach for three basic reasons. First of all, the most recent recidivism rates were just reported in the July 1, 1988 J.C.R. Secondly, recidivism rate changes over a three or four month period are not significant. Thirdly, it costs the Department of Public Safety and Correctional Services over \$25,000 for each RISC study.

RECAP OF THE MOST RECENT RECIDIVISM RATES FOR DOC RELEASEES

The July 1, 1988 report on recidivism contained the latest return rates that are available for inmates released from the DOC. That study focused on all inmates released from the DOC in FY 1984. The releasees for FY 1984 are the most recent group for whom a full three years of follow-up data could be collected. That report also listed in detail how the RISC system works, how RISC has been refined over the years and the major limitations of the RISC system. All of this background information is critically important for developing a meaningful understanding of RISC data.

The recidivism rates that were reported in the July 1, 1988 report are recapped in Table I. These rates show that 18.2% of all inmates who were released from the DOC in FY 1984 were returned to the DOC during the three year period following release. The data also shows that 29.4% of the 1984 DOC releasees were returned the Division of Parole and Probation during the three years following release. The data also shows that inmates released by parole had lower rates of return than inmates released by any other means of release.

Table II shows comparative overall recidivism rates for inmates who were released during successive years from FY 1982 through FY 1986. The data indicates that the recidivism rates have not significantly changed over the past five years.

TABLE I

FY 84 DOC RELEASES BY TYPE OF RELEASE AND TYPE OF RETURN

<u>Release Type</u> (total released)	Cumulative Total & Cumulative Percentage of DOC Releases Returned within:		
	<u>1st Year</u>	<u>2nd Year</u>	<u>3rd Year</u>
<u>Parole (1,426)</u>			
Return to Probation	103 (7.2%)	238 (16.7%)	321 (22.5%)
Return to DOC	75 (5.3%)	126 (8.8%)	170 (11.9%)
Total Returned	178 (12.5%)	364 (25.5%)	491 (34.4%)
<u>Mandatory (2,521)</u>			
Return to Probation	356 (14.1%)	680 (27.0%)	840 (33.3%)
Return to DOC	315 (12.5%)	472 (18.7%)	551 (21.9%)
Total Returned	671 (26.6%)	1,152 (45.7%)	1,391 (55.2%)
<u>Expiration (55)</u>			
Return to Probation	8 (14.6%)	10 (18.2%)	15 (27.3%)
Return to DOC	8 (14.6%)	9 (16.4%)	10 (18.2%)
Total Returned	16 (29.2%)	19 (34.6%)	25 (45.5%)
<u>Commutation (5)</u>			
Return to Probation	0 (0.0%)	1 (20.0%)	1 (20.0%)
Return to DOC	0 (0.0%)	0 (0.0%)	0 (0.0%)
Total Returned	0 (0.0%)	1 (20.0%)	1 (20.0%)
<u>Total (4,007)</u>			
Returned to Probation	467 (11.7%)	929 (23.2%)	1,908 (29.4%)
Return to DOC	398 (9.9%)	607 (15.2%)	731 (18.2%)
Total Returned	865 (21.6%)	1,536 (38.4%)	1,908 (47.6%)

TABLE II

Fiscal Year of Release	Total Released	Cumulative Total & Cumulative Percentage of DOC Releases Returned Within:		
		<u>1st Year</u>	<u>2nd Year</u>	<u>3rd Year</u>
1981	3,349	599 (17.9%)	1,092 (32.6%)	1,403 (41.9%)
1982	2,799	570 (20.4%)	1,041 (37.2%)	1,430 (51.1%)
1983	3,583	802 (22.4%)	1,357 (37.9%)	1,717 (47.9%)
1984	4,007	865 (21.6%)	1,536 (38.3%)	1,908 (47.6%)
1985	4,635	1,018 (22.0%)	1,778 (38.4%)	N/A
1986	4,811	949 (19.7%)	N/A	N/A

PROGRESS REPORT ON DOC'S EFFORTS TO MEASURE THE EFFECTIVENESS OF SELECT PROGRAMS

The Division of Correction has pointed out in previous reports that recidivism rates, as a sole approach to evaluating the effectiveness of programs, may be misleading. Recidivism rates are affected by a large number of factors, many of which are beyond the control of any state agency. The DOC has recommended various other measures for determining the effectiveness of certain selected programs, including: educational/vocational programs, State Use Industries, social services and the case management process. While the program directors in each of the selected program areas have begun planning and development of systems to collect the data needed for measuring the effectiveness of their programs, the following preliminary results are now available concerning State Use Industries, the Junction Bridge substance abuse treatment program and correctional education.

State Use Industries

Introduction State Use Industries has continued progress in several program improvement areas presented in the July 1, 1988, Joint Chairmen's Report "Offender Recidivism Report". Those areas included: (1) systematic follow up of former SUI inmate employees after release, (2) improved inmate training funded by a National Institute of Corrections' grant, (3) improved coordination with academic and vocational programs provided by the State Department of Education, and (4) the creation of new employment opportunities for inmates.

Post Release Employment State Use Industries has developed and implemented a system to conduct post release follow ups via the releasee's Parole Agent. The system tracks SUI employees who worked for SUI for at least one year. The follow up is conducted by way of a telephone interview with the assigned Parole Agent. The results of the follow up are reported in the JCR on the Placement of Inmates with Private Employees. The most recent report (indicates that 85% of the releasees were successful in obtaining employment upon release. Additionally, the average hourly wage of the releasees, as reported by their Parole Agents, was \$5.95/hour - substantially above minimum wage. These findings were encouraging and as successive groups of releasees are tracked the data base will increase thus allowing additional analysis.

Coordination with Other Programs As indicated in the July 1, 1988 JCR, State Use Industries is committed to improved coordination with other correctional programs, especially educational programs of the State Department of Education. SUI now operates four industries (upholstery, data entry, metal fabrication and printing) which are coordinated with the corresponding vocational education programs of the State Department of Education. With the exception of the data entry program at MCI-W, these programs offer registered apprenticeship to inmates interested in learning a trade. Inmates with sufficient time are cycled through the vocational education program followed by placement with State Use Industries in a production shop. Inmates receive credit toward their apprenticeship for their vocational education training. The industries-education articulation continues after SUI placement as these trainees continue their education by attending related classroom instruction while employed by SUI. All SUI trainees are encouraged to participate in the MAP or Case Management Process to organize their training and treatment programs into an overall plan.

Although State Use Industries will not be operational at ECI until FY 1991, discussions have been initiated with the Correctional Education and Classification staffs at ECI to insure coordination of the industries programs with other rehabilitation programs at ECI. State Use Industries is currently completing a successful pilot of their training grant at the Maryland House of Correction wood shop - their largest production shop with 175 inmate employees.

The NIC grant funded activities were provided by Anne Arundel Community College under contract with State Use Industries. The pilot project had three components: (1) pre-service training (3 cycles) for inmates who wanted to work for SUI, (2) in-service (10 cycles) training for industries employees, and (3) employment readiness (2 cycles) training for inmates nearing release. With the exception of one cycle of the employment readiness training, all the cycles have been completed.

The program has been visited by a consultant under contract with the National Institute of Corrections with a positive evaluation. SUI has submitted a proposal to NIC to extend the grant funded activities system wide. Additionally, every cycle has been evaluated by the inmate participants. The results of these evaluations will be presented in the next JCR.

Creation of New Employment As indicated in the last JCR, State Use Industries has submitted a comprehensive plan to increase the number of inmate employees to 1,050 by June, 1989. SUI currently operates double shift operations in furniture manufacturing (MHC), printing (MCI-J) and upholstery (MCI-H). In addition to these existing double shift operations, SUI has undertaken an extensive expansion program. The status of those expansion projects is as follows:

<u>Industry</u>	<u>Institution</u>	<u>Status</u>
<u>New</u>		
Furniture Renovation	ECI	negotiating with contractor
Janitorial Products	ECI	negotiating with contractor
Modular Office Systems	ECI	negotiating with contractor
<u>Expansion</u>		
Graphics expansion	MCI-J	completion planned for Fall, 1989
Wood shop conversion (former paint shop)	MHC	renovation bids to be awarded 12-88, completion Spring, 1989
Wood assembly shop	MHC	operations to begin by 12-31-88
Meatcutting expansion	MCTC	currently being designed- completion FY 1990
Metal I expansion	MCI-H	design phase

Conclusion State Use Industries continues to move forward in an ambitious expansion program which will offer new and improved training opportunities to inmates while expanding sales and profitability. In addition to unprecedented expansion, SUI is improving the quality of its training and coordination with

other rehabilitative programs. Accountability has been improved by the development and implementation of systematic post release follow up of inmate employees of SUI. The follow up is reported by way of the JCR process and has been accepted by the American Correctional Association for presentation at the ACA Winter Conference where prison industries and correctional managers from throughout the nation will be attending.

Junction Bridge

Introduction The Junction Bridge program is the primary substance abuse treatment program for DOC inmates. As one measure of the effectiveness of the Junction Bridge program, the RISC system was used to determine the rate at which inmates who complete the program are returned to either the DOC or to supervision in the Division of Parole and Probation. For this study, 499 inmates who had completed the Junction Bridge program and who were released in FY 1984 were identified. These inmate records were entered into the RISC program and return rates were calculated for this group. The results of this study were as follows:

TABLE III

Cumulative Total & Cumulative Percentages of Junction Bridge Participants Returned Within:

Released in FY 1984

	<u>1st Yr.</u>	<u>2nd Yr.</u>	<u>3rd Yr.</u>
Returned to Probation	56 (11.2%)	104 (20.8%)	136 (27.3%)
Returned to DOC	21 (4.2%)	42 (8.4%)	55 (11.0%)
Total Returned	77 (15.4%)	146 (29.3%)	191 (38.3%)

Total Released (499)

TABLE IV:

Comparison of FY 1984 Junction Bridge and DOC Releases by Type of Return

	Returned to DOC	Returned to P&P	COMBINED TOTAL
Junction Bridge Inmates Released in FY 1984	11.0%	27.3%	38.3%
Total DOC Inmates Released in FY 1984	18.2%	29.4%	47.6%

Discussion The total return rate for the Junction Bridge inmates was 38.3% over three years with only 11% returning to incarceration within the DOC. Although there was no control group for comparison purposes; the return rates for Junction Bridge inmates appears favorable, especially when compared to the overall return rate for all inmates released from the DOC. This comparison of the return rates for inmates released in FY 1984 is as follows:

Correctional Education

Study of MCIC Inmates who Completed an Education Program and were Released

Introduction The reporting of program specific recidivism rates has been expanded to graduates of the programs provided by the State Department of Education. These educational programs involve very sizable number of inmates (over three thousand inmates per day) with 2,200 completions in Fiscal Year 1987. Because of the size of the program and the manual data base for completion data, a single major institution, MCIC, was selected as a pilot. The data provided herein is limited to a follow up of Fiscal Year 1985 releasees who had completed a major educational milestone (GED, vocational education, college) at MCIC in Fiscal Years 1983-1985.

Methodology In order to generate RISC data for released inmates who had completed an education program while incarcerated, educational records from the MCIC were manually reviewed for Fiscal Years 1983, 1984 and 1985. The OBSCIS system was not seen as reliable to collect the data given the unevenness of data entry on program completions among the various institutions. Fiscal Year 1985 releasees were required in order to produce a recidivism report which included at least a two year follow up - Fiscal Year 1986 and Fiscal Year 1987.

MCIC school records were reviewed to determine the name and number of inmates who completed: (1) high school diplomas, (2) vocational education certificates, (3) college degrees, or (4) combined completions of high school diplomas and vocational education certificates. Program completions were determined for Fiscal Year 1985, 1984 and 1983. Seven hundred eighteen (718) inmates¹ completed one or more of these programs during this three (3) year period. The Research and Statistics Department of the Office of the Secretary compared the completers to the OBSCIS file and determined that 173 inmates who completed an educational program at MCIC during 1983-1985 were released in 1985. This group of 173 inmates formed the population for the pilot recidivism study. The RISC data was calculated for each group of educational program completers (8th grade, GED, vocational, college and multiple completers). The results are found in Tables V to X of this report. The Division wide return rates for Fiscal Year 1985 releasees is found in Table I on page 4 of this report.

Discussion Ninety two inmates who earned their high school diplomas at MCIC during the period Fiscal Years 1983-1985 were released in Fiscal Year 1985. Tables V and VI indicate that 16.3% of these individuals were returned to the Division by the end of Fiscal Year 1987 with an additional 23.9% returned to probation. These return rates are quite similar to the return rates for the Division wide Fiscal Year 1985 releasees where 15.8% were returned to the Division and 22.6% returned to probation. The Division wide releasees (4,635) for Fiscal Year 1985 included those who had participated in educational programming and those who did not.

¹ The 718 completers included: 383 GEDs, 270 vocational education certificates, 31 AA Degrees and 34 completers of both GED and vocational education

Table V

GED Recipients, FY 85 Release,
by Type of Return

Total Released (92)	Cumulative Total & Cumulative Percentage of FY 85 releases returned within:	
	1st Year	2nd Year
Returned to Probation	11 (11.9%)	22 (23.9%)
Returned to DOC	9 (9.8%)	15 (16.3%)
Total Returned	20 (21.7%)	37 (40.2%)

Table VI

GED Recipients, FY 85 Release,
by Type of Release and Type of Return

Release Type (Total Released)	Cumulative Total and Cumulative Percentage of FY 85 releases returned within:	
	1st Year	2nd Year
<u>Parole (63)</u>		
Returned to Probation	5 (8.0%)	15 (23.8%)
Returned to DOC	6 (9.5%)	8 (12.7%)
Total Returned	11 (17.5%)	23 (37.5%)
<u>Mandatory (29)</u>		
Returned to Probation	6 (20.7%)	7 (24.1%)
Return to DOC	3 (10.3%)	7 (24.1%)
Total Returned	9 (31.0%)	14 (48.2%)
<u>Total (92)</u>		
Returned to Probation	11 (11.9%)	22 (23.9%)
Returned to DOC	9 (9.8%)	15 (16.3%)
Total Returned	20 (21.7%)	37 (40.2%)

For inmates who completed vocational education programs at MCTC during Fiscal Years 1983-1985 and who were released in Fiscal Year 1985, the return rates were significantly lower. Tables VII and VIII present data on the return experience of vocational education graduates. For this group of educational completers at MCTC, 15.9% were returned to the Division while 14.3% were returned to probation. The returned to the Division figure is nearly identical to the Division wide rate of 15.8%. The major differences can be found in the percent returned to probation of 14.3% which is significantly lower than the Division wide figure of 22.6%.

A third category was comprised of individuals who completed two major educational programs. Table IX indicates that only five (5) of these individuals were released in Fiscal Year 1985. None of these individuals were returned to the Division, although two of the five were returned to probation. The overall return rate for these multiple completers was nearly the same as for GED only completers, 40.2% and 40% respectively. The number of releasees in this follow up group was so small that no statistical significance can be attributed to the return rates.

The fourth and final group of educational completers were graduates of the Associate of Arts Degree program provided by Hagerstown Junior College at MCTC. Of the 31 inmates completing the college program at MCTC during Fiscal Years 1983-1985, nine men were released in Fiscal Year 1985. Table X presents the return rates for the college graduates. In the two year follow up period, Fiscal Year 1986 and Fiscal Year 1987, none of these nine graduates were returned to the Division. One of the nine (11.1%) was returned to probation during the follow up period. The number of releasees in the post secondary education group is quite small and thus should not be considered representative; however, the results are quite interesting and certainly worthy of continued investigation. The lower return rates are consistent with an earlier controlled study conducted by a Hagerstown Junior College faculty member as part of his graduate studies.

The pilot study of educational program completers at MCTC who were released in Fiscal Year 1985 is highly limited methodologically. No control group or matching were employed and the numbers of releasees are probably too small to be statistically significant, especially in the sub groups. In order to evaluate the effect of educational achievement or recidivism in a control group would have to be used, i.e. other variables known to be related to return rates would have to be held constant while the research variable (educational achievement) was examined.

One of the most obvious factors which distinguishes inmates at MCTC from the Division's wide population is age. Younger inmates are more likely to return to the system than older inmates. The average age of a MCTC inmate was 26 years while the average age of the Division population was 30 years for Fiscal Year 1985. Thus, by applying the RISC program to MCTC releasees where the inmate population is younger it was not surprising that return rates were higher.

One important finding from this initial pilot was the fact that the return rates for the different groups of completers follow predictable patterns, in that inmates who completed the most advanced program (college) had the lowest recidivism rates. Similarly, inmates who completed a skill training program with established academic education prerequisites had lower recidivism rates than the Division wide releasees (30.2% vs. 38.4%). The

Table VII
VOC-ED Participants, FY 85 Release,
by Type of Return

Total Released (63) **Cumulative Total and Cumulative Percentage of FY 85 Releases Returned within:**

	<u>1st Year</u>	<u>2nd Year</u>
Returned to Probation	6 (9.5%)	9 (14.3%)
Returned to DOC	8 (12.7%)	10 (15.9%)
Total Returned	14 (22.2%)	19 (30.2%)

Table VIII
VOC-ED Participants, FY 85 Release,
by Type of Release and Type of Return

Release Type **Cumulative Total and Cumulative Percentage of FY 85 releases returned within:**
(Total Release)

	<u>1st Year</u>	<u>2nd Year</u>
<u>Parole (39)</u>		
Returned to Probation	4 (10.3%)	5 (12.8%)
Returned to DOC	2 (5.1%)	3 (7.7%)
Total Returned	6 (15.4%)	8 (20.5%)

<u>Mandatory (24)</u>		
Returned to Probation	2 (8.3%)	4 (16.6%)
Returned to DOC	6 (25.0%)	7 (29.2%)
Total Returned	8 (33.3%)	11 (45.8%)

<u>Total (63)</u>		
Returned to Probation	6 (9.5%)	9 (14.3%)
Returned to DOC	8 (12.7%)	10 (15.9%)
Total Returned	14 (22.2%)	19 (30.2%)

Table IX
Combined GED/VOC-ED Participants, FY 85 Release,
by Type of Return*

Total Released (5) Cumulative Total and Cumulative percentage of FY 85 released Returned within:

	<u>1st Year</u>	<u>2nd Year</u>
Returned to Probation	0 (0.0%)	2 (40.0%)
Returned to DOC	0 (0.0%)	0 (0.0%)
Total Returned	0 (0.0%)	2 (40.0%)

*Sub-table for release by type of return not provided; all returns are from parole release with a parole to mandatory ratio of 4:1.

Table X
College Graduates, FY 85 Release,
by Type of Return*

Total Released (9) Cumulative Total and Cumulative Percentage of FY 85 releases Returned within:

	<u>1st Year</u>	<u>2nd Year</u>
Returned to Probation	1 (11.1%)	1 (11.1%)
Returned to DOC	0 (0.0%)	0 (0.0%)
Total Returned	1 (11.1%)	1 (11.1%)

*Sub-table for release by type of return not provided; all released under parole.

Correctional Education Program views completion of the high school equivalence program as one factor in preparing an inmate for employment upon release along with skill training. In Fiscal Year 1985, no specialized job placement services were available to inmates returning to the community unless they had worked for prison industries and, thus, important aspects of a comprehensive treatment package were not in place at that time.

Future Reporting The Research and Statistics Office has indicated that attempts to generate a control group in order to more rigorously examine the impact of educational programming on recidivism cannot be accomplished using the automated OBSCIS system. An extensive manual data collection system would be needed in order to introduce controls for such key variables as age, race, nature of offense, addictions, previous employment and training.

Program completion data will be obtained for the same time period (Fiscal Year 1983, 1984 and 1985) from an institution such as the MHC or MCI-H where older inmates are incarcerated and the RISC data calculated for inmates released in Fiscal Year 1985. These results will give another perspective to the preliminary findings for MCIC and will be reported in the next Joint Chairmen's Report.

Standards for Correctional Education Programs

Introduction One important measure of program effectiveness is the degree to which individual correctional education programs meet established professional standards. In 1988, the Correctional Education Association published "Standards for Adult and Juvenile Correctional Education Programs". The standards were developed under the direction of a Joint Board of the Correctional Education Association and the Association of State and Federal Directors of Correctional Education. The standards are the result of extensive professional reaction to a draft set of standards as well as field tests in several states. The standards were developed to provide an acceptable yardstick for program evaluation and for the setting of program improvement goals.

Correctional Education Standards The thirty one (31) standards include both system wide and individual program standards. A copy of the standards and the discussion of each standard is included as Appendix A to this report. The standards are organized in the following categories: (1) Administration, (2) Staff, (3) Students, and (4) Programs.

Pilot Study The Correctional Education Standards have been applied to the Pennsylvania correctional system². The Correctional Education Association employed five consultants to evaluate ten correctional education programs in Pennsylvania. The evaluation report was compiled and edited by the Institute for Economic and Policy Studies. For each institutional education program, the following information was provided: (1) institutional description (2) the number of compliance - non-compliance items, (3) a listing of all non-compliance items, (4) comments on the non-compliance standards,

² Correctional Education Association, "Evaluation of the Pennsylvania Correctional Education Programs" June, 1988.

(5) suggestions for achieving compliance, and (6) a summary presentation on compliance/non-compliance for each institution.

The Virginia Correctional Education Program is currently evaluating their programs using the "Standards for Correctional Education Programs". As in Pennsylvania, the standards are seen as professionally developed objective measures of program quality and the basis for goal setting to correct identified deficiencies.

Pilot Study The Correctional Education Programs of the Maryland State Department of Education (MSDE) has agreed to pilot the standards in Maryland. The MSDE will employ outside evaluators recommended by the Correctional Education Association to evaluate the Maryland Correctional Institution-Hagerstown. The MCI-H program is one of the largest in the system with a staff of 20 and an average enrollment of nearly 300 students (basic literacy through the Associate of Arts Degree as well as 4 vocational education programs). The MSDE proposes to evaluate the MCI-H program during Spring, 1989, and to include the findings in the July Joint Chairmen's Report. Following a review of the MCI-H results and the evaluation process, MSDE will decide on the evaluation of additional institutional programs during 1989.

Educational Attainment of 1987 Releasees

Introduction In the past, attempts to measure the impact of Correctional Education Services have been both on a micro level (individual inmates' education gain) and on a macro level (percent of an institutions' population participating in education programming). What has been lacking is a systematic evaluation of the degree to which identified educational deficiencies are remediated prior to the return of the offender to the community.

The Maryland State Department of Education (MSDE) and the Division of Correction (DOC) have developed a research design which will answer the question of whether inmates are able to address education deficiencies prior to release in a systematic and statistically valid way. The Research Department of the Office of the Secretary has drawn a random sample of 200 inmates from Fiscal Year 1987 releasees. The automated and base files will be examined to determine: (1) identified education needs at intake to the Division of Correction, (2) educational participation and completions prior to release, and (3) factors associated with failure to access educational services. In the following sections, each of these three (3) research topics will be discussed.

Identified Education Needs at Intake The MSDE tests incoming inmates at intake. Inmates are tested for reading and mathematics functioning and interviewed regarding their educational history. This information is recorded

³ Inmates are tested at RDOC on priority basis (inmates under 21 years of age are the highest priority because of Federal and State laws on special education services). Inmates are not tested at RDOC are referred to the education department for testing when they are transferred to a maintaining institution.

each of the 200 releasees' files to determine if education test scores were available at intake or shortly thereafter. This data will provide the base line information regarding the educational performance of the inmate when he or she entered the DOC. Additionally the intake summary and Pre-Sentence Investigation will provide information on employment histories and skill training. The reliability of this information may be questionable to the degree that this is based on the inmate self report rather than independent verification. If the source of the information is the Pre-Sentence Investigation, the information is frequently verified by the investigator.

Educational Participation and Achievement The automated and base file records of the randomly selected releases will be reviewed to determine educational participation and completions of established educational milestones. For each releasee, participation in academic programs will be recorded by type (academic, vocational or college), number, and duration of participation. Each releasee's educational achievement while incarcerated will be recorded (8th grade certificate, high school diploma, vocational education certificate, college degree or semester hours earned). Finally, for each releasee, any related training or work experience such as work release, prison industries or institutional employment will be recorded. These practical experiences serve to expand and reinforce the inmate's training in preparation for employment upon release.

Factors Associated with Failure to Access Education Services Despite extensive educational offerings provided by the MSDE and post secondary educational service provided by local colleges and universities, educational deficiencies are not addressed during an inmate's incarceration for a variety of reasons. For some inmates, their sentence length doesn't allow sufficient time to address what can be very serious educational deficiencies. For other inmates, their behavior or need for protection results in removal from the general population and placement on restrictive status (segregation or protective custody), thus, limiting access to educational programs. For still other inmates, school participation is simply not an attractive option when compared to various work assignments.

Since 1984, the Division has had a mandatory education policy for inmates scoring below established academic thresholds. Currently, the sixth grade equivalent in reading is established for inclusion in mandatory if the inmate has 18 months to serve when received by the Division. In addition to the Division's mandatory education policy, the agency has provided incentives for educational participation including a small daily stipend equal to other institutional assignments and ten days per month reduction of sentence (5 days industrial and 5 days special projects = 10 days per month). Despite these incentives, some inmates are unwilling to participate in educational programs. The proposed research will provide information on these inmates and may suggest changes in DOC/MSDE policy on schooling.

Finally, some inmates are unable to access educational programs because of a lack of available services. Approximately 25% of the inmate population can participate in education programs at any point in time. Inmates on waiting list for educational programs earn no time off their sentence or pay and, thus, there are powerful incentives to look at other options. Lack of educational programs is an especially difficult problem for inmates serving sentence under two years. The data collection procedures are described in the next section of this report.

Data Collection As previously noted, 200 random selected 1987 releasees have been selected by the Research and Statistics Office of the Department of Public Safety and Correctional Services, Office of the Secretary. In addition to the random selection of the releasees, certain demographic data was obtained on each case from the OBSCIS system. The base file review will be conducted by criminal justice students from a cooperating college or university with the assistance of Classification Supervisors at each institutional location. Base file data on educational participation and outcomes will be verified by the MSDE to insure accuracy.

The individual research variables are included as Appendix B to this report. The analysis will concentrate on the comparison of inmate educational achievements at intake and at exit. The study results should provide important findings related to program delivery systems and policy. The Correctional Education Program, MSDE is attempting to recruit criminal justice students to conduct the file reviews. As of this writing, no commitments have been obtained, although it is hoped that student interns can be identified for the Spring semester of 1988-89. If the data collection can be completed during this period the analysis can be completed and the findings reported in the Joint Chairmen's Report of July, 1989.

Summary The release study described herein will provide new and important information on access to education services. The data obtained for 200 randomly selected inmates will provide an overview incorporating intake, process, and outcome data. One of the most important features of the study will be an attempt to explain "what went wrong" for those inmates who leave the DOC without benefit of educational services.

APPENDIX A

Standards for Adult
and Juvenile Correctional
Education Programs

STANDARDS FOR ADULT AND JUVENILE CORRECTIONAL EDUCATION PROGRAMS

1. Administration

- 001 **PHILOSOPHY AND GOALS:** There is a written statement describing the philosophy and goals of the system-wide correctional education program. (Mandatory)

DISCUSSION: The written philosophy and goals statement clarifies the specific legislative mandate which authorizes the provision of educational services. It further explains the role of education within the framework of the overall agency mission. It communicates the agency's support for educational programs to meet the needs of individual students, the correctional system, and society. The written philosophy statement is made available to education staff and students and serves as a vehicle to communicate the purpose of the correctional education program to the legislature, agencies providing funding or services, and the public.

- 002 **WRITTEN POLICY AND PROCEDURE:** There are written policies and procedures for the operation of system-wide educational services. (Mandatory)

DISCUSSION: Written policies and procedures are essential to ensure the quality of educational services, accountability on the part of staff, uniform quality among institutional programs, equitable treatment of students, and compliance with state and federal law and regulations. In order for policies and procedures to be meaningful, there is a system for monitoring compliance. There is also provision for annual review and updating of policies and procedures with input from both central office and institutional staff. Educational staff are informed about the policies and procedures upon entry into the system and have easy access to updated policies and procedures throughout the period of employment. The policies and procedures are public documents.

- 003 **ORGANIZATIONAL CHART:** There is an organizational chart for the educational delivery system which portrays the chain of command, the administrative units and sub-units, and the functions and activities pertaining to these.

DISCUSSION: Orderly and effective delivery of educational services requires that employees know the chain of command and their role within the overall education delivery system. Therefore, each employee is made aware of the organizational chart upon employment and has easy access thereto throughout employment. The chart is reviewed annually and revised as needed.

- 004 **BUDGET:** There is a line item budget for the system-wide correctional education program and/or for each separate institutional education program administered by the chief correctional education position in the state. (Mandatory)

DISCUSSION: The operating costs of correctional education programs must not compete with other correctional, non-educational expenses. To safeguard the quality, continuity, and scope of the education program, there must be assurance that funding allocated for education is so spent. The chief correctional education position should be in charge of developing the budget with input from institutional educational staff and in coordination with appropriate institutional and central office administrative staff. This position is also responsible for the preparation of annual fiscal reports, detailing sources of income and expenditures.

005 ACCREDITATION OF PROGRAMS: All educational programs are accredited by a recognized state, regional, and/or professional accrediting body.

DISCUSSION: Correctional education programs must be at least equal in quality and requirements to equivalent programs in the community to ensure that student credits, certificates, and diplomas are accepted by employers and transferable to schools and colleges after release. The accreditation process allows opportunity for self-evaluation and outside evaluation. Accreditation legitimizes the correctional education program and facilitates obtaining additional funding from state, federal, and private sources.

006 ANNUAL MEETING: The administrative unit responsible for the system-wide delivery of correctional education holds a meeting, at least annually, with representation from each program area and institution, to review and revise current programs, policies and procedures and to plan for improvements, change, and growth.

DISCUSSION: It is essential that a mechanism exists for communication between central office administrative staff and institutional staff as well as among professional staff from different institutions. It is also essential that field staff contribute directly and meaningfully to future direction and the plans of the system-wide education program. Such cooperation improves staff morale and promotes better programs and practices.

007 MAINTENANCE OF STUDENT RECORDS: A system exists that records accurately and completely the performance and achievement of each student and that ensures students' rights to privacy and confidentiality in accordance with state and federal law. These records are accessible to staff and students.

DISCUSSION: Accurately maintained student files and records are part of staff accountability and are essential for many purposes. Records are utilized for program needs assessments and evaluation. They are needed by students to document achievement, to transfer credits to other educational agencies in the community, and to obtain employment. They are also essential in documenting system achievement as well as needs with the legislature and other funding sources. Student access to their own records promotes fair and accurate reporting and promotes trust and rapport between students and staff.

008 PROGRAM EVALUATION: There is a written plan and regular time schedule for the system-wide evaluation of educational services. (Mandatory)

DISCUSSION: Regularly scheduled, system-wide program evaluations are essential for planning and promote quality programming, efficiency of operations, and accountability on the part of both administrative and instructional staff. Whether conducted by inside staff or persons contracted from the outside, the periodic evaluation is outlined in a written plan setting forth specific evaluation criteria in measurable terms to include all components of the overall education program.

2. Staff

009 CHIEF CORRECTIONAL EDUCATION ADMINISTRATOR: Each correctional education system has a designated chief administrator responsible for the development, administration, operation, supervision, and evaluation of all education programs and staff. (Mandatory)

DISCUSSION: No system can develop effective educational programs and services without the leadership of a designated chief educational official. Whether the position is a line of direct authority or not, and whether the position is termed Superintendent, Director of Correctional Education, Educational Coordinator, or other; it must have authority over educational personnel selection, programs, and the education budget to function effectively.

010 LOCAL EDUCATIONAL LEADERSHIP: Each local correctional education program has a designated educator responsible for the instructional program and the coordination and supervision of educational staff. (Mandatory)

DISCUSSION: Depending on the size of the local program, this position may be a full-time "Principal" or a "Lead-Teacher" with some instructional duties. This position is essential in order to have local educational leadership, supervision, and accountability. This position also serves as the key link with the institutional administration and the chief system-wide educational position.

011 PERSONNEL POLICIES: Written policy and procedure provide for the selection, retention, evaluation, professional growth, and promotion of educational personnel on the basis of specified qualifications and state and federal law. (Mandatory)

DISCUSSION: Besides qualifications and experience, considerations for employment must include affirmative action and equal employment opportunities. There should be a direct link between qualifications and job descriptions. Artificial barriers to employment must be removed. Special efforts should be made to accommodate minorities who are over-represented in the correctional population. The policies should also provide for emergency or temporary certification to facilitate the hiring of qualified personnel who lack complete or current certification. The policies also establish the

requirements for recertification. Policy also assures staff that they will have opportunities for growth through in-service activities, participation in professional organizations, and additional higher education and delineates the provisions for release time and compensation for such activities.

012 PRE-SERVICE TRAINING: New correctional education staff are provided pre-service orientation and training in the procedures and principles of providing educational services in a correctional setting.

DISCUSSION: All correctional employees have specific responsibilities as employees of public safety facilities. Pre-service training is as essential for educational staff as for other staff to ensure the safe operation of the broader facility as well as of the education programs within that facility. In addition to the general pre-service training for all correctional personnel with inmate contact, teachers new to correctional education need to have specialized orientation and training relative to their specific teaching and related duties, e.g., in areas such as principles of adult or remedial education, individualized scheduling and programming, competency-based materials and curricula, and record keeping. Ethnic and cultural minorities are often over-represented in correctional populations. It is therefore essential that the pre-service training is designed to ensure that all staff are sensitive to and knowledgeable of the needs, interests, and culture of students of different races, ethnic origins, religions, and language.

NOTE: This standard is to be considered an addition to ACA Standard 2-4091 which requires 40 hours of pre-service and an additional 40 hours of in-service training during the first year of employment for all staff having direct contact with clients.

013 STUDENT/TEACHER RATIO: A student/teacher ratio is established which meets the demands of the programs taught and local, state, and federal laws and regulations. (Mandatory)

DISCUSSION: The quality of instruction and student achievement are often affected by the amount of teaching time required of and the number of students assigned to each teacher. Teaching loads for each position and the student/teacher ratio for each class must be based on careful analysis of each program area, type of facility setting, degree of individual attention required by different types of inmates, and allow for additional, non-instructional duties and preparation time. The analysis is also used to determine staff needs.

014 COMPARABLE PAY: Educational staff in corrections are compensated at rates at least commensurate with those of public school employees with comparable qualifications, experience, and assignments employed in adjacent local education agencies. (Mandatory)

DISCUSSION: Comparable pay for correctional educators is essential in order to recruit quality staff, provide programs of at least equal quality to those provided in the community, and to gain acceptance of correctional programs and student achievement by other educational institutions and prospective employers. Comparable pay permits qualified educators to choose correctional education as a career.

015 BUSINESS AND INDUSTRY INVOLVEMENT: There is a system for involving vocational instructors with business and industry to keep them up-to-date in business and industry activities and technology.

DISCUSSION: The development and maintenance of contacts with business and industry are important for vocational programs and should be planned and coordinated. Such contacts keep staff current with free world work settings and allow them to design institutional instruction which is realistic and relevant to the needs and requirements of the current labor market.

3. Students

016 STUDENT ORIENTATION: Each school has an on-going orientation program to inform prospective students of available educational programs, their nature, requirements, and established admission criteria. (Mandatory)

DISCUSSION: In order for prospective students to be aware of the educational options available in the system and/or institution, there must be a formal orientation program. The information should be updated periodically and made available to counselors, classification personnel, and instructional staff.

017 CLASSIFICATION: There is a process for providing educational input into both the system-wide and the institutional classification system.

DISCUSSION: Classification is the key means of matching inmate needs with available programs and the needs of the system with inmate workers. Classification staff and classification policies and procedures can directly influence many aspects of the education program. It is therefore important that education staff is involved in the development or revision of classification policies and procedures to ensure that appropriate testing instruments and practices are employed to determine the educational level and needs of each potential student entering the system. It is equally important that education staff keep classification personnel informed about available education programs and their requirements. Shared policies, procedures, and program information as well as occasional joint meetings can facilitate interchange between classification and education staff.

018 EDUCATIONAL INCENTIVES: There is a system of incentives, backed by departmental directives, which ensures that functionally illiterate, non-English speaking, and learning handicapped offenders have access to appropriate education programs and are encouraged to enroll and remain in such programs until they have reached a level of functional competency or the maximum level they can achieve.

DISCUSSION: Basic academic and social skills are a necessity in order to function in society. They are a prerequisite for further education, functioning on a job, and understanding the rules and regulations of institutional life. Since many correctional clients are school drop-outs, adverse to and/or afraid of education; it is necessary to have strong incentives to bring them into the basic programs they need. Incentives may include pay, access to preferred jobs and/or education programs after completion, or other special privileges. Some correctional agencies have found various forms of "mandatory" education policies effective in reaching and serving inmates with high or special needs. Potential students are made aware of the agency's policies in this regard at intake into the system and/or institution.

019 SCREENING, ASSESSMENT, EVALUATION: There is a system for initial screening, assessment, and evaluation to determine the educational needs of each person at intake. (Mandatory)

DISCUSSION: In order to meet the needs of each individual and to place him/her in an appropriate program, there must be a systematic procedure for screening, assessment, and evaluation at intake. At a minimum, this process should contain standardized IQ and academic achievement tests. It is also essential that staff are qualified to interpret tests and decide when additional testing is needed, e.g., in order to determine whether an individual suffers from any handicapping condition which would require special educational services. Provision is made for testing limited or non-English speaking students in their own language and for giving special assistance or non-verbal tests to illiterates.

020 WOMEN'S EQUITY: Institutions housing females provide educational programs, services, and access to community programs and resources equitable with those provided for males within the system. (Mandatory)

DISCUSSION: Females should not be denied equal access to comparable quality programs and services solely on the basis of their small proportion of the total offender population and the relatively higher per capita cost of educational programs for that population. Equality is defined in terms of range and relevance of options, quality of offerings, staff qualifications, instructional materials and equipment, and curriculum design. Educational programs for females--while including programs specifically designed for special needs of women--should not be limited to traditional programs for women.

021 INDIVIDUAL PROGRAM PLAN: An individual program plan is developed for each student.

DISCUSSION: The individual program plan should include educational objectives to be reached, the sequence of courses of study, approximate timeframes for achievement, and supplementary services required. For special education students eligible under P.L. 94-142, an Individual Education Plan (IEP) is developed in accordance with the rules and regulations of that law.

022 STUDENT EVALUATION: There is a program for regular evaluation of student progress to document/certify the attainment of grades, credits, competencies, certificates, and/or diplomas.

DISCUSSION: Periodic and regular evaluation of student progress is important to both students and instructors. It provides an opportunity to measure achievement and can serve as a motivator. It also provides an opportunity to determine whether there are problems which impede progress and take remedial actions. The cumulative record of student achievement serves as a basis for the overall evaluation of a system's and institution's programs and staff.

023 LICENSING AND CREDENTIALLING: Each institution or system provides students the opportunity to enter and complete academic and vocational programs which lead to credentials, diplomas, or licenses meeting local, state, and federal requirements.

DISCUSSION: Licensing and other forms of credentialling may be crucial for the releasee in finding a job and becoming economically self-sufficient. In accordance with state rules and regulations governing the licensing of specific trades, the system creates programs which, if completed, would lead to the attainment of a state license. Similarly, opportunities for apprenticeship programs should be provided.

4. Programs

024 COMPREHENSIVE EDUCATION PROGRAM: The system offers a comprehensive education program, available to all who are eligible, that includes general education, basic academic skills, GED preparation, Special Education, and vocational education, supplemented by other programs as dictated by the needs of the institutional population. (Mandatory)

DISCUSSION: Offenders vary greatly in their educational background and functioning. A needs assessment of the institutional population is used to determine the type and number of programs needed to meet identified needs. A comprehensive education program may include--beside the components mentioned in the standard itself--such areas as ESL (English as a second language), social and living skills, health education, pre-employment training, occupational training, computer literacy, and post-secondary education.

025 CURRICULUM: There are written statements of expected, measurable performance outcomes in each subject area. (Mandatory)

DISCUSSION: Specific and measurable performance objectives for each program provide both students and staff with clarity in terms of what skills and achievement are expected and how these will be measured. Instructional staff should be involved in the development/adoption of these performance objectives, and they should be made uniform throughout the system. Performance objectives should be reviewed regularly with input from staff, advisory committees, and local/state education agency staff to ensure that they are kept current with local and state agency standards and the expectations of business, industry, and the labor market. Performance-based curricula divided into self-contained units facilitate flexible scheduling, individual pacing and programming.

026 EQUIPMENT, FACILITIES: The educational program is supported with space and equipment meeting state and federal standards and the objectives of the education program. (Mandatory)

DISCUSSION: Adequate space, equipment, and materials are needed in order to provide quality programs which maximize student achievement. Efforts should be made to update equipment and materials and make them comparable with those utilized by programs in the community, e.g., computers, video and film equipment, and current texts.

027 INSTRUCTIONAL RESOURCE MATERIALS: Institutional education programs are supported by appropriate print and non-print instructional materials, media, and library services.

DISCUSSION: To ensure that the education program is supported with resources, education staff develops close linkages with library/media staff so that they may have input into the selection of print and non-print acquisitions. Coordination is also established to teach students library organization and use. **NOTE:** The standards for correctional libraries issued by the American Library Association (ALA) are endorsed by the CEA and should be used in developing and evaluating institutional library services, whether or not these are under the direct administration or supervision of the education department.

028 VOCATIONAL TRADE ADVISORY COMMITTEES: Vocational program trade and craft advisory committees are used to enhance vocational education programs.

DISCUSSION: A well-composed trade and craft advisory committee can greatly enhance individual vocational programs as well as overall vocational offerings. These committees can be used to provide information on current trends in the labor market and vocational training in the free world. They can assist in the modernization and updating of curricula, instructional methods, and equipment. They can facilitate job placements of released offenders.

029 SPECIAL EDUCATION: Special education programs are available to meet the needs of all handicapped students regardless of age. (Mandatory)

DISCUSSION: There is a disproportionately large number of handicapped persons in correctional facilities. They have special academic and vocational needs regardless of their age. Although P.L. 94-142 and many state statutes do not mandate services for the handicapped after the age of 21, the system makes sure that all students with special needs who wish to participate in education are provided the opportunity to do so. Correctional education administrators are familiar with all relevant state and federal laws, rules, and regulations and work closely with state education agency staff to ensure full compliance.

030 EDUCATION FOR SEGREGATED POPULATIONS: Educational services are available to segregated populations.

DISCUSSION: An increasingly large number of the incarcerated serve time in segregated settings, e.g., protective custody, administrative segregation, medical units, or "death row." Many of them will eventually be released into the general population. They should have the opportunity to participate in education.

031 POSTSECONDARY PROGRAMS: Accredited postsecondary education programs are made available to eligible students.

DISCUSSION: Individuals who have obtained a high school or GED diploma should have the opportunity to continue their education. Community colleges and/or universities can provide a variety of programs. Cooperative agreements spell out the specific obligations of the participating college and the correctional agency. Students in correctional facilities, like their free world counterparts, need a variety of services supplementary to postsecondary courses. To make sure that such services are provided, these should be spelled out in the college/corrections agreement. Beside instruction the college should at a minimum be held responsible for registration, counseling, applications for Pell Grants and other financial aid, transfer of credits and transfers, scheduled faculty office hours for individual student consultations, and access to library resources.

APPENDIX B

Exit Survey Variables

1. Age
2. Sex
3. Sentence length - months
4. Sentence stay - months served
5. Jurisdiction - county or Baltimore City
6. Method of release - mandatory, expiration of sentence or parole
7. Reading level - grade level equivalence in reading on TABE at RDCC or prior to educational enrollment
8. Math level - grade level equivalence in math on TABE at RDCC or prior to educational enrollment
9. Last grade completed: last grade completed as reported by inmate on admission survey or as determined by P.S.I.
10. Employment status: employment status prior to arrest/incarceration (full-time employment, part-time employment, unemployment)
11. Occupation type prior to arrest - most recent employment
12. Employment stability - most recent employment
13. Prior training - skill training prior to arrest/incarceration
14. Prior training - skill training during previous incarceration
15. School participation while incarcerated: academic - number of times enrolled
16. School participation while incarcerated: academic - total months of participation
17. School participation while incarcerated: vocational - number of programs attempted
18. School participation while incarcerated: vocational - total months of participation
19. Educational completions: academic
20. Educational completions: vocational

21. Non-completion #1: Reasons (institution transfer, attendance, disciplinary school, disciplinary non-school, medical, reassign different program, other)
22. Non-completion #2: Reasons (institution transfer, attendance, disciplinary school, disciplinary non-school, medical, reassign different program, other)
23. Non-completion #3: Reasons (institution transfer, attendance, disciplinary school, disciplinary non-school, medical, reassign different program, other)
24. Related Institutional Assignments: post training assignments related to training, industries, work release or institutional jobs.
25. Completed Employment Readiness
26. Completed Junction Bridge