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## ABSTRACT

This document reports the results of an 18 month demonstration program conducted by the American Association of Community and Junior Colleges (AACJC) to show that the community college is uniquely suited as a resource for offenders. Pilot programs were established at three community colleges--Central Piedmont Community College in North Carolina, Florida Junior College at Jacksonville, and Community College of Denver. Each college was free to establish its own model program, consistent with the overall AACJC project objectives. Goals of the program included provision of educational and human service assistance to offenders, development of collaborative relationships between the college and criminal justice and public service agencies, and development of nationally appropriate program models. The target population was first-time convicted felons who were on probation; non-target offenders were accommodated at the request of justice officials. Of 712 offenders served by the program, 445 were target offenders. Per student costs for the total group and for the target group only were \$292 and \$467, respectively. Approximately 25% of the target group enrolled in Adult Basic Education, 20% in General Educational Development courses, 27% in academic curricula, 20% in occupational courses, and 8% in other areas. Of the target population, 27 (6.1%) were charged with new offenses, a far lower rate than the national average. Evaluation reports by each of the three participant colleges and other related project material is appended. (Author/JDS)

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FINAL REPORT

OFFENDER ASSISTANCE THROUGH COMMUNITY COLLEGES PROGRAM

August, 1976

Project funded by the Fund for the Improvement of Postsecondary Education, HEW  
Grant # OEG-0-74-9064

American Association of Community and Junior Colleges  
Washington, D.C.

James R. Mahoney, Project Director  
Ellen B. Emmert, Secretary

PC 760 582

## EXECUTIVE SUMMARY

The American Association of Community and Junior College's project, Offender Assistance Through Community Colleges, a program supported by a \$241,000 grant from the Fund for the Improvement of Postsecondary Education, U.S. Department of Health, Education and Welfare, completed its activities on August 31, 1976. A six month planning phase (August 1974 through January 1975) preceeded an 18-month demonstration phase (February 1975 through August 1976).

The program was designed to demonstrate that the community college, with its "open door" policy, its ubiquity, its endemic characteristics, and its low tuition, is uniquely suited as a resource for offenders.

Three demonstration colleges conducted pilot programs. These were: Central Piedmont Community College, Charlotte, North Carolina; Florida Junior College at Jacksonville, Florida; and Community College of Denver, Colorado. Each college received approximately \$37,000 for the 18 month period. Although each college was free to establish its own program model in response to the idiosyncratic nature of the college and the community it served, each was required to work within the framework provided by the AACJC national project office.

The general goals of the program were: (1) to provide educational and human service assistance to offender students; (2) to develop collaborative relationships among the colleges, criminal justice agencies, and community public service agencies; and (3) to develop program models which could be implemented at other colleges.

The target population was first-time convicted felons who were on probation. Non-target offenders were also accepted upon the special request of justice officials. The total number of offenders served was 712. Of this number 445 were target offenders. Based on the total budget for site operations, the per



student cost for the full participant group was \$149.43; for the target group alone it was \$255.09. Including the national office costs in these calculations, the figures are raised to \$292.13 and \$467.41 respectively.

Florida Junior College at Jacksonville enrolled 187 target offenders; Central Piedmont Community College enrolled 132; and Community College of Denver enrolled 126.

For the target population, only 6.1% (N=27) of those enrolled were charged with a new offense. The self-selection process of the program and the participants' short-term involvement in it bias the sample, yet this figure is dramatically lower than the 45% probation failure rate reported in a recent national study and better than the related percentages in the cities where the programs were conducted.

In the two colleges reporting these figures, approximately 25% of the target group enrolled in Adult Basic Education programs, 20% in General Educational Development courses, 27% in academic curricula, and 20% in occupational/trades courses. Approximately 8% were in other programs or waiting to enroll.

Approximately 30% of the total target group had completed high school before entering the program. Nearly half of the group had been convicted of unarmed property offenses. More than 20% had been convicted of drug-related offenses, the second most frequent charge. These data were reported from two sites.

Over half (55.5%) of the targeted enrollments received financial assistance. Since no special student financial assistance fund was provided in the project budget, this aid was generated from the sources available to all students. Sources included: Basic Educational Opportunity Grants, Comprehensive Education and Training Act, Vocational Rehabilitation, and low interest college loans. The number of financial awards received by the target participants, as a percentage

of enrollment, was 83.3% in Jacksonville, 61.5% in Charlotte and 17.5% in Denver.

Nearly 70% of the participants were referred by probation offices.

During the intake interviews, coordinators identified individual referral interests, educational and personal needs, and collected demographic data. Program goals were set at this time or at a second meeting. When personal needs (housing, health care, mental health counseling, etc.) were not available through the college, contacts were made with appropriate community assistance organizations. In the one site reporting this data, 124 of the 187 target participants were referred to community agencies.

All three demonstration colleges plan to continue their program efforts. Two have found state and local support monies, with the college administration of one of these colleges matching a local grant. The third college plans to reserve portions of campus counselors' time to assist offender and ex-offender students and to maintain liaison with community justice agencies.

The project produced resource documents. Available currently in the Community College ERIC system are a literature search on offender education programs and a directory of postsecondary offender programs. The directory is also available at AACJC. The final project report can be used as a handbook for developing similar programs.

Final project evaluations provided by a national project evaluator and local evaluators attached to each of the site programs underscored the success of the program while recommending refinements for any future application. Included among the evaluator's suggestions for program refinements were: the inclusion of a modest student emergency loan fund, the establishment of a three month site planning period, and the development of training for site staff in data collection and other evaluation procedures.

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## PREFACE

This report is written as a resource document for individuals and organizations interested in implementing similar efforts. To facilitate the transfer of this project's experience from the demonstration sites to other locations, the rationale and activities of project operations are described in detail. Particular attention is given to the major problems encountered, and recommendations are presented which address each of these problems. Included in this report are the final program assessments written by each of the local coordinators.

In the companion volume to this report, the national evaluator's analysis is offered together with the summative accounts prepared by local evaluators from each of the sites.

The two documents present a complete picture of what was done and what was achieved in the Offender Assistance Through Community Colleges program.

## INTRODUCTION

History: Although the actual funding for the Offender Assistance Through Community Colleges program was not awarded until July 1974, the origin of the concept preceeded this date by several years. R. Frank Mensel, through a series of discussions with justice, college, and community leaders conceptualized the core idea in 1970. Mr. Mensel prepared a concept paper which detailed the philosophic grounds of the program and described the role which community colleges could play as diversionary alternatives to incarceration for youthful offenders. He shared this paper with a number of individuals. One of these people was Sylvia McCollum, then Education Research Specialist with the Federal Bureau of Prisons. Ms. McCollum recognized the potential value of such a program, secured the endorsement of Norman Carlson, Director of the Federal Bureau of Prisons, and collaborated with Mr. Mensel in interesting funding sources in the concept. In addition to endorsing the program, the Federal Bureau of Prisons offered to provide technical assistance and training resources to those colleges operating such a program. Other written endorsements were received in late 1971 and 1972 from the leadership in such agencies as: state departments of education; departments of corrections; state parole commissions; district courts; and private, non-profit, justice-focused organizations.

In March 1972, Mr. Mensel and Ms. McCollum convinced the Ford Foundation to support a series of visits to geographically dispersed community colleges. Mr. Mensel and a Foundation consultant visited eight colleges to gauge the interest and the capacity of colleges to conduct such programs. Each of these colleges was invited to submit a proposal to AACJC to initiate individual programs.

The Ford Foundation also expressed interest in supporting part of a total demonstration project and suggested it would consider covering national office

expenses. Private foundations and federal agencies were contacted to secure funding for the operation of local college programs.

In the spring of 1974, the concept paper was submitted to the Fund for the Improvement of Postsecondary Education, U.S. Department of Health, Education and Welfare. The paper led to a \$50,000 six-month planning phase grant to AACJC. Following this period, an additional \$191,000 FIPSE grant was awarded to support an 18-month demonstration program.

Original Concepts: The early formulation of the concept envisioned a co-operative courts-community college relationship with college involvement in the probation pre-sentence report procedures normally used by courts. It was thought that college testing services would be provided for each convicted youthful offender awaiting a sentencing hearing. This involvement would assist the courts in developing fuller information upon which to base a disposition and would help the college identify those offenders who could benefit from community college enrollment.

A second part of the original program idea was that the college would be a "true" alternative to incarceration for those offenders who posed no threat to the community. Instead of institutionalizing non-dangerous offenders, they would be placed on probation so that they could participate in college programs. To avoid the negative cast created by designating participation in the college program as a condition of probation, participation would be voluntary, and further, if participants achieved their goals while in the program, provisions would be made to reduce the length of their probationary period.

In the planning phase discussions with college and justice officials, it became clear that these principles could not be included in the program. Coordination complexities between the colleges and probation departments and time restraints

regarding pre-sentence reports mitigated against probation departments accepting the college's offer to serve as a testing center for offenders. Secondly, the nature of the proposed college program and the requirements of the courts in terms of offender supervision and control, argued against the possibility that the college could serve as an alternative to incarceration. Assuming the role of a real alternative to incarceration would require that the college take on some of the characteristics of justice agencies and these characteristics are inconsistent with its mission. Thus, the existence of such a college program would not influence the courts to release to the community an individual who would normally be sent to prison or jail; rather, offenders who were placed on probation were offered the opportunity of participating in the program.

Further, the courts could not accept the position that successful completion of program goals would automatically qualify offenders for a reduced probationary period. The courts reserved the right to make such a decision based upon a range of criteria rather than solely upon the behavior of individuals in the program.

Another component of the original concept involved offenders' use of college services without official enrollment in the college. That is, counseling services, job placement opportunities, career assessment functions, and community human service agency references would be provided offenders who did not have an interest in academic or occupational courses. In the early stages of the demonstration phase, it was apparent that the colleges resisted providing services to persons who did not enroll. The colleges defined themselves as institutions whose primary role was to provide educational services and other assistance to individuals who were formally registered. They were unwilling to broaden their role to include acting as a general community resource.

## PROGRAM

Concept Overview: The Offender Assistance Through Community Colleges program was conceptualized as one small but significant way of opening up traditional avenues of opportunity to offender groups. The community college with its "open door" policy, its ubiquity, its endemic characteristics, and its inexpensiveness, is uniquely suited as a resource for offenders, many of whom feel shut out from or are unaware of its availability.

The program was designed to respond to the growing interest in community corrections expressed by leading justice thinkers in the last decade. The debilitating impact of incarceration, burgeoning prison populations, and the soaring costs of incarceration, as well as the extremely limited success of penal rehabilitation programs have motivated this interest.

The program concept viewed the college milieu as one which could influence positive behavior. For several reasons (a sense that they could not succeed because of past failures in educational settings, feelings that college students were not "their people" and that their life was circumscribed by the street, etc.), it was felt that these individuals had to be invited in and led through the process of college enrollment. After this point, the socially positive atmosphere of the college, the opportunities for new associations, the general acceptance of divergent opinions and life style which characterize college environments, and the sense that new ways of achievement acceptable to the community are possible--all of these elements would assist program participants to avoid further criminal behavior.

With the exception of the small college project office, no new bureaucratic structure was organized to service this non-traditional college group. The total resources of the college in combination with the substantial number and variety of existing services available through community service organizations were coordinated



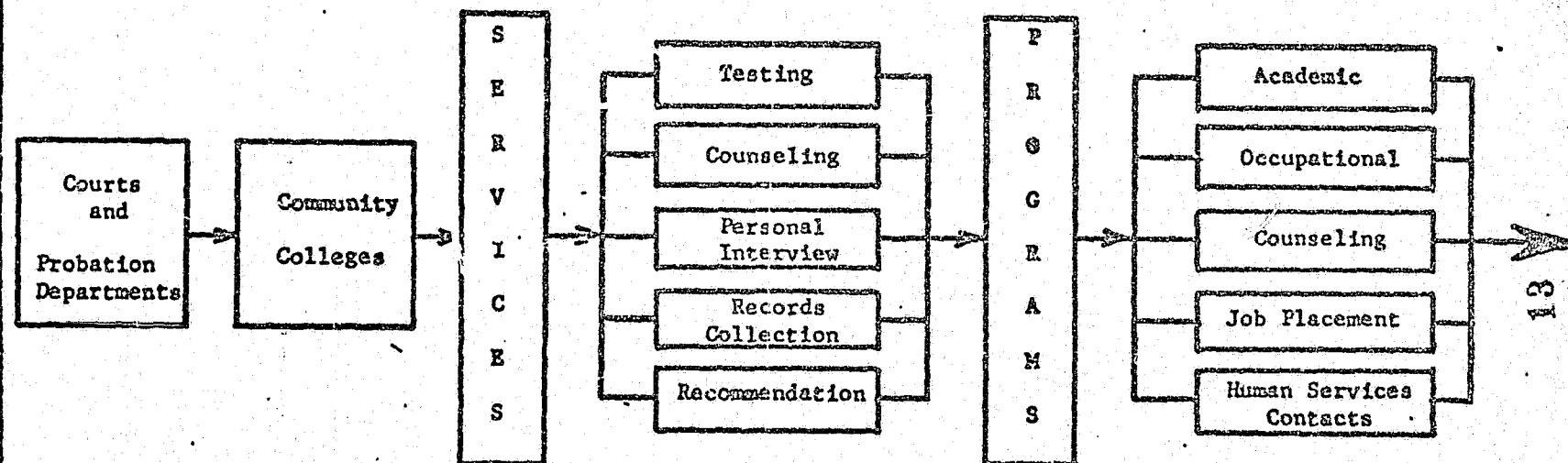
in such a manner that all conceivable student needs were met. For this reason, special project funds, which could be secured from these other sources, were not made available to satisfy student needs.

Offenders were actively sought out and invited to participate in the college. The courts were encouraged to view the college as a resource for the individuals appearing before them, and probation officers were requested to review their current caseloads for likely candidates and to watch for new clients who might benefit from the program. Little additional work was demanded from probation departments. Rather, the college performed as a complement to the services normally provided by these offices.

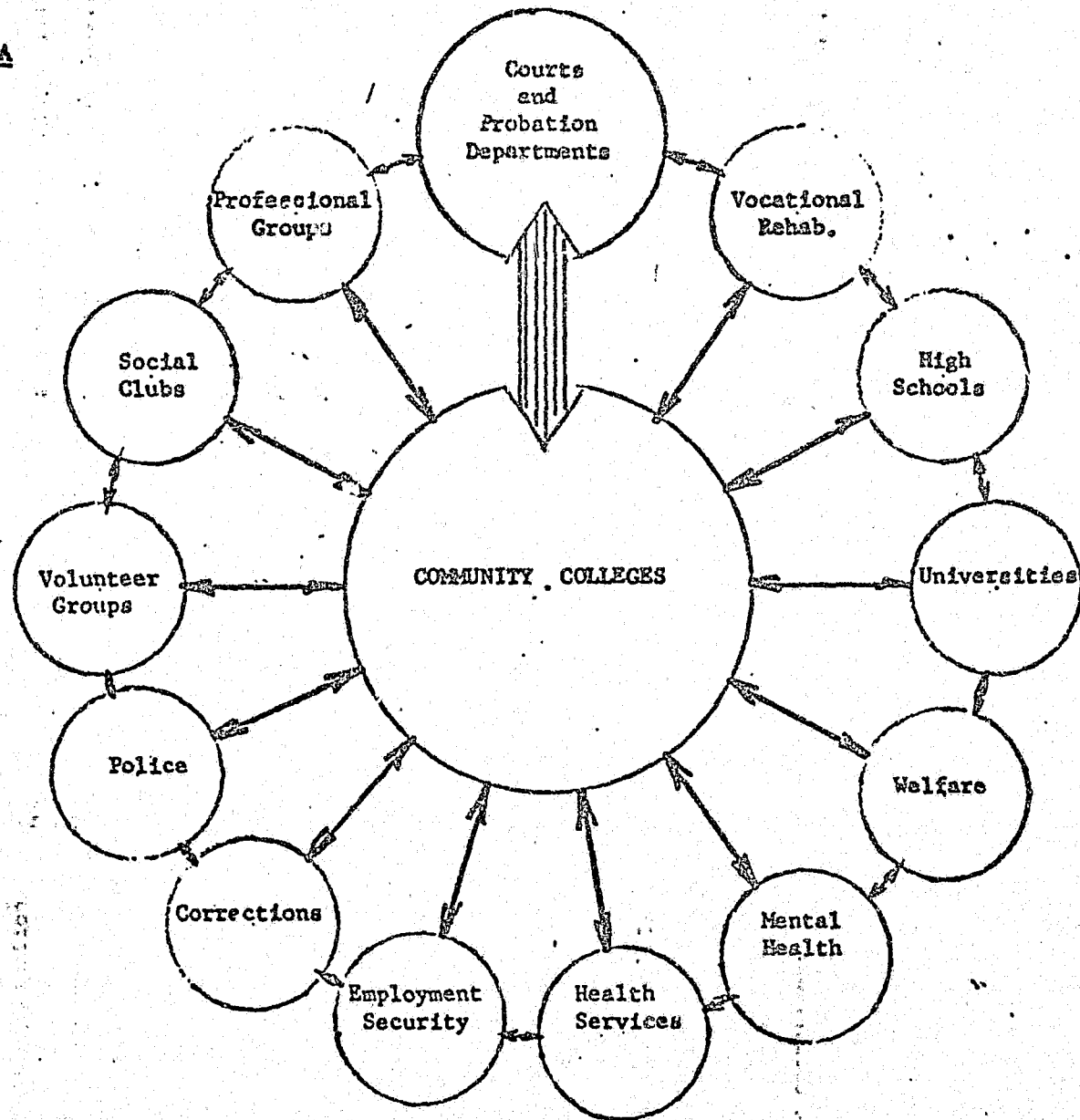
The college served as a resource center for offenders. Academic and occupational programs of the college were open to program participants on the basis of educational interests, needs, strengths, and weaknesses. Student services available to all students in the college were equally available to them. These included financial aid packages, job placement, mental and physical health assistance, veteran's programs, child care centers, and counseling (personal, career, and academic).

Student program goals and activities were prepared in writing during the first series of interviews with program and college staff. (See Referral Flow Chart following this page.) Demographic and personal history data was collected on each of the offender students interviewed. On the basis of this information, student needs which could not be met by the college (housing, clothing, travel, serious mental and physical health problems, jobs, and family counseling) were sought in local human assistance organizations by the project staff. (See Liaison Schema Chart, page 7.) One of the principal responsibilities of site staff was to familiarize themselves and establish contacts with these community organizations.

REFERRAL FLOW CHART



LIAISON SCHEMA



Funding: The project incorporated two of the principal interests of the funding agency (FIPSE): (1) to support creative approaches to the delivery of postsecondary education services to non-traditional students; and, (2) to encourage collaboration among postsecondary institutions and related community organizations to reduce duplicative efforts and improve the quality of programs.

FIPSE's total two year support was \$241,000. The demonstration grant award was \$208,000. Of this amount, Florida Junior College at Jacksonville received a sub-grant of \$38,402; Central Piedmont Community College received \$37,615; and Community College of Denver received \$37,500. The site budgets totaled \$113,517. The national office budget was \$94,482. Site budgets included costs of coordinator attendance at two national advisory committee meetings in Washington (\$2,115), expenses to attend two staff training sessions (\$3,666) and honoraria for local evaluators (\$3,000). Personnel, in-state travel, and overhead line items consumed the remainder of these budgets. (Further budget details appear in the Final Progress Report to FIPSE, Appendix 1.)

Program officers at the Fund directly assisted project operations. The help the agency provided included timely and positive responses to frequent requests for budget changes; encouragement and support regarding the progress and achievement of the program; references to other relevant national project operations; and assistance in locating continuation monies.

Planning Phase: The project was funded in two stages. A six month planning phase (August 1, 1974 through January 31, 1975) was devised to lay the foundation for a demonstration phase. Among the activities conducted during this period were: the creation of a national advisory committee, identification and visits to potential site program colleges, development of a literature search on higher education offender programs, and selection of the demonstration site colleges.

Based on a number of criteria, 15 comprehensive, urban community colleges were invited to participate in a two-phase application procedure. The national project staff prepared grading devices to screen the ten colleges which completed the application procedure. With the assistance of the national advisory committee, Florida Junior College at Jacksonville; Central Piedmont Community College in Charlotte, North Carolina; and Community College of Denver in Colorado were selected as demonstration colleges. Urban colleges were selected so that sufficient numbers of target population offenders could be enrolled in the program to fully test the concept.

A complete report on the activities and achievements of the planning phase were submitted to FIPSE in January, 1975. This report, Final Progress Report to FIPSE, appears as Appendix 1. It includes college selection criteria and grading devices.

Demonstration Phase: The demonstration phase of the project was conducted over an 18 month period, from February 1, 1975 through July 31, 1976. Notice of site college grant awards were made on February 6, 1975. Each of the demonstration colleges was free to improvise to accommodate the idiosyncratic nature of the college and the community it served. However, the colleges were responsible for reaching the program goals as they were set out in the FIPSE grant application. (See Objectives section following.)

Target Group: First-time convicted felons who were on probation or about to be placed on probation and who expressed an interest in participating in the program were eligible. Participants were not to have had any previous felony convictions for which they received a prison sentence. The nature of their offenses and their past educational achievement were to have little influence on eligibility.

The national project staff and advisory committee decided upon this audience,

although a great deal of discussion during the planning stage site visits centered on what was viewed as a restrictive and unreasonable definition of the target group. Several assumptions supported this decision. First felony convictions place individuals at a crucial time in their lives. The trauma of being the focal point of a judicial procedure through which they are found guilty of a serious offense can influence individuals to consider more acceptable means of fulfilling needs or achieving goals. People in this position generally need guidance and assistance in identifying and involving themselves in legitimate and useful opportunities. If guidance and assistance are not offered, the likelihood is that they will return to their former associations and behavior, a return which heightens the risk that they will commit other serious offenses. More often than not, convictions on second felony offenses will earn prison time.

The experience of incarceration, the criminal lessons inmates learn in institutions, the societal stigma of having served time, the generally destructive self-image which it creates, and the difficulty these individuals have in adjusting to the community upon release compound the problems. Recidivism rates for imprisoned offenders which range from 65 to 85 per cent, support this position.

Thus, it was felt that if project resources were directed toward first-time convicted felons at a time shortly after adjudication they would be more receptive to the opportunities which could increase their chances for successfully participating in the life of their communities. It was obvious that such opportunities would be valuable to individuals who were involved at any stage of the justice spectrum, from pre-trial divertees to people on parole. But limited project funds and a desire to demonstrate a clear impact on one segment of offenders suggested that one group be chosen. It was agreed that under special circumstances non-target offenders could be involved in the program, but the primary effort was to

be made for the target group. Finally, this group was selected because the project literature search revealed that there were no higher education offender programs focusing on this audience. The search showed that some programs dealt with parolees, but a preponderance of them addressed incarcerated offenders. None concentrated on probationers or divertees, although many individuals in these statuses were attending colleges or universities. The program, then, was designed to fill an existing gap.

Objectives: This multi-faceted program was designed to affect not only offender participants but also the site colleges, local justice agencies, local human service offices, the communities in which the programs were conducted, and the American Association of Community and Junior Colleges. Objectives for each of these components were developed and included in the grant application to FIPSE.

(See Final Progress Report to FIPSE, Appendix 1.)

The objectives regarding the participants included statements focusing on improvements in self-perception, employability, skills levels, and coping abilities. For the college, the project aimed at encouraging an increased awareness of the needs of the target group, a strong effort to coordinate its own services for the benefit of this group, a more active role in using its influence to secure assistance from community public service offices, and the college's support for the continuation of the program once federal monies terminated. For local justice agencies the project sought to offer a complement to the services they already provided offenders, to improve the quality of these services by sharing their responsibilities with the colleges, and to develop new means by which the needs of offender groups could be met. Community human service agency objectives concentrated on more effectively and efficiently releasing existing resources for this group of offenders. Objectives of AACJC emphasized expanding its leadership

role in encouraging all community colleges to address the needs of offender groups.

Other major goals of the program highlighted program model development, program publicity, project evaluation, and the provision of technical assistance to colleges interested in implementing similar programs at their own locations.

The national evaluator's summative report following this paper addressed the achievement of the project based upon the full complement of goals and objectives listed in the grant application.

Management Documents: An agreement between the local college and the national office was prepared by the AACJC office and shared with each of the sites. (See Appendix 2.) This document stated the nature of relationships between the national office and each of the sites, the reporting requirements, and other pertinent details.

Another document describing the nature of relationships between each of the colleges and the local probation departments was prepared in draft form by the national office for the site colleges. (See Appendix 3.) The national office suggested that each of the sites formalize this draft and thus codify agreements with their respective probation departments. Part of this document focused on the process by which referrals would be made to the college.

Project management plans were also requested of each site.

Staff: A national search was conducted to employ a national director. The job description and qualifications statement appears as Appendix 4.

In keeping with the autonomy afforded local projects, demonstration colleges selected their own coordinators. The national office drafted a job description and qualifications statement that could be used by the colleges. The national project director reviewed the top candidates for this position and recommended selections, but the ultimate decisions were made by the colleges.



At two of the sites national searches were made. The third site selected a person already employed by the college. Administrative policies at one site delayed the hiring of a full-time coordinator until the beginning of the sixth month of the program. An acting coordinator shepherded the program in the interim. The careful search at a second site postponed the coordinator appointment until the middle of the third project month. At the site at which a currently employed college instructor was hired, the position was filled two weeks after the grant award notice was received.

The qualifications and professional experience of each coordinator varied greatly. At Florida Junior College at Jacksonville, a 25 year old Caucasian woman teaching in the college's High School Completion program assumed the coordinator's position. She had had no relevant professional experience prior to her appointment. She held a BA degree in International Relations and earned a MA degree in Human Resource Management during the program. At Central Piedmont Community College the coordinator was a 30 year old black male with a BA degree in Psychology/Education. He had had extensive professional experience in social work, college career planning and placement, and had administered a state level public service office. The coordinator at Community College of Denver was a 39 year old Caucasian male with a BS degree in Psychology. He also held an MA degree. Before taking the coordinator's position at the college, he had had wide experiences with offender-related programs, the most recent of which focused on higher education opportunities for this audience.

Project directors were either appointed to their positions by the college administration or volunteered to serve in that role.

Part-time staff were added to project offices intermittently during the life of the program. College personnel policies prevented coordinators from receiving the full salary line approved in site budgets; this money was converted to pay

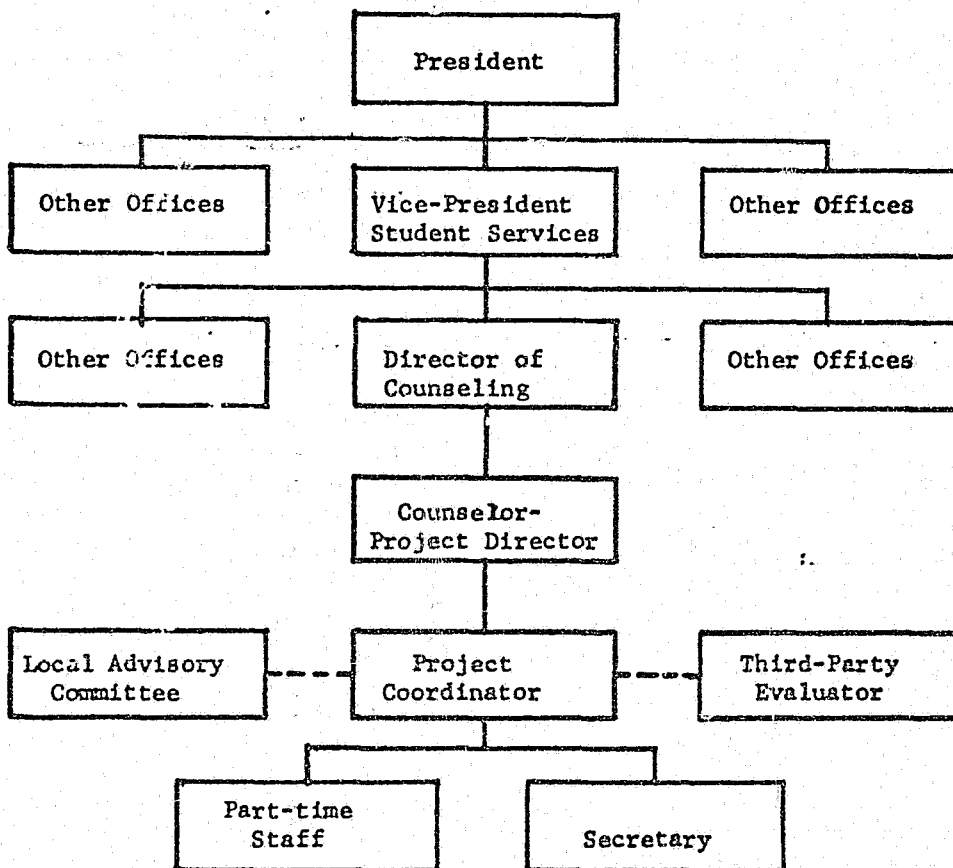
for additional staff help. Other budget savings were realized when coordinators and secretaries were hired some time after the start of the program. In two sites the new staff was used to collect data on participants and to provide client follow-up. At the third site the position of field assistant was created. The Assistant's role was to work closely with the probation office to increase the flow of offenders into the program. All of these additional staff provided some counseling services. Work-study students handled clerical chores at one of the sites.

Organization: A national program office was established at the Association under the Vice President for Programs. This office was responsible for the total administration of the program. Included in this responsibility were: national publicity; local program oversight; technical assistance to demonstration colleges and to other postsecondary institutions interested in implementing the concept; and liaison between local site staffs and relevant networks of national organizations (American Bar Association, National Alliance of Businessmen, etc.).

The project staff at each of the college sites reported both to the college department under which they were housed and to the national office. Their principal functions included administering the program to achieve the stated objectives, compiling accurate data on the experience of students enrolled in the program and on staff activities, and completing required reports.

The organizational arrangements at each of the colleges are described and charted in the following pages.

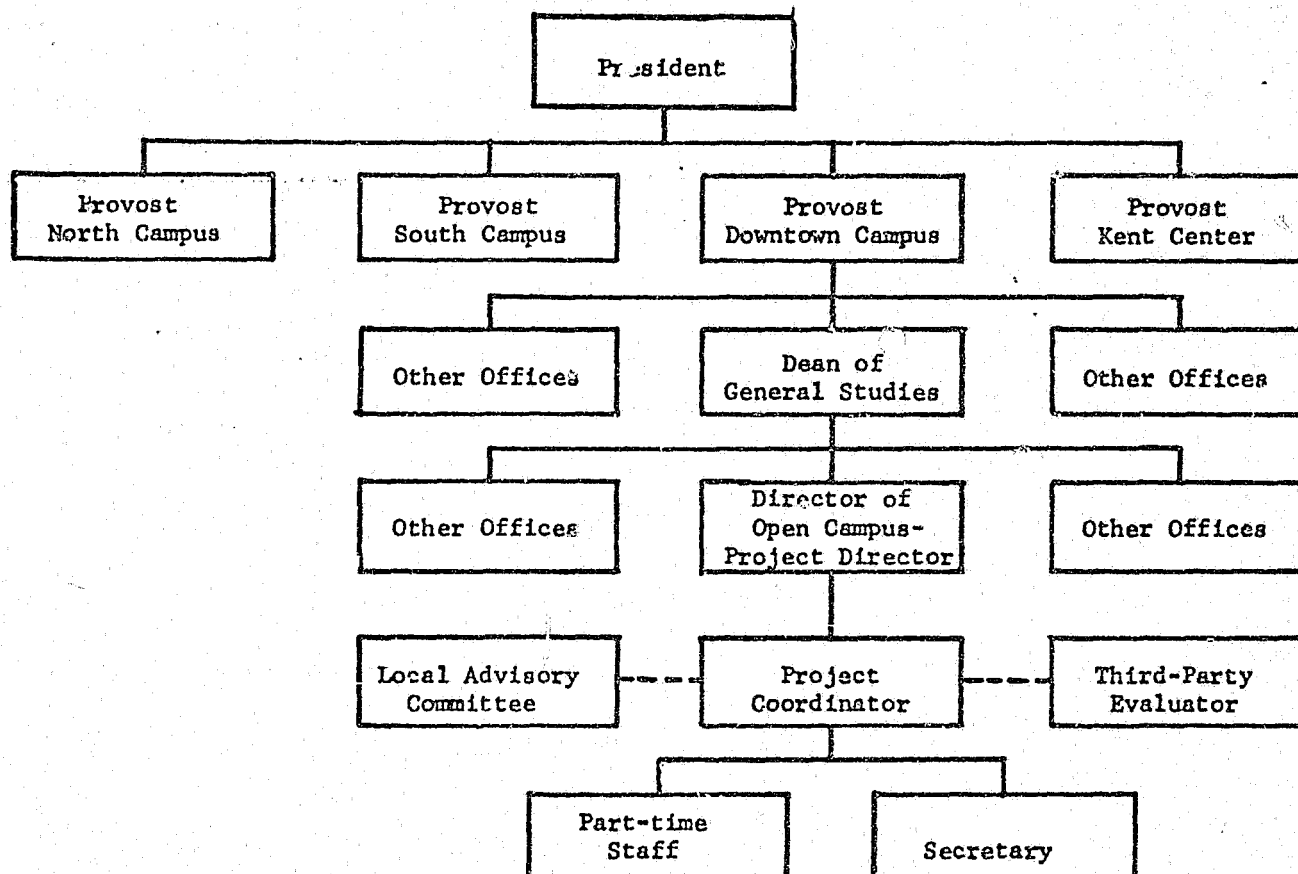
CENTRAL PIEDMONT COMMUNITY COLLEGE



Central Piedmont Community College is a one-campus college. The program office is placed under the Student Services Vice-President. The project director, a counselor at the college, functions as the primary project liaison person with all other college departments. This position is not supported by project monies. For convenience, the project coordinator is shown directly under the project director. However, the administration relationship between these two positions is not formal; that is, the project coordinator conducts the day-to-day activities of the program without having to receive the project director's approval. The project director

is kept informed about progress and significant program events, but primary responsibility is maintained in the coordinator's office. A local advisory committee, although inactive during the course of the program, was formed to advise and react to program operations. A third-party evaluator, funded by project monies, was responsible for assessing the achievements of the program.

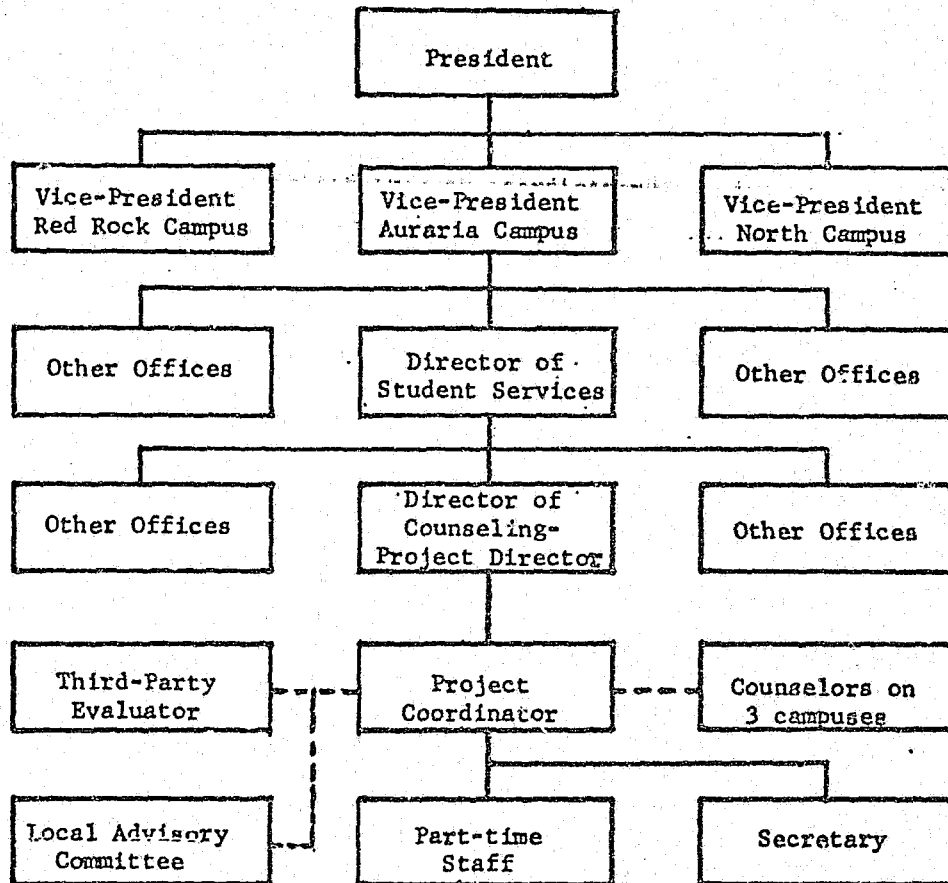
FLORIDA JUNIOR COLLEGE AT JACKSONVILLE



Florida Junior College at Jacksonville is a four-campus organization. The program office is located in the Downtown Campus under the Open Campus Office. The Downtown Campus serves the central city population. Originally the program was located at the North Campus facility under the Director of Adult Education, but when it was discovered that the majority of program participants lived in the downtown area and that most of them wished to enroll in the program offered on this campus, the office was moved. The project director reports directly to the Dean of General Studies for the Downtown Campus. He, like his counterparts at the other two project

sites, facilitates the work of the project within the college and provides, on occasion, project liaison with community agencies. Although the relationship between the project director and the project coordinator at this site is more formal than it is at the other two sites, the project coordinator is relatively free to conduct the work of the program. The coordinator is responsible for supervising part-time staff and the secretary. A local third-party evaluator and advisory committee is attached to the coordinator.

COMMUNITY COLLEGE OF DENVER



The project office at the Community College of Denver (a three campus college) is placed under the Student-Services Department of Auraria Campus which serves the downtown population. The project director is Director of Counseling on this campus. The project director-project coordinator relationship is informal as at Central Piedmont, but the director administers the project budget. Other administrative arrangements are similar to those in the Charlotte program. To accommodate the three campus organization of the college and to facilitate the involvement of

participants on each of these campuses, one counselor at each of the college locations is identified as Offender Assistance Program counselor. These people are regular college counselors, a portion of whose time has been allocated to work with program referrals and referral agencies. Although the project coordinator works with each of these counselors, he is not administratively responsible for them. They report directly to their respective directors of counseling. The project coordinator is responsible for part-time staff and the project secretary. A local advisory committee and third-party evaluator are linked to the coordinator's office.



Staff Training Programs: Three staff training programs were conducted during the 18 month program. The location of these sessions rotated among the sites to permit each coordinator to view the other college facilities and program operations. Responsibilities for arranging and coordinating these programs also shifted among the coordinators. With the guidance of the national director and topic recommendations of each of the coordinators, the coordinator on whose campus the training session was to be held prepared the agenda, arranged for key speakers, and facilitated the meetings. The staff at the first training session produced audio and video tapes of its session and provided copies to the national director and site coordinators. Written evaluation forms were completed by each staff person after each three day session. (A sample form appears as Appendix 5.) Among the agencies represented by the speakers in these sessions were: CETA, state and local LEAA, the college, United Way, the Federal Bureau of Prisons, Vocational Rehabilitation, state and local probation officers, and employment agencies. A district judge and a university professor also spoke at one of the sessions. In addition to providing site staffs with information about how they might conduct their program more effectively and offering opportunities for joint problem solving, one of the important functions of these sessions was to familiarize important community leaders with the details of the program and to acquaint them more intimately with the local people responsible for the efforts. It was hoped that through this procedure site staff might derive more cooperation from these individuals and that, in the case of those speakers administering funding programs, local or state funding might be explored when federal assistance terminated.

Site Visits: The national director made four two-day site visits to each of the demonstration colleges. These visits were made to provide technical assistance, to encourage the continuing program commitment of the college

administrative offices, to attempt to solve any project site problems, and to monitor the referral flow process.

National Advisory Committee: A national advisory committee was organized in the early stages of the planning phase. Administrative officers in significant project-related organizations were invited to participate on this committee. A broadly representative body was sought, including representatives from criminal justice, higher education, and community groups. The actual committee reflected strong criminal justice and higher education representation, but little community agency representation. (A committee membership list appears as Appendix 6.)

A core of Washington-based representatives were sought to make it possible to hold brief, unscheduled meetings, to utilize the national networks to which these individuals had access, and to reduce the costs of these meetings.

Only travel expenses were paid to committee members.

The function of the committee, stated in the original invitation letter, was to advise the national project office on policy and operations and to provide support and assistance.

The committee selected co-chairpersons.

Two committee meetings were held during the planning phase. In the initial meeting, the national office staff shared project plans with the committee, including the criteria upon which demonstration sites would be selected. The committee recommended various procedures relating to these issues and suggested colleges which might be invited to submit proposals. In the second meeting, the committee recommended the three sites which eventually received funding.

Three committee meetings were held during the demonstration phase. At the first two of these meetings the site coordinators made progress reports. In response to these reports, committee members underscored their support for site

efforts, suggested solutions to identified problems, proffered direct assistance in facilitating activities at the sites, and attempted to clarify complex program issues.

The final committee meeting concentrated on site evaluation reports and on the prospects for program continuation.

Approximately two-thirds of the full committee attended each of these meetings.

Among the direct assistance which this committee supplied were the following:

- printed significant project documents (Federal Bureau of Prisons)
- provided trainers for two of the three staff training programs (Federal Bureau of Prisons)
- opened access to district judges (regional office of Community Services Administration)
- made contact with state and district probation offices (American Bar Association, Commission on Correctional Facilities and Services)
- secured staff invitations to speak at various regional and national meetings to publicize the program (Federal Bureau of Prisons and National Conference on Alternatives to Incarceration)
- encouraged the president of one of the demonstration sites to consider releasing college funds to support the continuation of the local project (College Personnel and Guidance Association)
- identified potential funding agencies and organizations which could support the national program (general committee)

Local Advisory Committees: Each of the demonstration sites developed local advisory committees. The national project office encouraged each of the sites to model their committees on the national group both in terms of membership and functions.

The site program experience with these committees varied greatly. (See site coordinators' final reports, Appendix 7.) According to the coordinator at Florida Junior College at Jacksonville, the advisory committee was actively

involved with project operations and contributed to the success of the program. This committee was instrumental, for example, in securing continuation monies for the program and one member personally donated money to a student emergency loan account and convinced the company for which he worked to match his contribution.

At Central Piedmont Community College, the committee met only twice early in the demonstration phase. Conflicts among committee members regarding program goals and operations diminished the value of this group, and the coordinator therefore decided to discontinue it. The Community College of Denver's committee met infrequently; its contributions, based on the coordinator's reports of these meetings, are unclear.

In addition to the functions noted for the national advisory committee, the local committees were also to act as community buffers. Because of their leadership roles, it was expected that their participation in itself would reduce the potential for community resistance and, in the event that a participant committed a serious crime on or off campus, they could help prevent the general population from demanding the termination of the entire program. No such critical incident occurred.

Publicity: Upon the advice of the national advisory committee, local coordinators were counseled to maintain a low project profile in their communities. This advice was based on the experience of earlier community offender programs. Community resistance was generated when the program was broadcast before its benefits and safety could be demonstrated. Site staffs were directed to share the general program details with key community leaders (newspaper editors, politicians, public service officials, clergy, business administrators, etc.) in personal discussions in an effort to garner their support and assistance. But coordinators were advised not to make presentations to groups of people whose understanding might be incomplete and whose philosophic stance might be anathema to the program.

Criminal justice audiences were excepted. Coordinators were encouraged to speak before these groups.

Anticipating a future time when publicizing the project to other audiences might be advisable and necessary, site staffs were encouraged to begin early to collect evidence of program achievement and of its benefits to the general community.

To respond to letters of inquiry about the program and to inform justice officials, project brochures were developed. Two sites produced their own brochures while the third used the one created by the national office. The national office distributed 1,800 copies of its brochure to a broad audience.

The national office was charged with publicizing the program as widely as possible so that other community colleges might be encouraged to initiate similar programs on their campuses. Program announcements were made frequently in AACJC publications. Presentations were made at several local, regional, and national meetings. Informal discussions about the program were conducted at other conferences in which the national director participated. Resource documents were developed by project staff and mailed to individuals and organizations in response to letters of inquiry. Among the documents were: "Trends in Offender Vocational and Education Programs: A Literature Search with Program Development Guidelines," and "Offender Assistance Programs Operated by Postsecondary Institutions of Education - 1975-76." The Federal Bureau of Prisons reproduced 300 copies of "Trends" while AACJC printed 2,000 copies of the directory of programs. Both documents are in the ERIC Clearinghouse for Junior Colleges system.

The staff were invited to participate in two national conferences: The National Conference on Alternatives to Incarceration held in Boston in September of 1975, and the Wingspread Conference on Community Corrections and Positive

Educational Programming held in Racine, Wisconsin in April, 1976. In the Boston conference, the full staff conducted a workshop on the project; in a second workshop, one site coordinator led a discussion on his program which included the presentations of two offender students; and, the national project director participated in a third workshop on developing community support for these programs. The Wingspread Conference, which highlighted the project, was arranged by the national office staff. (The record of the national office's publicity appears as Appendix 8.)

Reports: Quarterly progress reports were required from each of the sites. A form was prepared by the national office and forwarded to each of the site coordinators. In addition to an open-ended question permitting general responses to the program, the coordinators were asked to report on their achievements, problems, planned activities for the next quarter, and relationships with relevant agencies, including the college bureaucracy. (A sample quarterly report form appears as Appendix 9.)

In October 1975, through the advice of the national advisory committee, a monthly referral flow reporting form was drafted by the national office staff. (See Appendix 10.) This form was designed to help the AACJC staff maintain a current view of the flow of students in and out of the program so that problems in this process could be identified and handled quickly. It was revised in response to staff suggestions and, with the approval of site coordinators, made a staff responsibility beginning in November, 1975. The form requested information on the number of students involved in the program, student curricula selections, number of students receiving financial aid and the nature of that aid, number of students referred to community human service agencies and the names of those agencies, number of students who completed their program goals, number of students

who dropped out of the program and the reasons for these drops, and other relevant details.

Central Piedmont Community College and Florida Junior College at Jacksonville submitted these forms monthly through June 1976. The Community College of Denver ceased forwarding this information in February 1976, explaining that the college's computerized student records system and its academic quarter organization made it impossible for the project office to provide accurate data for this form. Considering this problem, the national office agreed that the college would submit quarterly student involvement forms covering the fall and winter quarters of 1975 and the remaining project quarters.

The national office prepared monthly progress reports from February 1975, through June 1976, to the funding agency.

Evaluation: General project evaluation plans were described in the Final Progress Report to FIPSE submitted in January 1975. Specific evaluation plans were to be developed in concert with the local evaluators. The team concept was employed. Each of the site colleges was to engage its own evaluator. Modest project monies (\$1,000 for each site) were allowed for this purpose.

The local evaluators prepared two formative evaluations during the first year of the program. These process assessments were designed to judge the strengths and weaknesses of local operations and to offer recommendations designed to improve the probability of total program success.

The first process evaluations covered the first nine months of the project. All of these reports stated that the programs were progressing well, that cooperation among the referring agencies and the college office was good, and that coordinators were effectively fulfilling their responsibilities. Problems identified in these reports included: staff discouragement produced by unrealistically high expectations

concerning the positive impact of the program on participants, demanding office details which drained time from more significant activities, and insufficient counseling services. Aided by the evaluators' recommendations, the national director and the site coordinators attempted to find solutions to these problems.

The second process evaluations described project operations from October 1975 through January 1976. Each evaluator stated that site programs were progressing well. Recommendations included: develop procedures for involving college counselors in the program; share program information with the courts to maintain their commitment to the program; establish an emergency student loan fund; and clarify respective roles of project director and coordinator. The site coordinators and the national director responded to each of the recommendations listed in these reports.

The local evaluators also wrote final reports describing the achievement of each site. (These appear in the companion evaluation document.)

A national evaluator provided a process evaluation on the work of the Association's project office. The evaluator also assisted local evaluators with their work when it was needed and analyzed the total program achievement by examining the individual reports from site evaluators.

The national evaluator was hired during the project planning phase. By May 1975, all three site evaluators were appointed. In August a national meeting was held in Washington for the site evaluators, the national evaluators, and the national project director. A core evaluation model was developed and adopted at this meeting. This model was to serve as the base for the final site evaluation reports. As with other aspects of the program operation, the evaluators were responsible for incorporating as a minimum the materials and analyses described in this model; they were free to do more if they chose. (A copy of the core



model appears as Appendix 11.)

The first national office process evaluation report covered the first eight months of the demonstration phase. The full scope of office activities was analyzed and commented upon. The report stated that all office activities were consistent with the intents of the program and that the program was being well managed. The evaluator offered suggestions for refinements in operations. Among these refinements were: the institution of additional mechanisms to improve communications among the sites; more careful definition of the role of the local project directors, particularly in regard to their relationships with respective project coordinators; identification of resources for supporting additional site staff to help carry office work loads; establishment of a small emergency loan fund at each site; and implementation of a thorough national office budget review to attempt to find additional monies to support site programs. The national project director discussed the report with the evaluator and acted upon each of the recommendations.

(Copies of all process evaluations were forwarded to FIPSE; thus they are not included in this document.)

In their final reports the coordinators were asked to focus on several points. (The coordinators' final reports appear as Appendix 7.) They unanimously stated that their achievement was limited by inadequate staffing, insufficient or non-existent student emergency loan monies, and a target population which restricted them. Each reported that after the first year of the program they opened it to non-target offenders. More than half of the total participant group at the Community College of Denver fell into this category, while the numbers at the other two sites did not exceed 35% of the total. The coordinators' stated that once the program was established justice agencies serving other than target popula-

tion offenders expressed strong interest in the program and requested that their clients also be invited to participate. This expanded interest was unexpected as were the invitations they received to speak before various local, regional, and national meetings. According to the coordinators, their college administrations made special accommodations for program students, including: registration as continuing students, override privileges in certain classes, quick financial aid eligibility procedures, and special loan funds. Not all of these special provisions were permitted at each site. All three coordinators reported that they felt the program organization (national office-local demonstration site colleges) was reasonable and effective, but the Community College of Denver coordinator suggested that the distance and the infrequent communications among the sites and between the sites and the national office was "a distinct disadvantage."

All three sites reported that the project would be continued but in a different form. (See Program Continuation section following.)

In the "Comments" section, one coordinator stated that he felt the program was a "tremendous success" because responsive relationships with justice agencies had been established, the college had evidenced strong interest in developing additional programs for these students, student offender experiences on the campus had been good, and the college faculty had begun to appreciate the individuality of these students.

Program Continuation: On the national level, the project office has submitted a grant application to LEAA requesting funds to develop and implement two offender resource models. These models are different from the present program but build on the experiences gained from it.

At this time the likelihood is that all three of the site programs will be continued. Florida Junior College at Jacksonville has set aside approximately

\$22,000 from its operating budget to support the program. A \$30,000 Comprehensive Education and Training Act (CETA) grant to the college will supplement these funds. At Central Piedmont Community College the college expects to receive more than \$125,000 from the state Department of Corrections to extend the program for another year, with the understanding that if the college is successful the program will be funded for a second year. The college administration has made a commitment to incorporate the program in its budget at the end of the second year of Department of Corrections funding. At the Community College of Denver no continuation monies have been found at this time. However, the college president is attempting to uncover monies in his present budget to support the program. Even without new funds emphasis on offender groups will continue at the college. Campus counselors who have worked with the program during the demonstration phase will continue their liaison with justice agencies for the purpose of enrolling and assisting likely offenders and ex-offenders at the college.

## PROBLEMS AND RECOMMENDATIONS

The preceding part of this report describes program operations. The following part identifies some of the significant problems experienced by the project and offers recommendations designed to address these problems. It is anticipated that the combination of these two parts will be useful to any reader who contemplates implementing a similar program.

(1) "States' Rights:" The relationship between the national office and the local college sites was imbued with a tension produced by site staff's perception that local autonomy was threatened by a Washington office. The existence of this tension in all similarly organized project operations and, in fact, in all federal government activities which involve Washington guidance for local programs (revenue sharing and discretionary grant programs, for example), suggests that its existence has little to do with such variables as staff personalities, salary differentials, or operational procedures. When the national management of such programs assumes the responsibility for monitoring activities, for providing leadership, and for offering technical assistance to local demonstration sites, this condition is usually produced. Little can be done to eliminate it, but it can be anticipated and accommodated.

Evidence of this tension was first noted by the national project evaluator during a series of planning phase site visits. He stated in his trip report that the officials with whom we met (college, justice, and community leaders) tended to view the national project office as an adjunct of the federal government and therefore were somewhat suspicious of it and at the same time solicitous of it. In completing the evaluation form after the first training program, one of the project coordinators wrote that she hoped that each of the demonstration colleges would be free to exercise certain "state's rights" in the operation of the local programs.

And in his final report, a coordinator stated that project reporting forms justified the existence of the national office, but provided no useful function for site programs.

In every contact between the national office and the site staffs, the national director made efforts to reduce these tensions. However, it was clear, at least at one of the sites, that nothing short of relinquishing the role would be acceptable. The original program concept paper stated that within the general structure and purposes of the program local sites would be free to shape the program to match the idiosyncrasies of the college and the community it served. This position was repeated at staff training programs, during site visits, and in correspondence.

In the Charlotte and Jacksonville programs this tension did not appear to interfere with effective program implementation. In Denver it was evident in nearly all contacts. At this site, surface agreements were possible, but the college staff had difficulty adjusting to the requirements imposed by the original grant concept.

Recommendation: As much local autonomy as possible for project implementation should be afforded demonstration sites. The minimum project requirements and responsibilities of site staffs should be clearly stated at the inception of the program. The function of the national director should also be made explicit from the outset. The requirements of other related organizations and project individuals (the funding source, the college administration, evaluators, and cooperating agencies) should be clarified in writing. Structured opportunities for project staffs to freely exchange ideas and feelings relating to program administration and responsibilities should be built into a program so that conflicts produced by these issues can be minimized. Whenever possible, operations staff should

be involved in the program planning stages.

(2) Application Development: In many community colleges, the grants development office is an important component of the president's staff. Its primary role is to identify and seek out local, state, and federal funds to support continuing and new programs at the college. In developing grant applications for such funds, grant officials most frequently work with faculty who are expert in the relevant substantive field. Often, however, these officials prepare applications without involving appropriate faculty. Time constraints and other reasons explain this oversight. When these grants are awarded, a search is generally made in the college for a faculty person to direct the programs. Occasionally these selected faculty are not prepared to administer them. They may not be sympathetic to the tenets and purposes of the programs, or they may be already overburdened with other assignments. Under these conditions the probability that the programs will get off to good starts and that they will reach their objectives is diminished.

A corollary to this situation is the attitude which sometimes exists between faculty and administrative staff. Teaching faculty sometimes resist direction from administrative personnel. They assume that they have a firmer grasp of reality, of what will and won't work, than administrators have who are "away from the action." Operations suggestions from administrative personnel, therefore, are resented by these faculty.

The project experienced difficulties in these areas. The Community College of Denver's grants office prepared an excellent grant application. Although one of the eventual project principals participated in the initial meetings preceeding the development of the grant application, he did not take an active role in its preparation. Other appropriate faculty were not involved at this stage. When the grant was awarded, implementation was assigned to the director of counseling on

one of the campuses; he had not been part of the deliberations, nor aware of the college's specific interest in this effort. He was already carrying a heavy administrative load. He expressly resented the fact that the grants office was making program decisions (regarding program location, budget cuts, and program goals) without consultation.

At Central Piedmont Community College, the situation was reversed. Although a grants development office exists at the college, the potential contributions it could make to the program, particularly in terms of discovering continuation monies, was not developed until the final months of the project.

At Florida Junior College at Jacksonville, none of these problems were raised. At the initial planning phase meeting, college administrators, faculty from related departments, and community and justice representatives shared their views concerning the program concept. Unanimous agreements about the principles of the program were reached at that meeting. Later, the grants development office, appropriate faculty, and the projected program director participated in the preparation of the application. Thus, when the grant was received, the college was ready to begin operations almost immediately with the full understanding and cooperation of participating offices.

Recommendation: In the development of grant applications, affected offices should have active roles. College administrators, grants development officers, expert faculty, and the projected director of the program should jointly contribute to the formulation of the application. The central role should be played by the grants office in consultation with the projected director since once the application procedure is completed it will be the director's responsibility to administer the grant. After the award is obtained, periodic progress notes should be shared with all those who participated in the original exercise.

These procedures should help to insure cooperation and commitment among the project office, college departments, and relevant community organizations.

(3) Counseling: One of the key assumptions of the program was that adequate resources existed in the college and community to serve all the personal and scholastic needs of the target group. One of these important resources was the counseling faculty at the college. It was anticipated that these faculties, without specifically knowing the histories of program participants, could provide helpful personal, academic, and career counseling to this group. With one notable exception, these services were not employed at the site colleges.

At Central Piedmont Community College the coordinator (with the concurrence of the project director) stated that the counseling faculty was unable to relate to these students. He suggested that the kind of experiences and the kind of needs that program participants had were beyond the ability and interest of the counselors. He described them as adequate for middle-class students but ineffective with students from more deprived circumstances with different life styles and principles. Counselors at this college, therefore, were not involved in the program. Project staff attempted to provide all individual counseling in addition to their other responsibilities. The result was that there was slippage in some of the staff's major responsibilities (data collection and follow-up), frustration (it was impossible to provide intensive counseling to a growing number of participants; dropouts were viewed as personal failures), and diminished achievement.

At Florida Junior College at Jacksonville, faculty counselors were used minimally. In an early demonstration phase meeting with the directors of counseling from two campuses, two conflicting attitudes concerning college counseling were expressed. One of the counseling directors stated that he was extremely nervous about working with this group because none of his department



had had special training. The other director of counseling made it clear that his staff were responsible for academic advising; other kinds of counseling services were beyond their ken. During the course of the demonstration period individual counselors at this site offered their services, but the full use of these counseling departments was never developed, thus placing an additional burden on the project coordinator who took on a good portion of the counseling work.

At the Community College of Denver, one counselor at each of the three college campuses was identified as the program counselor. Project monies were not used to pay them; the college agreed to release them from part of their normal activities to concentrate on this special group. Referring justice agencies in the district served by each campus had direct contact with these counselors; counselors informed them about individual student involvement in the program. The counselors were essentially receivers; they performed no outreach activities. According to the coordinator, the size of their caseloads also prevented them from conducting follow-up activities, so that any student contact after the initial interview had to be initiated by the participant student.

Recommendation: Effective counseling is crucial to the success of this program. It must be readily available, pro-active, and sensitive to the special needs of these students. Under ideal conditions, projects should have assigned full-time counseling staff, composed of trained persons who have had counseling experience with offenders. The counseling office should be open during the college day. No more than 50 students should be assigned to each counselor. Complete and accurate records should be kept on the interaction between the students and the counselors. A variety of counseling techniques should be devised to respond to the differing needs and stages of development of the whole group; that is, individual, small group, and large group sessions should be held with the purposes

of each such session clearly expressed at the beginning. This staff should not be separated from the regular college counseling staff. Means of drawing in the regular staff, of sharing experiences with them, and of offering training to them should be developed so that eventually the full counseling staff will be capable of providing counseling assistance to these students.

If the ideal is not possible, efforts should be made to identify faculty counselors who are willing and capable of working with these students. Their full-time (or part-time if that is the only possibility) assistance should be sought for the program. Training programs should be organized by the staff to help sharpen the understanding and sensitivities of these counselors regarding offender students. Student assignments to each of these counselors should be adjusted to match the time they are able to spend with the project, but the student-counselor ratio should not exceed 1-50. Under this arrangement, also, counselors should be required to keep full and accurate records of their encounters with each student and of the services they provide.

Except under unusual circumstances, the project administrative staff should not be responsible for direct student counseling.

Scheduled follow-up activities with each of the students should be arranged. The frequency of these activities should depend on the perceived or expressed need of each student, but a minimum of one discussion per quarter or semester is advisable.

(4) Project Administration: Confusion regarding the respective roles of the project director and the project coordinator at each of the sites caused some difficulties. The national director drafted a job description for the coordinator position and distributed it to each of the sites at the beginning of the demonstration phase. The coordinator's job description stated that this person would

have principal authority to conduct the activities of the project. All three site colleges worked from this draft in electing and hiring staff.

As the program was conceived, the project director, a ranking faculty person at the college, was to facilitate the project's relationship with other college offices and, when possible, with important public assistance groups in the community. Except in a very general way, the project director was not expected to supervise the conduct of the project.

Once the program was in place, the project directors assumed an oversight position inconsistent with the relative independent authority which the coordinators felt they had. Some coordinators reported that directors expected them to report their daily activities, to check with them before setting up appointments with other college officials, and to invite them to all meetings with community leaders. The coordinators resented this oversight, feeling that, although the project was housed in the college, it was an independent entity existing in the college only because it was convenient; college rules and chains of command, therefore, should not apply to them. The directors, on the other hand, performed as though they had the same administrative responsibility over this program as they had over other offices under their aegis.

The titles chosen to identify these two positions contributed to this confusion. The descriptor "director" denotes one with primary responsibility, while the term "coordinator" implies one who works under supervision.

Recommendation: Job descriptions for all project positions should be prepared. The titles of these positions should clearly reflect the level and nature of the responsibilities of each position. Included in these job descriptions should be a definitive statement about the line of authority in regard to project operations and in terms of the project's relationship to other college offices.

(5) Evaluation: As reported earlier in this paper (see Evaluation section), the evaluation schema for this project reflected the program management arrangement. A local, independent evaluator was hired by each of the sites to provide two process evaluations and a summative evaluative report. The process evaluations were designed to provide in-progress assessments of project operations at the six and twelve month points. The final report was to be an assessment of the total achievement of the individual programs based on the project objectives.

Because of the academic stature and experience of the selected evaluators, the national office gave them little direction regarding procedures for preparing a useful process evaluation. However, before the first of these reports were due, a copy of the national office evaluator's process evaluation of the AACJC office activities was shared with each of the local evaluators. It was offered as a model.

Because of the modest evaluation budget allowed for each of the sites, evaluators and staff agreed that the staff would be responsible for collecting the data required in the core evaluation and that the evaluators would use this data to analyze project achievement.

As stated by the national evaluator in the attached report, there was a serious breakdown in these procedures. At one site little data were collected, thus making an assessment nearly impossible. At a second site the data were both incomplete and internally inconsistent. At the third site the data collected were sufficient but were sometimes not presented in a form permitting comparisons with what was available from the other two sites. At two of the sites there were significant gaps between what was collected and the requirements of the core evaluation. The result is that important conclusions about the achievement of the project can not be made.

Recommendation: In any future application of this evaluation approach care should be taken to employ evaluators who have had experience with such programs and who have the time required to adequately complete these assignments. Data checks should be made by the local evaluator at six month intervals to insure that appropriate data are being collected and that it is collected in a usable form. Local evaluators in concert with the national evaluator and the national project director should meet to design the core evaluation tool. If project budgets permit, local coordinators should also participate in this meeting. Once the core design is completed, local evaluators with the national director should provide training to local coordinators regarding the principles of evaluation, record keeping, data collection, and data analysis. If possible, a project staff person should be assigned to collect these data.

An alternative, but more costly approach to the evaluation of such a project would be to employ one evaluator to provide these services at all sites and the national office. Disadvantages of this model are: local autonomy would be diminished and evaluator accessibility to the programs would be reduced.

(6) Emergency Loan Fund: One of the key project assumptions was that college resources in addition to those existing in public service offices are sufficient to satisfy offender needs. Although the project showed that these resources do exist and that it is possible for project staff to facilitate offenders' use of them, occasionally it occurred that individuals could not participate in the program because they lacked funds for immediate necessities. These necessities included money for transportation to and from the college, for books and supplies, and for registration. Even with good prospects for employment in the near future, these students could not take advantage of the program opportunity when they wished to.

Often BOEG awards and veterans' checks, for example, arrived after the beginning of a college quarter or semester. Students needed loans to enroll immediately while they were waiting for their assistance requests to be processed.

Many colleges have student emergency loan funds available, but the total is generally small and expended quickly.

Florida Junior College at Jacksonville received private donations to establish such a fund and reported that it proved to be of great value in enrolling students when they were ready to enroll and did not have the financial resources themselves to do so. Community College of Denver found some college loan funds which were released for the project's use.

Recommendation: Staff should assist students in finding personal resources to satisfy individual needs and to encourage economic independence. But for special situations, a small student emergency loan fund should be established for the use of project students. Clear criteria and procedures for the use and repayment of these funds should be established. Not all participants will need to use this fund, but the experience of one of the project sites suggests that approximately 50% of the student group benefited from such loans. The average loan at this site was \$25.00.

(7) Key Concept Terms: In the original concept paper and in later documents relating to data collection and evaluation procedures, continual reference was made to "referrals" and "enrollments." The term "referral" was meant to describe all those probationers whose names had been given to the project staffs as people interested in and eligible for the program as well as those probationers who made contact with the program on their own. Offenders remained under this rubric until they had actually enrolled in the college or had received certain specific services from the program office. Among these services were the development of

individual student program goals and schedules, the completion of student aid forms, academic and career testing packages, contact with public assistance agencies, completion of attitudes and value systems pre-test, and assessment of personal needs and problems which could interfere with the student's success in the college. Once a combination of these services were provided by the staff and even before they actually enrolled for classes, the students were to be counted as "enrollments."

In some correspondence the two terms were used interchangeably, thus producing some confusion as to how many individuals were actually being assisted in significant ways by the college staff. This confusion produced misunderstanding and frustration at the Community College of Denver. This site reported that for every referral arriving at the project or counselor's office basic services were given, thus every "referral" was also an "enrollment." Not all services were provided every referral and no accurate record was kept to show which services were provided to which referrals. Thus, there was no way to differentiate between those who could fairly be called "enrollments" and those who were simply "referrals."

The distinction in the two terms was apparently understood at the other two sites.

Recommendation: Comprehensive definitions of key project concept terms should be included in both the program description papers and in the evaluation statements.

(8) Continuation Funding: As noted in (2) Application Development above, project staff relationships with the college's grant development office varied from excellent to poor. Since one of the goals of the demonstration project was to find continuation monies to carry the program beyond that period supported by federal funds, it was important for the site staffs to work with these offices. Without this assistance, the staffs would have to take on these responsibilities themselves.

Central Piedmont Community College found itself in this position. The predictable result was that time and attention were taken from the other important functions of the office and given to the demanding chore of grant application development and funding agency liaison. The report of the local evaluator for this site suggests that during the three to four month period in which this activity was at its height, student data were not collected, monthly referral counts dropped, and other important project responsibilities were treated superficially. To compound the problem, this increased activity came at a time when the staff assistant had to be released for lack of funds to support him.

At Florida Junior College where the grants office was actively involved with the project, there was no evidence that this dislocation of attention occurred. At Community College of Denver little grant development activity was initiated by the staff.

Recommendation: No later than one year before the termination of funding support project staff should consult with the college's grants development office to solicit its services and support in generating continuation monies. The principal burden for this development should rest with the grants office. Project staff should become involved in the process, but these activities should not interfere with their project responsibilities. The ground for this relationship should be prepared from the inception of the program by involving the grants office in the original proposal development activities, by keeping it informed about program progress, and by informing it that continuation monies will be necessary in the future. The application narrative, however, should reflect the thinking and experience of the project administrators and other experts familiar with program details.

(9) Staffing: Under ideal conditions the staff structure presented in the original college applications to AACJC probably would not have been adequate. This



staff consisted only of the project coordinator and a secretary. Project student services were to be provided by established offices and organizations and coordinated by the staff. As has been noted earlier in this report, some of these significant services were not provided, most important among them in two locations were counseling services. Confusion in the role of the director tended to place some of the responsibilities originally conceived as part of this role on the shoulders of the coordinators. Grant development activities also consumed a good portion of the time of two coordinators in the last stages of the demonstration phase. The unexpected difficulty in collecting data and completing student records also drained large portions of the coordinators' time.

Careful budget reviews conducted at each of the sites after the first half of the demonstration phase succeeded in uncovering monies which would not be spent by the end of the project period at current spending levels. This "extra" money was used to hire part-time staff to share the work of the project office. This unexpected help was invaluable, but if these positions had been filled with full-time employees, some of the shortcomings of the program might have been avoided.

Recommendation: In any future program serving a comparable group and number of offenders, additional project staff should be employed. A data collection specialist should be appointed to maintain individual student records and to provide follow-up functions for participants. As has already been noted, project counselors should be appointed. (See (3) in this section.) Other sources of project staff assistance should also be utilized. To help in professional office activities, internship slots should be established with the cooperation of local colleges and universities. In such arrangements and benefits and responsibilities

of each party should be clearly laid out in writing. Work study students should also be used. Student volunteers from the community college and other local higher education institutions should be used as tutors, peer counselors, student buddies and to perform similar functions. Volunteers in probation programs and other established volunteer criminal justice programs might also be used.

Many of these sources of assistance for project work are free. Before help is sought from such sources, however, the need for it should be clearly established and the specific roles these volunteers are to play should be codified.

(10) Target Population: The reasons for the selection of first-time convicted felons as the target population for this program are given earlier in this paper. Controversy surrounded this selection from the first site visit made during the planning stage. Justice officials were particularly concerned. They argued from a number of positions: (a) first-time convicted felons is a "phony" category, for many of these offenders have been charged with felonies in the past but have successfully plea bargained down to misdemeanors; (b) juvenile offenders charged with the first serious offense would be a more reasonable group to focus on if one of the goals of the project is to offer these opportunities to offenders at a crucial stage in their experiences with the justice system; (c) most service would be given if the project were targeted on multiple offenders who have had prison experience, for it is these individuals who are in most need of concentrated help; (d) divertees from the system, because of the special conditions under which they are released from prosecution, would make a more logical choice for the program.

In spite of the explanations given for the selection of the target population, most of these groups persisted in their positions. At least one of the project coordinators took a similar stance. The inordinate number of non-target offenders involved in the program at the Community College of Denver suggests that fidelity

to the program position was not maintained there.

Another problem relating to this issue concerns the number of first-time convicted felons available in the project cities. In the original college project applications each site presented evidence that there were sufficient such offenders to meet the goal of 180 program participants over an 18 month period. Because of the data collection procedures used by many probation systems, it is difficult to calculate the exact number of people in this category. However, a formula (used by the U.S. Attorney General) was applied during the planning phase of the program; the results indicated that each of the site cities produced sizable numbers of first-time convicted felons yearly.

Recommendation: This program has proven that the community college is capable of providing the kinds of services to first-time convicted felons which will assist them in becoming contributing, productive members of their communities. By extension, it is clear that all other offender groups with access to the community could also benefit from such a program. Any future application of this concept should include the provision of opportunities to all offender groups which are in the community.

(11) Advisory Committees: While the national advisory committee to the project functioned well and contributed significantly to the achievement of the program, the experience of the sites with their committees varied greatly. At Florida Junior College at Jacksonville the evidence is that committee members were personally committed to the program, viewed it as a worthwhile effort, and felt that their own contributions advanced the program. Several of these committee members participated in the initial project meeting during the planning phase when the national director visited the college. Regularly scheduled committee meetings were held by the coordinator. When meetings were not necessary, the coordinator prepared

and mailed brief progress reports to committee members. Direct assistance was asked of this committee when project problems arose. The probation official responsible for the majority of the referrals to the program sat on this committee as did a district court judge from the court system processing these offenders. The result was that this committee functioned exceedingly well and benefitted the total program.

This experience was not apparent at the other two sites.

For the reasons advanced earlier in this report, a carefully formed and effectively administered local advisory committee is important to the complete success of such community corrections programs.

Recommendation: A broadly representative local advisory committee should be developed for any such program. Community leaders speaking for diverse major groups should be invited to participate on these committees. Their roles should be advisory but they should be invited to react and make recommendations concerning all important elements of project operations. Representatives from the agencies which supply participants to the program should sit on the committee. Administrators from funding agencies should also sit on these committees. Project staff should be resource persons for the committee; they should not assume an administrative role with the committee.

Regularly scheduled meetings should be held, with agendas for each meeting carefully planned and shared with members in sufficient time to permit them to prepare. When meetings are not necessary, members should be kept informed about project activities through a brief letter or memorandum.

When problems arise for which the committee can provide assistance, they should be requested to do so. That is, the experience and influence of the committee members should be used to benefit the program.

The role and purpose of the committee should be clarified in the letter of invitation or in its first meeting.

Staff should take special care to explain the details of the program to the committee in the first meeting, emphasizing program philosophy, goals, planned activities, and the needs and benefits of such a program. If a good number of non-justice persons sit on the committee, the coordinator should arrange for experts to speak to the group about the nature of crime, the characteristics of offenders, and the organization and responsibilities of justice system components. In this way, the staff can help produce a more knowledgeable committee.

To develop member commitment and to insure continuity, individuals participating in the program planning period who might appropriately serve on this committee should be asked to join it.

(12) Site Planning Period: Approximately one month was allowed the sites to prepare for the arrival of the first referral. During this period, it was expected that staff would be hired; agreements between the national office and the colleges and the colleges and their respective probation departments would be completed; liaison between the college and community public service agencies would be established; program management plans would be formalized, with special attention paid to the referral flow system and to the nature of the services to be provided to referrals in the initial interviews with them; evaluators would be employed; and intra-college services would be arranged.

The record shows that one month was insufficient time to accomplish these tasks. Hiring practices required and/or used at two of the sites delayed the appointment of permanent coordinators for as many as five months. The first local evaluator was hired in the third project month; the other two evaluators were employed even later. One of the sites was unable to institute a reasonable re-

ferral system until the sixth month. Program liaison with college departments and with community agencies took several months to establish. Final evaluation plans were not completed until the seventh month. At two sites the first referrals were received after the third month.

Recommendation: A three month planning and set-up period for sites should be built into the program. Essential program functions (like those noted above) should be completed during this period so that the college will be totally prepared for the first students.

(13) College Finances: When the program was first discussed with colleges, they firmly stated that any student wishing to enroll in the colleges could do so. They also noted that, with a few exceptions, all courses were open. The exceptions were those highly competitive programs, i.e., nursing and other health programs, which required evidence of superior academic achievement and certain personal qualifications.

A heavy influx of students and the economic recession changed this situation. State legislatures imposed funding levels on the college in 1975, thus requiring them to limit the number of new students allowed to register on a timely basis. (Additional effects were reduced expansion of established curricula and diminished creation of new offerings.)

Students registering in the early quarters or semesters of the academic year were not greatly affected by these constraints. But new students attempting to enroll later in the year were more likely to be required to wait for the next quarter or session. Under these conditions the program was occasionally unable to accommodate referrals immediately; their active involvement in the program had to be deferred until a time when the curricula opened up. As indicated in some of the coordinators' reports, this delay accounts for some of the referrals who

did not continue beyond their initial interviews.

College administrators were generally sympathetic with the plight of the program fostered by these conditions and agreed to make special provisions for the students. For example, at the Community College of Denver program students were classified as continuing students even when they were new to the college. This classification permitted them to enroll in courses before new registrants. At the Florida Junior College at Jacksonville, class overrides were allowed for offender students so that even when a class was filled they could enroll in it. These allowances helped a number of participants, but a greater number were required to wait to register at a later time.

Recommendation: Little can be done to alter such conditions. But efforts could be made to place program participants in student classifications which will permit them to become involved in the college as close as possible to the time when they express an interest. For some of these students, motivation to participate wanes quickly, thus it is important that they be involved when they are willing to take the risk which college often presents for them.

When enrollment ceilings are in effect, particularly aggressive efforts should be made to involve students in the early academic periods of the college year, for as the college year progresses these ceilings increasingly limit new registrations.

(14) Special Provisions for Offender Students: As noted in (13) above, special arrangements were made for the students involved in this program. In addition to these, the staff was primarily responsible for recruiting these students to register at the college. Further, staff was specifically employed to provide intensified services to these students, i.e., to discover what their personal, social and economic needs were and to help uncover resources which could satisfy these needs. Although these resources are available to every citizen

in a community, few people have access to the kinds of assistance which this program provided.

The special assistance given to offender students - assistance not provided to regular students - may raise questions regarding the appropriateness of the program. When the general public becomes familiar with the details of these programs, its response is often angry and pointed: crime does pay. Commit a serious offense and the college will take care of your every need. Upstanding citizens, on the other hand, must struggle on their own.

Although none of the sites reported this kind of reaction from the community (probably because they were careful not to widely broadcast the program), it is one which should be anticipated. Effective answers should be readied.

Recommendations: The program should maintain a low profile in the community. Community leaders in controlled environments (advisory committee meetings, personal interviews, etc.) might be given the program details but information should not be generally broadcast. At a point when the achievements and benefits of the program can be clearly stated, fuller details might be shared with community audiences.

The focus in these later presentations should be placed on the characteristics of this special audience. The handicaps under which these offender students labor, the complexity of their needs, the negative experiences they have had, their low self-esteem, and the limitation of their aspirations - all these should be underscored. Sufficient data already exists to assist program officers in presenting these issues. A second emphasis which should be taken in these presentations should be the cost savings which programs of this sort are capable of producing. The costs of incarceration and probation are available. The costs of individual crimes can be calculated roughly. The emotional and inconvenience costs of crime are real, although they can not be estimated concretely. The contributions to the economy



and to the general health of the community can be calculated in terms of taxes paid and services rendered.

## SUMMARY

As is noted in the Preface, this report is designed as a resource for individuals and institutions interested in implementing similar programs. For this reason, along with descriptions of the project rationale and activities, attention is given to the shortcomings and problems experienced by the program. This is done intentionally to focus the reader's attention on significant program elements which have the potential of diminishing the ultimate achievement of the effort unless they are carefully anticipated. This approach, however, may leave the reader with the impression that although the concept was good, the execution was punctuated by serious difficulties and expectations were only partially fulfilled. Such an impression would be a distortion of the facts.

The remarkable accomplishment of the program is described in the companion reports to this paper. These reports include the national evaluator's summative analysis and the site evaluators' final reports. They show, for example, that in the 18-month demonstration period 712 offenders were involved in the college through this program at an average cost of approximately \$150 per student. Of this number 445 were first-time convicted felons, the program target population. The average cost for this group was approximately \$255 per student. At Florida Junior College at Jacksonville (the only site where this information was collected) the incarceration and re-arrest rates for program participants were impressively lower than those of the general probation population in the city. The "stop-out" rate (intermittent enrollment in the college as against continual enrollment) for offender students was significantly lower than the general college student body and the completion rate was equal to the full college experience. This achievement was produced with a group which was seven years younger than the average student at the college, educationally less advanced, and more in need of support services

(counseling, health, employment, etc.).

Each of the colleges contributed financial support to program operations: the Community College of Denver added approximately \$15,000, Central Piedmont provided \$6,500, and Florida Junior College at Jacksonville expended an additional \$5,200. In addition to these expressions of commitment, college officials altered policies to accommodate the special circumstances of program students. Each site college has demonstrated an increased awareness of the need to address this non-traditional audience, and each has developed specific plans for continuing the program.

Justice agencies (particularly probation departments) indicated growing confidence in community colleges as offender resource centers by increasingly referring clients to the demonstration sites. At two sites probation liaison officers were assigned to the program to facilitate cooperation. At the third site, individual probation officers contacted campus counselors directly. Justice offices working with non-target offenders intensified their requests over the latter months of the program to involve their clients.

The coordinators' reports also state that the community public service organizations provided important assistance to offender students.

Thus, the complete program model was instituted with success. Site staffs were able to coordinate the resources available in the community and college for the benefit of offender students. The problems discussed in this paper indicate how an even more intensive service and opportunity model might be developed.

FINAL PROGRESS REPORT TO FIPSE

I. Project Status and Accomplishments:

All of the major objectives of the Planning Grant, #OEG-0-74-9064, Offender Education in Community Colleges, have been achieved or will be completed before the January 31 termination date. The original application is included as Appendix A.

- a. An Advisory Committee to the project was established. Its first meeting was held October 8, 1974. Since that meeting and on the basis of Committee recommendations, new members have been added to the Committee. The current Committee membership is listed in Appendix B of this report. The minutes of that meeting are attached as Appendix C. The second meeting of this Committee is scheduled for January 16. The major business of the second meeting will be to recommend the three colleges which will serve as demonstration sites.
- b. The role of the Advisory Committee with particular regard to its relationship with the project director and the program operation were sketched out in the letter of invitation which each member received. There has been no confusion over roles and relationships to this date, but after the grant has been approved and a chairperson has been elected by the Committee this issue will be clarified with the chairperson.
- c. Within the time limits allowed for the planning phase, a careful and objective procedure was developed to identify colleges with a high potential for success in conducting one of these programs. Thirty were invited by letter to submit preliminary application to the Association office. The Selection Analysis paper, Appendix D, describes this process. Thirteen of these invitees expressed interest in applying;

twelve actually submitted papers. The original list of 30 appears in the Selection Analysis paper, Appendix D, and the list of invited colleges may be found in Appendix E. Seven of the invited colleges had submitted applications to Frank Mensel in the earlier program arrangement supported by the Ford Foundation.

All those colleges which submitted preliminary applications were invited to prepare a more extensive application to the project. Of the twelve colleges asked to prepare a second application, ten submitted one. These ten applications are attached to Appendix F.

To distinguish those applicants with the highest potential, a second screening device was prepared and applied. This screening tool appears in Appendix G. The results of that screening is presented in Appendix H. A third screening grid was prepared to further discriminate among the applicant colleges. This device appears in Appendix J.

- d. The project director scheduled site visits to the twelve colleges which prepared preliminary applications. A format for these meetings was established before the first site visit, and with some few modifications, this format was followed in all subsequent visits. The meeting format is described in detail in the Denver and St. Louis trip reports. Essentially, at each of the sites a full day of meetings was organized. In the morning the project director, and on four occasions, a consultant to the project, met with the key administrators of the college to discuss project details. This meeting also served to provide the project director with a reading of the readiness and receptivity of the college for such an effort. In the afternoon, a joint meeting composed of the college administration and local criminal justice leaders was arranged. In contrast to the morning session, the project director attempted to take a secondary

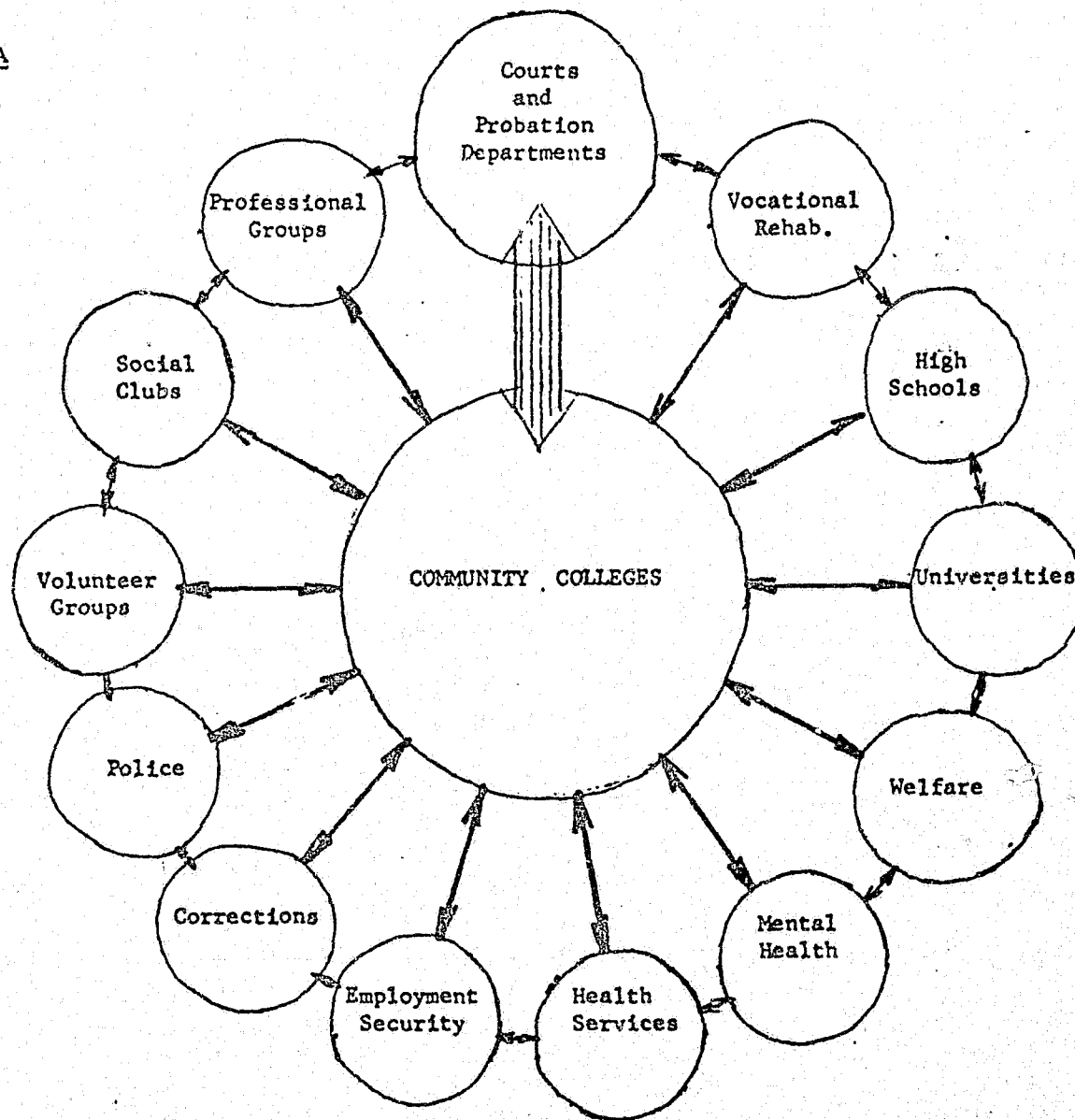
role in the meeting. The college officials were asked to present the program to the justice leaders and to respond to their questions. This process provided the project director with a clearer idea of college attitudes as well as a fuller understanding of the existing relationship between the college and the justice community. Reports of each of these meetings, including the names of participants in them, are attached as Appendix K.

One of the significant results of these site visits has been reported improved relationships between the colleges and local justice officials. On several occasions, college administrators have remarked that they had previously attempted to gather the justice leaders at the college but had failed. This specific program drew these officials. Also, many of the colleges took the opportunity to invite the justice leaders to suggest other college programs which might be developed for employees as well as for clients of the system. Other colleges presented a conceptual outline of college-initiated programs and asked for reactions from these officials. In these ways, the ripple effort of the meeting was significant.

- e. A generalized model of the structure and purpose of this program was developed. Because it was the project director's intent to encourage individual colleges to prepare programs which might best fit their own styles and capacities, discussions of program organization were kept on an abstract level. The project director was careful, however, that the objectives and concepts of the program remained unviolated. The similarity of concept in addition to the differences in program organization are reflected in the applications. A Liaison Schema and a Referral Flow Chart follow this page.

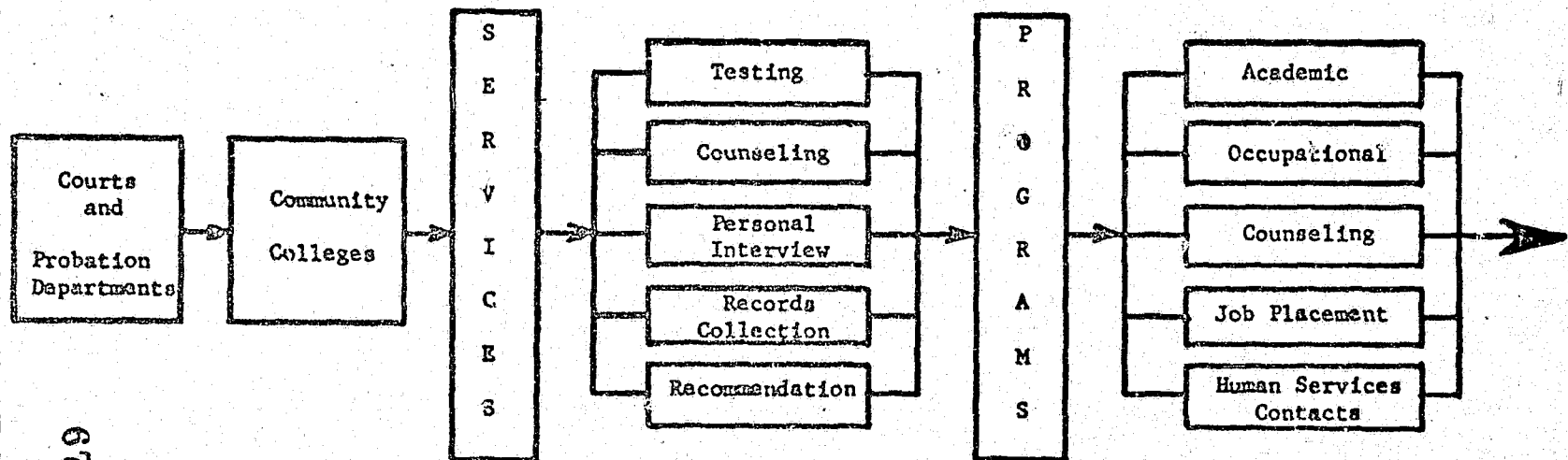


LIAISON SCHEMA





REFERRAL FLOW CHART



- f. Evaluation plans are in the concept stage. Part of the college application procedure included a requirement that the applicants discuss briefly their plans for evaluating their own program. Most of these plans involve the collection of specific data, centering on such details as: number of referrals; disposition of referrals; number of contacts with outside agencies; the result of these contacts; classes attended by referrals; grades achieved; estimate of referrals by instructors, counselors, project staff; number of new offenses committed by referrals; the disposition of these new offenses; and other data required by probation departments and the national office of the project.

The colleges focused on these data because the project director informed them that a comprehensive evaluation would be conducted at the national level. They were told that if sufficient funds were available an experimental evaluation design would be created and applied to the project. It is our hope that such funds will be awarded. Assuming that a comprehensive evaluation is possible, it is the intention of the project director to hire a consultant (or to use federal employees) to help prepare this design. Some preparatory inquiries have already been made and experienced individuals have agreed to cooperate with the project.

- g. A Literature Search has been prepared. The original draft was sent to a number of knowledgeable officials for their reactions and suggestions. As a result, a second and third draft were completed. The last draft is currently being examined by members of the Advisory Committee and Association administrators. The reaction to this paper has been universally positive. It is our intent to distribute the document to as wide an

audience as possible; this audience will include both college and justice officials. A copy of the third draft of the Search has already been delivered to the FIPSE project officer, thus it is not included with this report.

- h. Project sites will be selected during the second meeting of the Advisory Committee, scheduled for January 16. After that meeting, applicant colleges will be notified of their status and selected sites will be asked to begin preparations for implementation. The project director will participate with the selected sites in their preparations.
- j. As the result of the publication of this project in the Association house organs, a number of colleges have written to this office to inquire how they might participate in the program, to suggest that they would be happy to lend their assistance in its implementation, or that they were interested in learning more about the project because they wished to develop it at their own locations. The project director responded to all of these inquiries, offering project materials as well as more direct assistance if it was requested.

Furthermore, as the result of this project, in combination with other justice efforts over the last few years, the Association agreed to become a co-sponsor of the National Institute on Crime and Delinquency. One member of the central office of AACJC and a college president now sit on the planning committee of NICD.

The positive impact of this program is also reflected in the December 17, 1974 meeting of eleven college presidents who convened in the Association offices to discuss criminal justice programming in community

colleges. Most of these presidents head institutions which have significant justice programs. Their interest was in learning more about this project and in investigating methods which could aid them in improving and extending their current efforts.

On the 22nd of October, 1974, the Association was asked to make a presentation to the Inter-Agency Council on Corrections at the LEAA national offices. After the meeting, the Administrator of LEAA strongly suggested that LEAA would be interested in supporting a similar project for a different audience. At a later meeting with corrections personnel at LEAA, some of the more specific program interests of the Agency were detailed. The Association expects to prepare a grant application to LEAA to expand this program.

The commitment of the Association to this and similar programs in the justice field are demonstrated in two other activities. In its National Workshop on Federal Programs and Resource Development, to be held in Washington on January 15-17, an hour and a half has been set aside for discussions on the topic: New Directions in Juvenile Delinquency Prevention, Corrections, and Community Development. During that panel discussion, the project director will talk about the Offender Education program. And, forum time has been set aside at the Association's annual convention, to be held in Seattle in April, for a presentation on Community Colleges and Criminal Justice Programming. A portion of that time will be used to describe the Offender Education Project.

- II. Evaluation plans: Evaluation plans are at the conceptual stage at this point. A budget request of \$15,000 has been made to support a major evaluation effort. Evaluation designs and applications of these designs

to corrections programs of various sorts has in the past produced mixed readings, unsure conclusions, and criticism from many sides. Few such evaluations are excepted from this generalization. Some of the explanations for the relative failure of correctional programs evaluation in the past included the following: the experimental design was impure; it is impossible to measure human change; the funding source could not accept the conclusions of the evaluation; the data was tenuous so several interpretations were possible; the model was originally designed for a different program, thus it had serious shortcomings in its application to a new program; it collected the wrong data; the follow-up period was too brief to determine program impact. Many more explanations for failure have been expressed. The intensity and variety of these criticism show the frustration that evaluation requirements have produced in program operators and funding agencies.

With sufficient funding and careful preparation and application, these frustrations can be diminished. One of the keys to a successful evaluation is that the evaluation team be involved at the beginning of the program operation. To insure this early involvement, immediate preparations will be made to enlist an evaluation team when the grant is made.

Evaluations will be both formative and summative.

As it is now conceived, the evaluation will focus on three areas: the results, the plans, and the process.

The results analysis will be shaped by the original set of objectives. The objectives are presented elsewhere in this report. Pre- and post testing, demographic descriptions, attitude surveys, intelligence/ personality tests, frequency scales, personal histories of referrals and

other such devices will be used to measure results. When it is possible and appropriate, results will be measured both qualitatively as well as quantitatively. Provisions will also be made to identify and measure unanticipated results. Results analysis, as is indicated in the objectives statements, will focus on referrals, the colleges, justice agencies, community human service agencies as well as on AACJC and local communities.

The project plans, on the national level as well on the demonstration site level, will be evaluated in terms of their success in achieving the objectives. To facilitate this kind of analysis, the various offices will maintain a record of the week-to-week operation. The seriousness and number of problems generated by the program, the solutions employed to solve these problems, and the clarity with which these problems were anticipated and contingency plans developed will form the basis for this piece of the evaluation.

The process of the program will be evaluated to determine the impact of various program activities on the program as a whole. Program elements investigated in this area will include: training, Advisory Committee, demonstration site relationships, national office and demonstration sites relationships, liaison activities, program office relationship with the college administration, program office relationship with justice agencies, project office relationships with referrals. People-to-people and agency-to-agency functions will be examined in this piece.

The evaluation and the collection of evaluation data will operate on three levels. As part of their individual projects, sites will be required to produce their own program evaluation. The substance and form of this evaluation will be developed cooperatively at the first training session. It is anticipated at this point that the college evaluations will be microcosms of the national effort. In addition to the data requirements of the site evaluations, the national office and the independent evaluation

team may request other data to be collected by the site staffs. The major focus of the site evaluations will be on results, although the other two areas will also be evaluated.

The national office will collect data with specific reference to the following areas: the similarities and differences in program operation, the quality of demonstration site process and planning, the quality of liaison relationships, the attitudes of participating institutions and agencies, and the continuing commitment of related groups to the project. Much of this information will be subjective in nature, based upon impressions received in conversations, observations, and correspondence.

As a third party, part of the responsibility of the evaluation team will be to review the evaluation efforts of the local sites. This team will also evaluate the work and procedures of the national office. Site reports, national office reports, interviews and personal observations will be used to determine the effectiveness of this office. Further, the evaluation team will establish an experimental model to determine the effectiveness of the total program, with special emphasis given to two areas: the impact on the career of offenders and the changes produced in collaborating agencies. New evaluation tools may not be necessary, since others have been devised to examine the nature of related corrections programs. But, efforts will be made to design a model which elicits the kind and extent of information necessary to produce a valid and useful result.

To shape the total evaluation model, it is the intention of the national project office to solicit the advice and counsel of the project officer for the Newgate evaluation. Contact has already been made with Dr. Baker, and he has agreed to lend further aid in this work.

III. Estimated unobligated balances. The following figures represent the anticipated unobligated funds at the end of the planning period, January 31, 1975.

Salaries and Benefits:	10,000
Travel:	1,200
Office Supplies and Equipment:	0
Space and Equipment Rental:	0
Indirect Costs @ 8%	900
Total:	<u>12,100</u>

Savings in the first category was achieved through a diminished use of consultants for site visits. The shortness of the planning period required that meetings at college locations be set up quickly and at the convenience of the colleges. This flexible approach mitigated against scheduling the inclusion of consultants on these trips. On the other hand, this arrangement demanded a heavier travel schedule for the project director, thus requiring additional expenditure in the travel category. It is hoped that these unobligated funds might be used in the implementation phase, for example, in supporting the evaluation component of the program.

IV. Objectives, Activities, and Timetable: Because of the unusual organization of this project, discussion of these three elements must be addressed on two levels; the national level and the college site level. The applications from applicant colleges discuss these points from the individual college perspective. The following paragraphs outline the national office approach. The timetable is presented following page 19.

A. Objectives: This is a multi-faceted program, designed not only to impact on offender participants, but also on the colleges, local justice agencies, communities, human service offices, and on the American Association of



## Community and Junior Colleges.

### 1. Participants:

- a. - to address those skill and knowledge deficiencies in offenders which contribute to antisocial behavior
- b. - to diminish the likelihood of recidivism for such offenders
- c. - to help offenders develop their fullest potential as contributing community members
- d. - to raise the self-esteem of referrals
- e. - to improve the client group's career success opportunities
- f. - to improve the client group's capacity to cope successfully with the community

### 2. Colleges:

- a. - to encourage colleges to extend their services to a neglected community group
- b. - to encourage colleges to coordinate existing community agency services for the benefit of offender groups
- c. - to encourage collaborative relationships among colleges, community groups and public agencies for the purpose of providing full services to students of all types and of avoiding duplication of effort
- d. - to encourage the development of non-traditional methods of assessing student needs and of matching needs with available resources
- e. - to encourage further program development to service other offender groups
- f. - to develop effective training models to prepare college staff for working with offender students

### 3. Local justice agencies:

- a. - to offer to the courts and probation departments an alternative to traditional probation packages and to incarceration for a specific group of offenders
- b. - to encourage justice agencies (with particular emphasis on the courts and probation departments) to more fully utilize the services available through community colleges for offender groups and employees
- c. - to encourage justice agencies to create new ways of more effectively providing their services

4. Communities:

- a. - to improve community awareness of justice issues as they relate especially to the offender
- b. - to involve the community in rehabilitation efforts
- c. - to develop community support for such efforts

5. Community human service agencies:

- a. - to encourage more effective application of resources
- b. - to encourage cooperation with other related agencies for the purpose of providing focused support to needy applicants and for avoiding duplication of effort
- c. - to encourage the release of a higher percentage of funds from these agencies to offender groups

6. American Association of Community and Junior Colleges:

- a. - to encourage Association endorsement of greater community college programming in the field of criminal justice
- b. - to encourage collaboration among the Association and other organizations interested in criminal justice issues
- c. - to encourage the Association to provide greater direct services to colleges for the establishment and improvement of justice programming

6. Other general goals:

- a. - to develop program models which can be replicated in other locations
- b. - to evaluate the benefits and liabilities of such a program
- c. - to prepare and disseminate information about this program and related ones to a national audience
- d. - to provide technical assistance to colleges which are interested in developing their own offender education projects.

The long range goals of this project include:

- 1. - a safer community
- 2. - a community college system which addresses wider community needs
- 3. - a court system which is more sensitive to the individual needs of offenders

4. - a court system which functions more efficiently by sharing some of its work with community human service agencies
5. - correctional institutions which operate more effectively by housing fewer non-violent offenders
6. - a more economically efficient justice system because offender processing is abbreviated
7. - a community more sensitive to the problems of the justice system, with particular emphasis on the potential of community corrections alternatives for salvaging offenders' lives
8. - a national information network of such alternatives

B. Activities: A sketch of the major activities of the 18 month demonstration period is presented below.

1. Key to the success of the entire project is the selection and hiring of appropriate site staff. One of the first activities of the demonstration sites will be to hire these staff. The national project officer will participate in staff selection. Criteria for this selection will be set in general terms by the national project director and then shaped more concretely by each of the sites to allow them a certain amount of flexibility to match idiosyncracies in individual programs with project staff requirements. This process should be completed within a month after the notification of the grant award.

2. Shortly after the selection of site staff, a training conference will be organized by the national program director to assist local directors to complete program details and to prepare them adequately for their responsibilities. The training session will last three days. Knowledgeable persons from the fields of community college operations, human service agency policy and procedure, community corrections, communication, evaluation, program management, and planning will be invited to train these staff. It is expected that these experts will donate their time. The Federal Bureau of Prisons, for example, has

stated that staff members would be available to participate in such a program. (This offer was made more than a year ago; it is expected that it will be reaffirmed.) Also, the MDTA office (now CETA) at U.S.O.E. has offered to contribute its services in presenting training to project staff. Local college faculty will also be recruited for these purposes. The first training session is planned for the end of the first month.

Training sessions will also be prepared at two other times in the project period. The second is scheduled for the eighth month of the project, and the third during the thirteenth month. The purposes of the second session will be to reinforce the earlier training, to address other training needs identified during the period between the first and second sessions, to offer formal and informal opportunities for the staff to share their work experiences with each other and with the national office as well as with the evaluation team. The third training period will be conducted to refine the skills essential for project management. Depending on need, new skills training may also be introduced at this final session. At this work conference, as well as in the first two programs, the needs of the national evaluation team will be addressed.

The national project director will initiate the first training session in consultation with site staff. The second and third training programs will be organized by the site staff in consultation with the national office. The training sites will shift from one college program location to another, thus allowing each program officer to see the physical set-up of the companion programs.

Reports on the content of each of these training periods will be prepared by the host project staff.

3. The first referrals to the program will be accepted during the second month of the grant period. By this time, the site staff will have fully prepared the ground for the program. It is expected that between 10 and 25 court referrals will be taken per month. Not all of these offenders will become students at the colleges. It is the intention of the program to carefully assess referral needs and interests, and then to provide those services which match the needs and interests of the offenders. A good many of these referrals may need and want to tap the college's counseling (personal, academic/occupational, family) offerings, its job placement resources, its assessment program, or they may wish only to take advantage of the range of community contacts the development of which is a major responsibility of the project officers. It is expected that because of the flexibility of this arrangement, the program will be able to accomodate many more referrals than it might were its cast a totally occupational/academic one.

Once the process is begun, referral activities will be on a continuing basis, the number handled by the colleges during any given period dependent upon the flow of eligible offenders being processed by the courts and the willingness of the courts and probation departments to allow offenders to enter the program. The structure of the program, principally because of the nature and philosophy of the community college, permits the immediate inclusion of a referral into the program. That is, once offenders have received their sentence from the court, the college staff will be ready to begin the first steps in the offender's involvement in the program. No appreciable time will have passed between the courts' judgements and the referrals' activities in the program. This immediate

availability is crucial to the success of the program in that referrals' motivation and interest in the program may be highest at the time of sentencing. The attractiveness of college offerings a week or a month after the initial opportunity is given may diminish significantly for these offenders.

Once offenders have committed themselves to the program, they may participate for however long they choose. Since few special services are provided them (whatever extra they may receive would be in the intensity of services rather than in variety or quality), classification as referrals to this program is little different from classification as regular students except that their activities will be more carefully monitored.

Involvement in the program will be a condition of probation. In the site visits conducted during the planning phase, criminal justice officials from various agencies strongly urged that participation be a condition of probation, not a choice. They nearly unanimously stated that this group of offenders were notoriously poor decision-makers, that they would "run" at the first sign of strain or failure, and that they needed close supervision and guidance. Only the corrections people in the Denver meeting conflicted with this judgement, but it is unlikely even in Denver that voluntary participation will be allowed for referrals to the program. It is hoped that a later application of the program model will permit the thesis of these justice officials to be tested.

4. In addition to monitoring the site programs, facilitating liaison efforts, assisting in problem solutions, and providing assistance in fulfilling work responsibilities noted in other sections of this report, the project director will publicize the program effort. An important aspect of this project is to encourage other colleges (and universities for that

matter) to develop and implement similar programs in their own communities. For that purpose, the project director will provide direct technical assistance to colleges which are interested in such services. Special attention will be given to those colleges which seem to be approaching the threshold of program development. Other less advanced college programs will be assisted through letter and telephone discussions. The budget includes monies to support technical assistance visits.

5. Reports of various sorts will be produced. As he did in the planning phase, the national project director will write brief monthly progress reports to the project officer at FIPSE. He will also prepare more expansive reports quarterly; part of the information in these quarterly reports will be derived from the quarterly site reports which will be required. A full report at the end of the first year will be prepared and submitted to FIPSE. A final report at the end of the funding period will be written. This final report might be written in such a form that it would be appropriate to publish as an information booklet for national distribution.

As was noted above, each demonstration site will be required to submit quarterly reports to the national office. The substance and form of these reports will be determined later. Also required will be a full report at the end of the first year, and a final report at the end of the funding period.

The evaluation team will also be required to submit written statements of their progress and findings on a quarterly basis. The first such report will be due at the end of the fourth month. The fourth in this series of reports will be completed by the end of the 13th month. The final evaluation report will be completed by the end of the funding period. In total, five evaluation reports will be prepared.

Trip reports will be prepared by the project director for each of the visits he makes, both site visits and technical assistance trips.

6. The continuing responsibility of the site staffs will be to develop, improve, and maintain a close working relationship with all community human service agencies which might provide assistance to referrals. Project staff will be encouraged to identify and work with one higher level decision-maker in each relevant agency. A reasonable frequency of face-to-face contact will be required. In connection with these efforts, project staff will develop a handbook of agencies chartered to provide services to disadvantaged persons; descriptions of the policies and procedures of these agencies along with the name, position and telephone number of the main contact person in each of these agencies will be presented in this handbook. It is expected that this concentrated effort will make of the project staff the most knowledgeable persons in the community about these agencies and the services they provide.

7. Three meetings of the National Advisory Committee to the project will be held during the project period. On occasion there may be a need to call an unscheduled meeting of members of this committee to ask their guidance on specific issues. Because more than half of this committee is based in the Washington area, it would be relatively simple (and the cost would be minimal) to call such a meeting. The availability of the Committee also makes telephone contact an easy and inexpensive process.

8. With the assistance of the data collection office at the Association, a national survey of the involvement of community colleges in criminal justice programs will be initiated in the third month of the demonstration phase. The survey report will be completed by the end of the twelfth month of the project. In addition to determining the total



number of program offerings, the nature of the curricula, and the number of full and part-time students enrolled, this survey will attempt to identify special programs the colleges have initiated. In this latter category, study release efforts, jail programs, prison offerings, military camp programs, and community treatment center courses will be detailed. The data collected will be organized and presented in clear, usable form in the shape of a report. It is further anticipated that as part of this report (or in a separate booklet) case studies of various original and successful models of such programs will be presented for the purpose of encouraging other colleges to institute similar efforts at their locations.

The largest portion of this data gathering will be done by mail. On occasion telephone calls will be made to stimulate response. Also, during site visits and technical assistance trips, the project director will make a point of encouraging colleges to complete the survey and to submit it. During these trips, information about justice program efforts will be collected by the project director.

C. A time chart graphically portraying these activities is presented on the following page.

# ACTIVITIES TIME CHART

MONTHS

ACTIVITIES	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1. Program Planning																		
2. Referral Involvement																		
3. Establishing and Maintaining Liaisons																		
4. Training																		
5. National Office Site Visits																		
6. Technical Assistance																		
7. National Advisory Committee Meetings																		
8. National Survey																		
9. Demonstration Site Reports																		
10. National Office Reports																		
11. Evaluation Reports																		

NOTE: Pages following up to page 28 include the original budget request.  
Pages 29-39 show the negotiated budget.



V. 18 Month National Office Budget

		1st Yr.	6 Mos.	Request Total
<b>I. Personnel</b>				
A.	Project Director (28,000/year)	28,000.00	14,000.00	42,000.00
B.	Secretary (8,700/year)	8,700.00	3,350.00	13,050.00
C.	Data Collection Specialist (12,766/year x 9/12 x 15% of time)	1,435.73	- - - -	1,435.75
D.	Fringe Benefits (15% of A, B, and C above)	5,720.36	2,752.50	8,472.86
E.	Consultants (8 x 100/day x 2 days)	1,070.00	530.00	1,600.00
Total:		44,926.09	21,632.50	66,558.61
<b>II. Travel and Subsistence:</b>				
<b>A. Travel:</b>				
1. Project Director:				
a.	Site visits: 4/year x 3 sites x 1 1/2 years x \$200/trip	2,400.00	1,200.00	3,600.00
b.	Technical assistance: 8 sites x \$200/trip	1,065.00	535	1,600.00
2. Advisory Committee: 3 meetings x 10 members x \$150/trip		3,000.00	1,500.00	4,500.00
3. Consultants: 1 person x 8 trips x \$200/trip		1,065.00	535.00	1,600.00
4. FIPSE Project Directors' meeting:		0	0	0
<b>B. Subsistence:</b>				
1. Project Director				
a.	Site visits: 12 site visits/year x 1 1/2 years x 25/day x 2	600.00	300.00	900.00
b.	Technical assistance: 8 site visits x 2 days x \$25/day	270.00	130.00	400.00
2. Advisory Committee: 3 meetings x 1 day x 10 members x 25/day		500.00	250.00	750.00
3. Consultants: 8 site visits x 1 person x 2 days/site x 25/day		270.00	130.00	400.00
4. FIPSE Project Directors' meeting: 1 person x 3 days x 25/day		75.00	0	75.00
Total:		9,245.00	4,580.00	13,825.00



**CONTINUED**

**1 OF 2**

## 18 Month National Office Budget

	1st Yr.	6 Mos.	Request. Total
III. Supplies and Equipment			
A. Postage	950.00	300.00	1,250.00
B. Office Supplies	1,250.00	450.00	1,700.00
C. Xerox and Printing	1,097.00	510.00	1,607.00
D. Miscellaneous	360.00	180.00	540.00
Total:	3,657.00	1,440.00	5,097.00
IV. Other operating costs:			
A. Telephone	1,800.00	900.00	2,700.00
B. Office rental	2,393.00	1,292.00	3,685.00
Total:	4,193.00	2,192.00	6,385.00
V. Publications:	2,000.00	3,000.00	5,000.00
Evaluation:	10,000.00	5,000.00	15,000.00
Total direct cost:	74,021.09	37,844.50	111,865.59
VII. Indirect costs calculated at 28.1% of direct costs: (Negotiated Agreement follows this page)	20,799.93	10,634.30	31,434.23
IX. Total National Office Program costs:	94,821.02	48,478.80	143,299.82



VI. Budget Justification: (National Office)

I. Personnel:

C. Data Collection Specialist:

Representatives of both colleges and justice agencies have frequently bemoaned the fact that there now exists no resource document which delineates the full involvement of colleges in criminal justice programming, the variety and depth of this involvement, the problems and their solutions which describe the history of these programs, and the essential procedures needed to develop and maintain such programming. It is a complaint the project director has heard expressed before the initiation of the current project. Some preliminary work was completed in 1971 (Adams and Connelly), but no comprehensive survey has been applied since. The significant expansion of such programs in community colleges in recent years makes the collection and availability of these data even more vital. The funding request in this category is to support in national survey to elicit information about criminal justice programming in community colleges and to organize this information into a useful resource paper.

Fifteen percent of this person's time will be used to collect, analyze, and organize the data into a report. The survey will take nine months to complete. Based on an annual salary of \$12,766, the salary expenditure will be \$1,435.73; fringe benefits run to \$215.36. The total personnel cost is \$1651.09.

E. Consultants: Consultants will be used sparingly on the project. On each of eight scheduled site visits one consultant will be employed. Each consultation is expected to last two days. Through the use of selected Advisory Committee members for these functions, savings are

expected. The major functions of these consultants will be to examine and critique the project operation at each of the demonstration sites, to record in writing their impressions and recommendations for future performance, to assist particularly with problems relating to student counseling and to development of effective liaisons with collaborating agencies, and to critique the administrative process at the project site. The consultants will be accompanied on most occasions by the national project director. When a specific need arises, one which the individual members of the Advisory Committee cannot satisfy, a consultant outside of the project will be identified and employed.

1 consultant x 2 days/site x 8 site visits = \$1,600

## II. Travel and Subsistence:

### A. Travel:

1. Project Director - site visits: In addition to frequent telephone and written communications, site visits to each of the pilot sites is necessary. The principle functions of these visits will be to: share information about what is occurring at the other sites; assist in the solution of problems; evaluate the project administration; review the data collection procedures; encourage the staff to perform at the highest level; support the staff in its work with leaders of other contributing community agencies; bolster the commitment of the college administration; collect data for the national evaluation; gauge the need for further training for project staff; recommend additional resources useful in fulfilling project staff responsibilities; and facilitating interaction between project staff, evaluators, and consultants. These site visits will be scheduled at three month intervals, but may be made at other times when the need is apparent.

4/year x 3 sites x 11/2 years x 200 ave. = \$3,600

2. Project Director - Technical Assistance: One of the important functions of the national project staff is to encourage other colleges not directly involved in the demonstration to initiate their own programs. The project director, when it is necessary to encourage such efforts, will visit interested colleges to offer them guidance and assistance in setting up their programs. A good part of this work might be handled by telephone, letter, and the sharing of documents produced in the national office. On occasion, however, it will be necessary to meet with college administration on site. These activities can prepare the ground for the application of project models established in demonstration sites. Eight such consultations are anticipated for the 18 month period.

2 days x 8 visits x 200 average/trip = \$3,200

3. Advisory Committee: Three meetings of the Advisory Committee to the project are scheduled, an average of one every six months. This number is minimal but should provide the national office sufficient support. Several of the Committee members are located in the Washington area, thus reducing the cost of meeting and making it possible for the project director to gather a representative number quickly if such a need arises. Several members are also federal employees which further reduces the expenditure for these meetings. Between the full meetings, communications with Committee members may be maintained through the use of the telephone and mail. The planning phase demonstrated that the purpose of the Committee can be achieved through these procedures.

$$3 \text{ meetings} \times 10 \text{ members} \times \$450/\text{trip} = \$4,500$$

4. Consultants: The functions of the consultants has already been described in Personnel above.

5. No special cost will be accrued for the annual FIPSE Project Directors' meeting. Transportation for this meeting will come from the Ground Transportation category described below.

6. Ground Transportation:

a. Project Director: It is expected that site project staff will provide the major portion of ground transportation for the site visits of the project director. However, some costs are anticipated. These costs should not exceed \$10 per day.

$$- 26 \text{ visits (site and T.A.)} \times 2 \text{ days} \times 10/\text{day} = 520$$

$$- 3 \text{ (training periods)} \times 3 \text{ days} \times 10/\text{day} = 90$$

$$- 3 \text{ days (FIPSE Project Directors' Meeting)} \times 10/\text{day} = 30$$

b. Advisory Committee:

$$3 \text{ meetings} \times 15 \text{ members/meeting} \times 1 \text{ day} \times 10/\text{day} = 450$$

c. Consultants:

$$8 \text{ sites} \times 1 \text{ consultant} \times 2 \text{ days/site} \times 10/\text{day} = 160$$

B. Subsistence:

1. Project Director:

$$a. \text{ Site Visits: } 18 \text{ visits} \times 2 \text{ days} \times 25/\text{day} = 900$$

$$b. \text{ Technical Assistance: } 8 \text{ visits} \times 2 \text{ days} \times 25/\text{day} = 400$$

$$c. \text{ FIPSE Project Directors' Meeting: } 3 \text{ days} \times 25/\text{day} = 75$$

2. Advisory Committee:

$$3 \text{ meetings} \times 1 \text{ day} \times 10 \text{ members} \times 25/\text{day} = 750$$

3. Consultants:

$$8 \text{ visits} \times 1 \text{ person} \times 2 \text{ days/visit} \times 25/\text{day} = 400$$

III. Supplies and Equipment:

- B. Postage: Based on the average cost of this item during the planning phase, the required funds are  $\$50/\text{month} \times 18 \text{ months} = \$900$ .

It is expected that 1750 mailings will be necessary to complete the national survey of community colleges. These mailings will include a self-addressed stamped envelop. Thus, the expense here will be:  $1750 \times 10¢ \times 2 \text{ stamps per mailing} = 350$ .

The total cost in this category is: 1250.

- C. Office Supplies: Based on the average cost per month during the planning phase, the funds required in this category are:  
 $\$75/\text{month} \times 18 \text{ months} = \$1350$ .

To accomodate the survey, the following expenditures are necessary:  $20¢/\text{package} \times 1750 \text{ packages} = 350$

The Total cost for this item is: \$1700

- D. Xeroxing and Printing: The cost of xeroxing during the planning period fluctuated greatly from month to month. During the month of December, for example, when a thick bundle of materials was mailed to the Advisory Committee and when the third draft of the Literature Search was duplicated, the cost in this category was nearly triple what it had been the previous month. For this work, xeroxing was both the most efficient and economical method of duplicating the material. On average, the cost of xeroxing per month was \$85.

$$\$85/\text{month} \times 18 \text{ months} = \$1,530$$

The cost of printing the survey instrument is  $\$11/1000 \text{ pages}$ .

It is expected that the survey form plus cover letter will total four pages. Thus the cost of this item is:  $1750 \text{ instruments} \times 4 \text{ pages} \times \$11/1000 \text{ pages} = \$77$

The total cost in this category is: \$1,607

- E. Miscellaneous: To cover the cost of special materials for the Advisory Committee, purchase of publications relevant to and useful for the project office, and expenditures for unexpected supplies required, \$30 per month is requested.

$\$30/\text{month} \times 18 \text{ months} = \$540$

IV. Other Operating Costs:

- A. The average cost of the telephone services during the planning phase was \$150 per month. The anticipated cost for the 18 month demonstration period based on the above average is: \$2,700
- B. The office rental fee is \$2,393.00/year for 1975; for 1976 an 8% increase is anticipated, thus the final six months will cost \$1,292.00. For the 18 month period, the total cost would be: \$3,685.00

- V. Publications: The funds in this category are requested to make it possible to publish and disseminate to a wide audience appropriate publications produced by the central office of the project. A significant Literature Search has already been completed; its value would be best realized were it to be printed in an attractive booklet and distributed to appropriate college and justice offices around the country. Also, other documents of similar importance and quality are expected to be written through this office. Included in these new publications will be a Demonstration Models booklet and an Evaluation Report. For these activities a fund of \$5,000 is requested.

- VI. Evaluation: A thorough and valid evaluation of the project effort is essential if its success is to be supported and if other colleges are to be encouraged to adopt similar programs. Ready-made models are not available to evaluate such a program, thus an original design would have to be created and applied. An experimental model would be the

most useful approach for such an effort. A modest estimate of the cost for this evaluation component is \$15,000, approximately 13% of the total direct cost of the national office.

VIII. Indirect Costs: The approved audited rate for AACJC is 28.1. Based on a direct cost of \$111,865.59, the indirect costs are \$31,434.23.

Demonstration Site Budgets: The budgets for each of the selected demonstration sites are included with their application. However, in addition to the expenditures detailed in each of the three budgets, it is requested that other travel and subsistence monies be added to each of these budgets.

Three training conferences are planned for the 18 month period. Each of these sessions will last three days, and will be led by training experts who are familiar both with justice issues and community agency operations. The purposes of these meetings will be to help project site staff to fulfill their responsibilities more effectively. Included in the instruction will be: management training; evaluation procedures; handling offender referrals; policy and procedures of community human services agencies and criminal justice offices; communications; record keeping; developing and maintaining liaison with diverse agencies. During these training periods, time will be set aside also for the sharing of experiences and information by each of the site staff.

The site of the training will shift. Each session will be conducted at different of the project locations. Individual site staff will be responsible for the organization (with the assistance of the national project office) of the training at their own location.

The added funds needed for each of the three project colleges for these purposes are:

Travel: 2 training sessions x 2 staff x 200/trip = 800  
Subsistence: 2 training sessions x 2 staff x 3 days x 25/day = 300  
Ground Transportation: 2 training sessions x 2 staff x 3 days x 10/day = 120

The total for this item per site = \$1,220

The total for the three sites = \$3,660

Also, each project director will be invited to participate in each of the three Advisory Committee meetings to be held in Washington. To cover the cost of these meetings, each demonstration site should be awarded the following additional monies:

Travel: 3 meetings x 1 staff x 200/trip = 600  
Subsistence: 3 meetings x 1 staff x 1 day x 25/day = 75  
Ground Transportation: 3 meetings x 1 staff x 1 day x 10/day = 30

The total of this item per site = 705

The total for the three sites = 2115

Thus the complete budget requests for the three selected pilot sites are:

A. Jacksonville:

42,350 (Federal request) plus 1,200 (training costs) plus 705 (Advisory Committee meetings) plus 8% of 1925 (indirect costs) = 43,659.

B. Charlotte:

40,000 (Federal request) plus 1,220 (training costs) plus 705 (Advisory Committee meetings) plus 8% of 1925 (indirect costs) = 40,859

C. Denver:

42,350 (Federal request) plus 1,220 (training costs) plus 705 (Advisory Committee meetings) plus 8% of 1925 (Indirect costs) = 43,209.



THE TOTAL REQUESTED FUNDS ARE:

National Office:	143,299.82
Jacksonville:	43,659
Charlotte:	40,859
Denver:	43,209
	<hr/>
	271,026.82

NATIONAL OFFICE BUDGET

	<u>1st Year</u>	<u>6 Months</u>	<u>AACJC</u>	<u>Total</u>
I. Personnel:				
A. Project Director	28,000.00	14,000.00		42,000.00
B. Secretary	8,700.00	3,350.00		12,050.00
C. Fringe Benefits (15% of 54,050.00)	<u>5,505.00</u>	<u>2,602.50</u>		<u>8,107.50</u>
	42,205.00	19,952.50		62,157.50
II. Travel and Subsistence:				
A. Travel:				
1. Project Director	2,400.00	1,200.00		3,600.00
2. Advisory Committee	1,500.00	750.00		2,250.00
3. FIPSE Project Directors' Meeting	200.00	---		200.00
4. Ground Transportation	340.00	170.00		510.00
B. Subsistence:				
1. Project Director	600.00	300.00		900.00
2. Advisory Committee	250.00	125.00		375.00
3. FIPSE Project Directors' Meeting	<u>75.00</u>	<u>---</u>		<u>75.00</u>
	5,365.00	2,545.00		7,910.00
III. Supplies and Equipment:				
A. Postage	560.00	300.00		860.00
B. Office Supplies	900.00	450.00		1,350.00
C. Xeroxing	950.00	480.00		1,430.00
D. Printing	---	2,000.00		2,000.00
E. Miscellaneous	<u>330.00</u>	<u>160.00</u>		<u>490.00</u>
	2,740.00	3,390.00		6,130.00
IV. Other Operating Costs:				
A. Telephone	1,725.00	875.00		2,600.00
B. Office Rental	<u>2,393.00</u>	<u>1,292.00</u>		<u>3,685.00</u>
	4,118.00	2,167.00		6,285.00
V. Evaluation:	3,500.00	1,500.00	4,000.00	5,000.00
Sub-Total	57,928.00	29,555.00		87,483.00
VI. Indirect Costs (Approved audited rate is 28.1%; charge to grant is 8%)	4,634.24	2,364.40	17,584.	6,599.
Grand Total	62,562.24	31,919.40	21,584.	94,482.

National Office Budget Justification:

I. A. Project Director: The general function of the project director will be to coordinate the activities of the demonstration sites and to oversee the evaluation of the program from the national office.

More specifically, the project director in cooperation with demonstration college administration will assist in the selection of project staff. He will set up with site staff the general procedures for accepting referrals to the program and the procedures for handling these referrals once they have been accepted. These activities will include developing a clear contractual agreement with courts and probation departments specifying respective duties and responsibilities. The project director also will arrange, on a contributive basis, for training activities which project staff might require. This training might include an overview of human service agency policy and procedures, communications skills relevant to this special target population, project management, evaluation requirements, record keeping, and developing and maintaining liaison with diverse agencies. The project director will function primarily as a facilitator of demonstration site functions, with particular emphasis placed on two of these functions: the handling of referrals and the liaisons with community agencies. To adequately fulfill these responsibilities, provision has been made in the budget for site visits to each of the demonstration sites every three months. In the interim between site visits, telephone and letter communication will be used to provide oversight.

Evaluation is another significant responsibility of the project director. In addition to establishing evaluation requirements for each of the demonstration sites, the project director will create, with the assistance of experienced federal evaluators and a third party evaluator, a design which will establish the successes and shortcomings of the program. The application of this design will be achieved by the project director. Outside evaluators will monitor the

collection of data and the project director's application of the design and will interpret these data. The focus of this evaluation will be on both the process and the results of the program.

Furthermore, the project director will produce monthly and quarterly reports to FIPSE. Other reports as required will be prepared.

It is the further responsibility of the project director to solicit the advice and counsel of the project Advisory Committee created during the planning phase. He will arrange and conduct three meetings of this Committee during the 18-month period. Communication with the Committee between these meetings will be achieved by mail and telephone.

I.B. Secretary: The project secretary's responsibilities will consist of standard office duties. However, because of the tightness of this budget, the secretary will give special attention to expenditure record keeping.

## II. Travel and Subsistence:

### A. Travel:

1. Project Director - site visits: In addition to frequent telephone and written communications, site visits to each of the pilot sites is necessary. The principle functions of these visits will be to: share information about what is occurring at the other sites; assist in the solution of problems; evaluate the project administration; review the data collection procedures; encourage the staff to perform at the highest level; support the staff in its work with leaders of other contributing community agencies; bolster the commitment of the college administration; collect data for the national evaluation; gauge the need for further training for project staff; recommend additional resources useful in fulfilling project staff res-

possibilities; and facilitate interaction between project staff, evaluators, and consultants. These site visits will be scheduled at three month intervals, but may be made at other times when the need is apparent.

$$4/\text{year} \times 3 \text{ sites} \times 11/2 \text{ years} \times 200 \text{ average} = \$3,600$$

- V
2. Advisory Committee: Three meetings of the Advisory Committee to the project are scheduled, an average of one every six months. This number is minimal but should provide the national office sufficient support. Ten of the Committee members are located in the Washington area, thus reducing the cost of meeting and making it possible for the project director to gather a representative number quickly if such a need arises. Only five Committee members need to be covered in this category. Several members are also federal employees which further reduces the expenditure for these meetings. Between the full meetings, communications with Committee members may be maintained through the use of the telephone and mail. The planning phase demonstrated that the purpose of the Committee can be achieved through these procedures.

$$3 \text{ meetings} \times 5 \text{ members} \times 150/\text{trip} = \$2,250$$

3. The cost in this line is for the annual FIPSE Project Directors' meeting.

4. Ground Transportation:

- a. Project Director: It is expected that site project staff will provide the major portion of ground transportation for the site visits of the project director. However, some costs are anticipated. These costs should not exceed \$10 per day.

100

$$\begin{aligned} & - 18 \text{ site visits} \times 2 \text{ days} \times 10/\text{day} & = 360 \\ & - 3 \text{ days (FIPSE Project Directors' Meeting)} \times 10/\text{day} & = 30 \end{aligned}$$

h. Advisory Committee:

- 3 meetings x 5 members x 1 day x 10/day = 150

B. Subsistence:

1. Project Director:

a. Site Visits: 18 visits x 2 days x 25/day = 900

2. Advisory Committee:

a. 3 meetings x 1 day x 5 members x 25/day = 375

3. FIPSE Project Directors' Meeting: 3 days x 25/day = 75

III. Supplies and Equipment:

A. Postage: Based on the average cost of this item during the planning phase, the required funds are: 47.75/month x 18 months = \$860.00

B. Office Supplies: Based on the average cost per month during the planning phase, the funds required in this category are:  
\$75/month x 18 months = \$1350.

C. Xeroxing: The cost of xeroxing during the planning period fluctuated greatly from month to month. During the month of December, for example, when a thick bundle of materials was mailed to the Advisory Committee and when the third draft of the Literature Search was duplicated, the cost in this category was nearly triple what it had been the previous month. For this work, xeroxing was both the most efficient and economical method of duplicating the material. On average, the cost of xeroxing per month was \$79.45

\$79.45/month x 18 months = \$1,430.

D. Printing: One of the responsibilities of the project director will be to prepare a descriptive paper on the state of the art of postsecondary involvement in justice programming. The focus of this paper will fall on those institution programs which are designed to assist accused and convicted offenders to reintegrate themselves into the community. Attention will also be given to

creative postsecondary programs emphasizing skills improvement education for employees of the justice system. It is anticipated that an initial run of 1000 copies of this document will be made so that a national distribution is possible. The cost of this activity is: \$2,000.

- E. Miscellaneous: To cover the cost of special materials for the Advisory Committee, purchase of publications relevant to and useful for the project office, and expenditures for unexpected supplies required, \$27.25 per month is requested.

$$\$27.25/\text{month} \times 18 \text{ months} = \$490$$

IV. Other Operating Costs:

- A. The average cost of the telephone services during the planning phase was \$144.45 per month. The anticipated cost for the 18 month demonstration period based on the above average is: \$2,600.
- B. The office rental fee is \$2,393.00/year for 1975; for 1976 an 8% increase is anticipated, thus the final six months will cost \$1,292.00. For the 18 month period, the total cost would be: \$3,685.00

- V. Evaluation: A valid evaluation of the project effort is essential if its success is to be supported and if other colleges are to be encouraged to adopt similar programs. Ready-made models are not available to evaluate such a program, thus an original design would have to be created and applied. An experimental model would be the most useful approach for such an effort. A modest estimate of the cost for this evaluation component is \$5,000. With these funds a third party, consultant-evaluator will be supported.

- VI. Indirect Costs: The approved audited rate for AACJC is 28.1. AACJC  
102 agrees to contribute 20.1% to the project; thus the charge in this category is 8%: 87,483. (direct costs)  $\times$  8% = \$6,999. AACJC will contribute: 87,483 (direct costs)  $\times$  20.1% = \$17,584.

Demonstration Site Budgets:

Because of the new lower ceiling required on the site budgets, exact budget allocations are not available at this time. Complete budgets are promised by the middle of this week. Rough calculations of these budgets follow:

A. Community College of Denver

1. Personnel:	25,310
2. Travel:	1,800
3. Supplies and Equipment:	2,800
4. Other Operating Costs:	2,500
5. Indirect Costs: @ 8%	2,590
Grand Total:	35,000

All other costs will be contributed by the college.

B. Florida Junior College at Jacksonville

1. Personnel:	
a. Director	19,854
b. Secretary	8,559
c. Fringe Benefits	4,830
2. Indirect Costs at 8%	2,659
Grand Total:	35,902

All other costs will be contributed by the college.

C. Central Piedmont Community College

1. Personnel:	30,900
2. Fringe Benefits:	4,400
Grand Total:	35,300

All other costs will be contributed by the college.



To cover the costs of a national training program for the project director at each of the sites and to permit their participation at the scheduled Advisory Committee meetings, the following additional expenditures are requested:

A. Training:

1. Travel: 2 training sessions x 1 staff x 200/trip =	400
2. Subsistence: 2 training sessions x 1 staff x 3 days x 25/day =	150
3. Ground Transportation: 2 training sessions x 1 staff x 3 days x 10/day =	60
Total:	610

B. Advisory Committee Meeting Attendance:

1. Travel: 3 meetings x 1 staff x 200/trip	600
2. Subsistence: 3 meetings x 1 staff x 1 day x 25/day	75
3. Ground Transportation: 3 meetings x 1 staff x 1 day x 10/day	30
Total:	705

Also, to allow each demonstration college to hire a consultant/evaluator to provide a third-party estimate of the success of the individual programs, \$1,000 is requested for each site.

Total additional costs per site are:  $610 + 705 + 1000 = 2,315$

The total individual demonstration sites budgets are:

A. Community College of Denver:

$35,000 + 2315 + (8\% \text{ indirect costs} \times 2315 = 185.20) = 37,500$

B. Florida Junior College at Jacksonville:

$35,902 + 2315 + (8\% \text{ indirect costs} \times 2315 = 185.20) = 38,402$

C. Central Piedmont Community College:

$35,300 + 2315 + (\text{zero--contributing indirect costs}) = 37,615$

Justification for Additional Demonstration Site Monies:

- A. Training: Three training conferences are planned for the 18 month period. Each of these sessions will last three days, and will be led by training experts who are familiar both with justice issues and community agency operations. The purposes of these meetings will be to help project site staff to fulfill their responsibilities more effectively. Included in the instruction will be: management training; evaluation procedures; handling offender referrals; policy and procedures of community human services agencies and criminal justice offices; communications; record keeping; developing and maintaining liaison with diverse agencies. During these training periods, time will be set aside also for the sharing of experiences and information by each of the site staff.

The site of the training will shift. Each session will be conducted at different of the project locations. Individual site staff will be responsible for the organization (with the assistance of the national project office) of the training at their own location.

The added funds needed for each of the three project colleges are: \$610.

- B. Additional monies are requested for each of the demonstration sites to cover the cost of their attendance at the three scheduled Advisory Committee meetings. Each of these meetings will be held in the AACJC offices in Washington. The purposes of including the site project directors in these meetings include the following: to expose them to national experts in related fields; to allow them the opportunity to solicit advice and counsel from these Committee

members, to demonstrate national commitment to their efforts; to share their particular experience with the Committee; to provide consultations with the Committee; and to provide encouragement to the directors. A total cost of \$705 is requested for these purposes for each of the sites. For all three sites, the cost is: \$2,115.

- C. Evaluator/Consultant: To insure an effective evaluation of each program, additional monies are requested which would allow site directors to purchase the services of an experienced evaluator/consultant. The principle functions of this person would be: to provide a third-party estimate of the success of each program; to oversee the evaluation efforts of the site project staff; to recommend changes in procedures and organization based upon periodic examinations; to share findings and suggestions with the national office. This evaluation will be both formative and summative. Reports to both the site staff and the national office will be prepared by this person.

It is anticipated that this person will be a local resident, thus expenditures for travel will be minimal. The funds in this item will cover:

$$10 \text{ days (8 hours/day)} \times 100/\text{day} = 1,000$$

The total cost of three demonstration programs is: \$113,517.

The national office expenditures are: 94,482.

The grand total is: 207,999.

It is expected that approximately \$17,000 in unexpended funds will remain at the end of the planning phase, January 31, 1975. Thus, the total of new monies requested for the demonstration phase is: 190,999.00

A sheet detailing the estimated unexpended funds follows this page.

ACTUAL COSTS THRU 12/31/1974

	<u>Budget</u>	<u>Actual 12/31/74</u>	<u>Balance Remaining</u>	<u>Estimated cost for Jan. '75</u>
Salaries, taxes & benefits	27,040	12,947	14,093	2,950
Travel and Subsistence	13,700	4,826	8,874	3,500
Office supplies & Expenses	2,350	2,260	90	100
Space & Equipment Rental	<u>1,242</u>	<u>728</u>	<u>514</u>	<u>400</u>
Sub-total	44,332	20,761	23,571	6,950
Indirect Costs @ 8%	3,547	1,666	1,881	556
Totals	47,879	22,427	25,452	7,506

Total estimated unexpended funds: 17,946

APPENDIX 2.

April 21, 1975

Statement of Agreement

Central Piedmont Community College/U. S. Office of Education

1. To satisfy U.S.O.E. requirements a number of reports will be prepared by the college. Three performance reports will be submitted beginning June 1, 1975 and followed thereafter by August 15, 1975 and July 15, 1976 reports.

Progress reports will be submitted at three month intervals beginning with the third month of the project. The first of such reports will be forwarded on or about July 14, 1975 as the project began operation April 14, 1975. Four such reports will be written, the fifth and final report will be submitted July 15, 1976. As part of these reports the work of a third party evaluator will be included.

2. The national project director will act as a facilitator for the program. In addition to providing a variety of support services to each of the sites, he will act as a liaison among the participating colleges for the purpose of sharing information about program activities. He will generate national support for individual efforts through the Advisory Committee to the project and encourage local support by directly and indirectly (contact with the national organizations which represent local offices) communicating with local officials concerned with this program. He will assist project staff in training activities by identifying and employing (when necessary and possible) resources persons. He will coordinate national evaluation efforts with the local evaluators.

He will also provide over-site for the project. This function will include participating in the selection of site staff, making recommendations for program changes on the basis of observation during site visits and as the

result of evaluation findings, and gathering independent reactions to the program from those affected by it (referrals, justice officials, faculty, college administration, et. al.). In each of these activities, he will work interdependently with the site staff.

The national project director is responsible for meeting O.E. reporting deadlines and for insuring that site reports are sufficient and timely so that these total project reports can be prepared by scheduled dates.

3. Project plans will be prepared by CPCC and submitted by May 15, 1975.

Items to be included:

- a) A detailed plan of action describing activities anticipated for the 15 month program period. A time graph, and statements about individual responsibilities for each of the activities.
- b) A written agreement by the college and probation officials will be worked out and signed by officials. The focus of this agreement will be referral procedures, spelling out the respective duties of each party.
- c) An evaluation plan will be developed detailing the kinds of data to be collected, the method and instruments used in their collection, the intended use of the data and the name of the principle investigator. An accounting of funds budgeted for the third party evaluator will be included.
- d) A manageable local advisory committee to the project will be established. Representatives of the affected agencies and interested community residents will sit on this committee.
- e) The project will maintain a low community profile.

- f) A final and complete budget will be prepared reflecting additional monies awarded the college for training, National Advisory Committee meetings and evaluation.

4. Funds will be distributed to CPCC on a reimbursement basis. Each quarter beginning April 30, 1975 the college will request reimbursement for expenditures accrued during the previous quarter. All requests will be identified by line item. Records of all transactions will be kept both at CPCC and the national office.

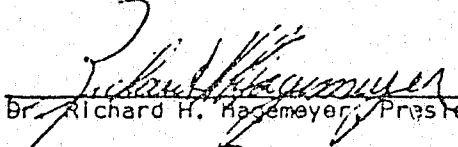
The total fund allotment for the project is \$37,615.00 for the 15 month demonstration phase.

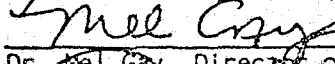
5. The actual funding period is February 1, 1975 to July 31, 1976. CPCC's project began operation April 14, 1975.

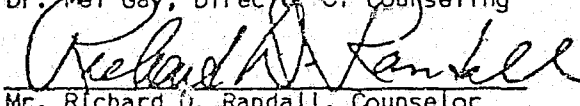
6. The first referrals to the program will be accepted no later than the end of the second month of the project, June 15, 1975. Referrals will continue to be accepted through the 15th month of the grant.

7. Efforts will be made during the project period to incorporate the program into the total offerings of the college, so that the program will continue after the federal monies are expended.

8. The college will attempt to accept an average minimum of 10 referrals a month for the 15 month project period remaining.

*R.H.*  
*E.K.*  
  
Dr. Richard H. Hagemeyer, President

  
Dr. Mel Gay, Director of Counseling

  
Mr. Richard D. Randall, Counselor

APPENDIX 3.

COLLEGE/PROBATION AGREEMENT STATEMENT

This agreement is for the purpose of establishing a means of communications and a working relationship between the Offender Assistance Through Community Colleges Project of Central Piedmont Community College and the N. C. Department of Correction, Division of Adult Probation & Parole.

1. It is hereby agreed that the Division of Adult Probation & Parole (Probation Office) will make referrals of first time felony offenders to the OATCC project of Central Piedmont Community College.

Said offenders will have attained the age of eighteen years or more and will have convicted of an offense of a non violent nature; of a non sex related nature, and of a non drug addiction of dispensation nature.

Involvement in the program will not be forced but voluntary on the part of the offender. Program withdrawals will be promptly reported to the Probation officer servicing the referral.

2. Should the period of probation be longer than the course of study, the referral will report to his office immediately upon graduation for job placement. Central Piedmont will also make available, to the referral, placement opportunities open to all students.
3. Should an offender terminate involvement in the program, the Project Head will immediately contact the Probation Office for further disposition. He will also provide the Probation Office with a report detailing the results of counseling sessions, class attendance and other information which may be of value.
4. Special incentive provisions for probation period cuts upon successful completion of the program will be at the discretion of the Probation Office and the Courts.

The Project Head will avail himself at such time to offer any reports, grades, etc., which may benefit the referral in acquiring probation period cuts.

5. It is agreed that the Division of Adult Probation & Parole will refer potential enrollees to the college on a regular basis. A maximum of five (5) referrals per week would be acceptable.

In addition the Project Head will also make periodic examination of dockets for borderline cases which may be acceptable into the program.

After the designation of a potential client by the Probation Office, the Project Head will interview the offender to assess his needs and interest. Should, in his judgement, the offender be acceptable for the program he will then be screened and tested at the college to determine his academic needs, his vocational, personal and career interest, and his social needs.




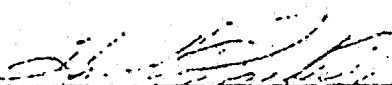
Should the offender not be acceptable for the program the Project Head will report such to the Probation official responsible for having made the referral. This report will be made as soon as possible following the initial interview.

Upon successful completion of the assessment process a report containing a tentative schedule of classes and college activities will be forwarded to the Probation Office. This report will include a counseling schedule and list of services to be sought for the client.

The Probation Office will then present said report with their recommendations to the District Court Judge hearing the case for his/her disposition and referral.

Assuming the referral is granted, the client will be expected to report to the college immediately for enrollment.

  
\_\_\_\_\_  
N.C. Department of Correction  
Division of Adult Probation & Parole

  
\_\_\_\_\_  
CPCC/Offender Assistance  
Through Community Colleges

APPENDIX 4.

JOB DESCRIPTION

DIRECTOR, PROGRAM FOR OFFENDER ASSISTANCE

THROUGH COMMUNITY COLLEGES

The Director, Project for Offender Assistance through Community Colleges, shall ensure that the objectives of this program, as stated in the proposal submitted by AACJC and approved by the Fund for the Improvement of Postsecondary Education, are achieved within the eighteen month period, February 1, 1975 - July 31, 1976. The director shall also assist other AACJC programs activities and offices whenever possible.

Responsibilities:

1. Make six site visits to each of the three demonstration colleges
2. Organize three training programs for the site staff
3. Prepare required reports for the funding agency
4. Prepare an evaluation program for the project
5. Facilitate the organization and implementation of individual project plans at each of the demonstration sites
6. Provide support services to the three demonstration sites
7. Prepare a case study report of successful and innovative criminal justice projects in colleges across the country
8. Arrange three meetings of the National Advisory Committee to the project and maintain communications with this committee throughout the program
9. Publicize the work and intent of this project nationally

3/5/75  
REW:lw

## APPENDIX 5.

## TRAINING SESSION EVALUATION SHEET

The objective of this form is to identify the strengths and weaknesses of the training session in which you have just participated. Your thoughtful responses will help us to improve the substance and form of the two remaining training programs to be held later in the project period. Project staff and other training program participants will be asked to complete this form. Please record your name and project position at the top of the form.

NAME :

**PROJECT POSITION:**

1. Did the session meet your expectations? If not, explain.

2. In terms of project operations, which part was most useful?

3. Which parts were not particularly useful? Please explain.

4. Which part was most useful in terms of improving your understanding of general participant characteristics, needs, and interests?

5. What topic(s) should have been discussed but was(were) not?

6. Was the program too long? Too short? Why?

7. Which topics consumed too much time? Why?

8. Which topics consumed too little time? Why?

9. Rate the organization and preparation of the program:

excellent    good    satisfactory    inadequate

If your rating is less than excellent, record brief recommendations for improvement.

10. Was the informal approach appropriate, or could more have been accomplished through a formal series of presentations?
11. Do you have questions about any part of the project which remain unanswered? What are they?
12. Is the interdependent relationship among demonstration sites and the national office clear to you? Are you "comfortable" with it? If not, explain briefly.
13. Do you know of other people in various parts of the country who might be willing and able to assist us in later training programs?
14. Please make additional notations about the training program (and/or the project itself) in the space below.

**OFFENDER ASSISTANCE THROUGH COMMUNITY COLLEGES  
ADVISORY COMMITTEE**

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National Conference on Alternatives to  
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Passaic County Community College  
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APPENDIX 7.

COMMUNITY COLLEGE OF DENVER

Final Coordinator's Report

June, 1976

Project Staff:

Gerald Ulrich  
Project Director

Gerald N. Calvin  
Project Coordinator

Debora Lokatys  
Secretary

Richard Willis  
Acting Coordinator and  
Data Specialist

Campus Counselors:  
Robert Blackman  
Diann Drummond  
Ottawa Harris

## SECTION I

### ELEMENTS OF PROJECT OPERATIONS

At the outset of the program at the Community College of Denver, it concentrated on generating referrals from the court system via the probation department in the five county area served by the Community College of Denver (Adams, Arapahoe, Boulder, Denver, and Jefferson Counties). Referrals were designated as first-time felony offenders on probation. The type of offense committed by the offender was not taken into consideration as part of the criteria for acceptance in the program. It was, and has been, the position of the college administration and project staff, that if a person was deemed an appropriate candidate for probation by the court, then this was sufficient evidence that an offender was "safe" to be on the street, and consequently, eligible to apply for admission to the community college.

There are three campuses of the Community College of Denver. It was envisioned that each campus would receive referrals from the court system (via probation) in each of the counties. Internally, campus policies are not uniform and this had to be taken into consideration before a uniform referral policy could be established for the program.

Directives concerning the administration of the college came through the President's staff, and any college-wide policy decisions had to be handled at this level. No firm commitments could be guaranteed to the court officials with respect to program availability and financial aid until such time as these directives became official policies. An additional factor compounding these problems was the introduction of enrollment ceilings. For example, spring and summer enrollments were so restricted that new students had little chance of gaining admittance to academic or vocational programs. The key in getting the project off the ground



was the task of identifying just what the program could offer and formulating agreements externally with total commitment to providing these services. When this task was accomplished, it became easier to establish the referral mechanism with the referring agencies and the staff began accepting candidates.

It was anticipated that the bulk of referrals to the program would come directly from judges as a condition of sentence after conviction and upon the recommendation of probation and/or public defenders. A sampling from personal data forms (June 1976) indicated that this was only partly a correct assumption. Fifty-four per cent of the offenders referred to the program were referred by probation officers, but not as a condition of sentence when the offender was placed on probation.

Initially, it was decided that the project should limit the referrals to the Second Judicial District and the Auraria Campus until the project was off the ground, and then expand. This decision resulted in a lower number of referrals than had been expected. It was then determined that district attorneys and the state parole department could possibly have a role as potential referral sources. After pursuing this idea further, it was decided that at least three counties (Adams, Jefferson and Denver) should be involved from the beginning with all three campuses of the community college (Auraria, North and Red Rocks) accepting referrals. Thus, the referral flow began to take shape, staff responsibilities were more clearly defined, and staff organization was developed.

A search committee was established to find a permanent coordinator for the project. This committee consisted of the project director, the interim project coordinator, project secretary, and three liaison counselors. After screening over 100 applicants, a coordinator was hired and assumed responsibility on July 1, 1975.

With the new coordinator, a concentrated effort was begun to recruit referrals to the program from the probation offices in the five county area. Meetings were

held with probation supervisors, probation training officers, and probation field staff. The program was explained and procedures outlined whereby referrals to the program could be made directly to a liaison counselor. Additional meetings were held with liaison counselors and probation field staff to establish a personal relationship and liaison between the agency and the college. This was a critical time for the program in that the effectiveness of these relationships would largely determine whether probation field staff would make client referrals. The following chart shows the increasing number of referrals to the program compared with the initial projections contained in the COLLEGE AGREEMENT.

THE PROJECTION OF TARGET REFERRALS:

	<u>Summer 1975</u>	<u>Fall 1975</u>	<u>Winter 1975</u>	<u>Spring 1976</u>	<u>Summer 1976</u>	<u>Total</u>
Probation	15	25	25	25	25	115
Cumulative total	15	40	65	90	115	
Pre-trial and Deferred Prosecution	-	5	20	30	40	95
Cumulative total	-	5	25	55	95	
Overall cumulative total	15	45	90	145	210	210

ACTUAL REFERRALS:

Probation	2	19	56	(25)		
Cumulative total	2	21	77	(102)		
Pre-trial and Deferred Prosecution	-	16	13	(11)		
Cumulative total	-	16	29	(40)		
Overall cumulative total	2	37	106	(142)		

During the second quarter of the project (April 15-July 15, 1975) three candidates were interviewed for the position of Project Evaluator. Dr. Kevin

McTavish from WICHE (Western Interstate Commission for Higher Education) was selected for the position and assumed immediate responsibility for the design and implementation of an evaluation scheme. Dr. Frank Dell'Apa, Correctional Specialist, WICHE, was instrumental in assisting the project staff in selecting an evaluator and agreed to act as a consultant to the project at no cost. At a later date, Drs. Dell'Apa and McTavish met in Washington, D.C. with the national project director, national project evaluator, and the project evaluators from Charlotte and Jacksonville to confer about local and national evaluation schemes. A core evaluation was agreed to at this meeting.

Following the completion of the first interim evaluation report, Dr. McTavish notified the project staff that he was resigning from his project position because of changing job responsibilities at WICHE.

Once again the staff began the search for an evaluator. Dr. Bernie Jones, Director of Social Changes Systems, agreed to complete the second interim evaluation report and also the final evaluation report.

Programs developed for students were basically of an educational nature, with remedial resources brought to bear when they were needed to assist individual students. This process of program development, though varied, was basically the same on each campus. The focus was on student need. An emergency financial aid fund was developed. This fund will be discussed more thoroughly in the next sections of this report.

## SECTION II

### IMPORTANT PROBLEMS - RESULTS

In addition to those problems identified earlier in this report, the following is a description of problems experienced in the course of the project.

The major problem we faced during summer quarter was inadequate preparation time for orientating referring agencies to the referral system. Establishing

the mechanics and procedures of operation within this new system took time, and the end product was presented too late to accommodate the projected 15 referrals for the quarter.

We felt that expansion of our referral sources was an absolute necessity if we were to come close to our projected number of referrals for fall. Early orientation of all referring groups helped to facilitate this process. Our financial aid situation was good, and, with the addition of the institutional loan fund, we assumed that referring agents would feel no qualms in recommending clients.

On April 29, 1975, we met with the president's staff to initiate a number of proposals designed to enable us to remove potential barriers to the program: 1) we proposed that persons accepted into the program be identified as "continuing" students. The effect of this action was that the offender students would be allowed to pre-register with continuing students, thereby significantly increasing their chances of getting into desired programs and courses. This proposal was accepted and endorsed by the staff. 2) We then proposed the establishment of a fund to provide assistance to clients unable to pay their tuition. The president's staff identified an unused existing emergency loan fund. This fund amounted to \$1,754.00. The mechanics for utilizing this fund were worked out, and it was operational for fall quarter on all three campuses. The advantage of having this fund was that the school required 100% tuition/fee payment at the time of registration (this is new policy, the deferred payment plans have been abandoned.) Students applying for financial aid must generally wait three to five weeks before receiving the award. If their applications are submitted too late, they are unable to register, in effect precluding registration for that quarter. The loan fund provided money (on a revolving loan basis) to allow registration to be completed pending receipt of the financial aid award. Once the award was received, the amount of the loan was deducted, and funneled back into the fund. 3) Since the

project award did not provide money specifically for such line items as printing and reproduction, telephone expenses, postage, official functions, etc., it was necessary to ask for approximately \$2,300. The president's staff approved the proposal for this money to be drawn as a priority item from the Student Service Budgets on all three campuses.

Rick Willis, Acting Coordinator (3/12/75 to 6/30/76), was asked to contribute to this section of the report covering the period he was assigned as Acting Coordinator for the project. The following is his assessment of important problems experienced and solutions developed:

"My initial problem as acting project coordinator was to find a way to establish a firm foundation so that referrals to the project could be generated quickly. Three conditions made this task difficult:

- (1) My own inexperience;
- (2) a month and a half delay in identifying staff (director and coordinator);
- (3) a project which initially was very hard to sell as an important and viable product.

The only solution to the problem of inexperience was, of course, to develop that experience as broadly and as quickly as possible. Deadlines established by the national office obviously motivated this development. Initially, the director assumed a lot of the responsibility in developing site policy, contacting liaison personnel at the college, delineating role responsibilities, and generally providing the thrust to get the ball rolling.

With respect to the problem of the late start, I don't think the project has ever fully recovered from this disadvantage. It definitely put Denver in a poor light with the national office, and provided a significant handicap for the person to be selected as project coordinator.

I have found the criminal justice community, in general, to be somewhat

skeptical of most new and untested educational and community-based programs. Evidently, negative experiences with some "save-the-world, fly-by-night" programs have contributed to this "wait and see" attitude. All potential referring agencies want to know exactly what the program can do in the way of services, particularly with respect to financial assistance. If these agencies do not perceive tangible benefits, the project is not used. This project had no built-in benefits over and above those already available to any self-referred individual. Special consideration benefits had to be developed. This in itself presented a basic philosophical problem.

The Community College of Denver prides itself on the equal opportunities available to all students. There is a great deal of resistance to the idea of providing priority or special consideration to any individual or group concerning access to the college, to programs of study, and/or to services.

Through some very effective lobbying by the college director, we were able to partially appease the probation officers by insuring them that all clients referred through the program would be able to pre-register. It was a significant advantage since, at the time, enrollment was being limited, and many perspective new students were being turned away.

In addition, low key arrangements were made with various General Studies and Occupational Studies Deans to provide some consideration to program students over and above that given the unsponsored students in order to facilitate immediate access to programs in great demand.

The establishment of a liaison counselor to the project on all three campuses responsible for working directly with all referred clients, added credibility to our position in the eyes of most prospective referring agents.

Without question, the most significant change in the program was the broadening of the eligibility criteria to accommodate a larger number of referrals. Although

some thought had been given to proposing this to the national office earlier (through formal discussion), it was not until the permanent coordinator was hired that it became an active policy.

It became evident very early, through numerous meetings with probation officials, that, although the pool of first-time felony offenders on or facing (pre-sentence) probation was large, they did not feel comfortable about referring clients to such a program without having at least six months to supervise them. Their rationale was that motivation and responsibility could not generally be measured quickly, and that high risk clients would result if extensive and prolonged supervision were not provided prior to referral.

As a consequence of this prevalent philosophy, it was apparent that it would be impossible for us to meet the target goal of 180 referrals by the end of the project, using these narrow eligibility criteria.

Site policy was established to broaden the eligibility requirement, consistent with the college agreement, to include virtually any offender/ex-offender with the general exception of juveniles, although this group was not automatically rejected either. This served to accomplish one important objective; it tied a much broader segment of the criminal justice community to the project, thereby enhancing the information flow about the program." (End of Willis quote.)

The liabilities of the project as it was originally formulated are: (1) it may have contributed to unrealistic expectations where differences were not appreciated (in Denver the prevailing attitude among probation officers about referring "high risk" probationers)' (2) it was underfunded, and the expectations, objectives, and goals were not based on the fiscal realities of the situation. The concern about the level of funding for the Denver site was expressed informally to the national project director at the training session in Jacksonville when it became clear that the expectations were unrealistic. A target goal of 30 to 50 referrals would have

been more realistic. The same staff would have been able to provide more intensive service to the referred client, and the crucial follow-up effort would have received more than a token gesture.

Most of the identifiable weaknesses of the program (minimal follow-up of clients, minimal feedback to referring agents, inadequate counseling of many clients, and spotty use of available financial aid) can be directly attributed to the time constraints forced on staff because of the volume of referrals and the limited number of staff counselors.

The major area of strength lay in the sound organization of the total project from the national office. Although expectations may have been unreasonable, there was never any doubt or vagueness about what was expected. Given the resources necessary, the project could have evolved as a model demonstration of what could be accomplished through education as a viable alternative to incarceration in Colorado.

There were several other important problems encountered by the project and the staff that should also be mentioned. As was stated earlier in this report, one of the major problems was the low number of referrals early in the program. This may be, as Mr. Willis had indicated, partly due to the fact that the program got a late start. During the summer quarter, 1975, there were only two referrals to the program who were actually enrolled in classes.

Efforts to generate more target referrals to the program were successful to a limited degree during the fall quarter, 1975. In the month of July, personal contacts were made with several criminal justice agencies by the newly appointed project coordinator and the interim coordinator. These contacts included district attorneys, public defenders, and judges in Arapahoe, Jefferson, Adams, Denver, and Boulder Counties. The result of this effort was an increase of referrals.

When it was recognized that the project was not receiving a sufficient number



of referrals to meet the project goal, the county probation departments were again contacted. In an attempt to identify the causes for the low referral rate of first-felony offenders, the project evaluator was asked to assist the project staff in getting a handle on this phenomenon. In his first process evaluation report, Dr. McTavish stated that the probation departments did not consider the OEP to be a priority referral source for their clients. His report was shared with the advisory board members, and they were asked to respond to this report with suggestions, criticisms and recommendations addressing the problem. The problem of the low referral rate was also a point of discussion at the November 1975 national advisory committee meeting held in Washington, D.C. Members of the committee were concerned about this problem, and suggested that the coordinator contact judges in the five-county area served by the Community College of Denver (Adams, Arapahoe, Boulder, Denver and Jefferson Counties). A national advisory committee member located in Denver agreed to assist the coordinator in arranging meetings with court officials. Only one such meeting was arranged through the end of June.

A second problem encountered by the program was the absence of emergency financial assistance for OEP students. A search was conducted for funds that could be useful as an "emergency loan fund" for OEP students. This effort resulted in the disclosure of an existing loan fund which was not being used. Thus, a request was made for this fund to be designated for use by the OEP. This request was approved in the amount of \$900.00. This fund was then made available to OEP students attending the fall quarter which began in September 1975. An active recruitment effort was made with all probation departments to increase the number of clients referred to the program from the target population. This effort continued as we moved into winter quarter, 1976.

A major setback, with regard to the continuation of the project, was experienced when it was learned that the project was not included in the college's budget

request (Fiscal Year 1976-77) submitted to the Joint Budget Committee of the Colorado State Legislature. The major concern of the project staff at this point was whether the Community College of Denver was committed to this type of program. A meeting with Dr. Perea, Vice-President-Auraria, Dr. Luchsinger, President of the college, Gerald Ulrich, Project Director, and the Project Coordinator was arranged to address this issue. The president explained the reasons why the project budget was not included in his request. However, he emphasized that this was not to be interpreted as a lack of support by the college for the program. He stated that the project had his full support to seek out funds (grant development, etc.) to continue the project beyond the present funding period. Since this meeting, the project director and coordinator have met with the newly hired Special Program Officer at the college, a representative of LEAA, and the Grants Administrator for the Colorado Division of Corrections regarding the development of funds to continue to project. This effort did not prove successful.

### SECTION III

#### SIGNIFICANT CHANGES

One ostensible need for change in the program developed during the fall quarter, 1975. In the quest to generate more target referrals to the program, several agencies questioned the college's position of discriminating in favor of only first-time felony offenders. Why not parolees, multiple offenders, pre-trial releases, or offenders placed in community corrections centers? This problem was discussed with the college project director and the national director during a site visit in summer of 1975 to Denver. It was agreed that the college could and should accommodate a limited number of referrals from the non-target population. However, the national director reminded us not to lose sight of our primary goal, i.e., recruit actively for first-time felony offenders placed on probation.

On the basis of this agreement, a policy statement was developed that defined

a parameter in which non-target offenders could be referred to the OEP.

On April 9, 1976, during the national director's visit, changes were made in the College Agreement and approved. The following is a summary of those changes:

1. The College Agreement

- a. We added the phrase, "and to interpret core evaluative information," to objective C-1 shown on page four. We will not be able to respond to the "improvement in self-esteem" item since no pre-test was given.
- b. At the bottom of page five, we added an itemization of the minimum services provided by intake counselors. This includes one or more of the following:
  - (1) general counseling
  - (2) counseling (mental, health, drugs, alcohol, etc.)
  - (3) academic advising (GED, vocational)
  - (4) financial aid advising
  - (5) class scheduling
  - (6) admission assistance
  - (7) referral of students to community service agencies for services not provided by the college (Employee-Rx, state employment service, etc.)
  - (8) follow-up
  - (9) job placement/counseling through referral to the Job Placement Center
  - (10) career/vocational counseling, including testing services through Career Counseling Center
- c. On page six, we added the word, "educational," between "desired" and "program" in the tenth line from the bottom of the page.
- d. On page five, AACJC does not include our target "B" category as meeting the project definition of target. (Our target "B" category of pre-sentencing should read pre-trial). This discrepancy in description does not require any new action on our part since we have always had the thrust in our organized recruitment efforts toward target "A" category, that is, convicted first-time felony offenders on probation. Our goal in this category was a total of 115 referrals. As of this date of change, 102 referrals had been made.

## 2. Summary of Reporting Agreement

- a. The fall quarter descriptive report has been submitted.
- b. The winter quarter descriptive report; due April 16, 1976.
- c. The reports of student statistics were forwarded as follows: winter quarter - April 30, 1976; fall quarter - May 15, 1976.

On June 3, 1976, the project director submitted a summary of the changes made in the budget for the project.

Other than the changes stated earlier in this report, and in this section, no significant changes were made since the original grant award in February, 1975. Other minor, insignificant changes made in the program will be covered in the remainder of this text.

## SECTION IV

### UNANTICIPATED OUTCOMES

Because of the low number of referrals received by the project from its inception to July 1, 1975, it was decided to change the criteria for acceptance into the program. This unanticipated change was also due to an interest in the program by "non-target" agencies (parole, work-release, community corrections, juvenile agencies). This thrust resulted in two specific actions by the program staff and counselors; (1) a stepped-up effort to increase the number of target referrals to the program, and, (2) a change in the program policy which resulted in accepting offenders into the program from the "non-target" agencies. The final result of this effort was that 54% of the program participants were from, or referred by, a probation officer/office. The remaining 46% were referred by other agencies or sources. A more complete breakdown is shown in the evaluator's final report.

An important point to mention at this juncture is that probation officers and other referring agents are referring from 5 to 45% of their caseloads to the program. And, according to the project evaluator, agencies are now referring

more clients to educational programs via this program than they were prior to its existence at the college.

Another important and unanticipated outcome of the program was the prospect of the program not being included in the college's budget request. This outcome shifted the burden of refunding to the project staff. When all efforts to refund the project failed, an alternative plan was developed by the project staff and implemented, whereby the project could continue without funding. Essentially this meant that the project director and the liaison counselors would continue their functions without the benefit of a full-time, paid coordinator and secretary. This, of course, would result in a less aggressive stance with the criminal justice system, i.e., active recruiting of clients would diminish, project coordination would diminish, and a lower keyed operation would evolve.

#### SECTION V

##### INSTITUTIONAL CHANGES

Offenders referred to the program at the Community College of Denver were allowed to pre-register as though they were continuing students. Without this special dispensation, referrals from the criminal justice system would be required to wait until regular registration and take their chances of getting into the program of their choice along with other new students. This special consideration enhanced the credibility of the staff and college with probation/parole officers and other referring agencies. It allowed the staff the opportunity to work with students immediately instead of giving the referral a run-around.

Financial aid coordinators on each campus agreed to assist the liaison counselors by making a special preliminary "hand calculation" to determine whether or not the offender student would be eligible for financial aid. This assistance provided the basis for implementing a deferred tuition status for those students deemed eligible for aid.

There were no fundamental changes in the Community College of Denver's admission or instructional policies since there has always been a complete openness (open-door policy) to all applicants over the age of eighteen. When problems did arise concerning the admission of program students, the admissions office was helpful in assisting the students with the problems.

Early in the project (July, 1975), the project coordinator contacted Arapahoe Community College and El Paso Community College to interest them in the program. Specifically, where a referral was made to the program, but where the student would be moving out of the immediate area, the appropriate college was contacted to assure a smooth transition from the Community College of Denver to the receiving college. There were only two cases where this occurred, but it is significant to note the spirit of cooperation experienced in these two cases.

In July, 1975, meetings were held with the Educational Opportunity Center, Employ-Ex, Open-Door Project at Metropolitan State College, and the Teacher Corps Corrections Project at Loretto Heights College to determine how these resources might be of assistance to our students. The Educational Opportunity Center is involved in the recruitment of minority and other traditionally deprived groups interested in furthering their education. Assistance is given in providing programs of financial aid, counseling, job placement, vocational guidance, etc., prior to referral to an educational institution.

Contact was made with Employ-Ex, a local organization funded through LEAA, and sponsored by the Denver Anti-Crime Council. This organization is designed to provide ex-offenders with comprehensive counseling in job placement, and is actively involved in helping to place the ex-offender in an appropriate employment situation. Liaison personnel were identified, and the program staff has had frequent contact with the staff at Employ-Ex to assist our students in finding jobs.

Metropolitan State College and Loretto Heights College were resources for students who had educational needs beyond the capacity of the community college to serve, that is, those offender students who had advanced beyond two years of college work.

Throughout the course of the program, several community, county, state, and federal agencies were contacted to determine the availability of services for offender students.

## SECTION VI

### EFFECTIVENESS OF TOTAL PROGRAM ORGANIZATION

Whether the national office three-site program was a reasonable arrangement depends on one's perspective. From Washington, it may appear reasonable. However, from the perspective of the Denver project, it had its drawbacks. The distance and infrequent communication among the project sites and with the national office has been a distinct disadvantage for the projects and the national office. Problems seemed to develop between the national office and the Denver project when the least amount of communication took place.

The possible advantages of this type of arrangement might be in the autonomy of each project site. Certainly each site was allowed, within certain national guidelines, to develop an individual project model that was unique to a particular site. However, it was apparent, from time to time, that the national office had certain expectations of performance that overshadowed the developing model. When these expectations were not met, the project was then compared with the other sites' virtues and progress, and the concern for model development took a back seat.

On the local level, the effectiveness of the total program organization can best be assessed objectively by the local evaluator at each site, and by the national evaluator.

Indicators of the program's effectiveness in the Denver project have been



assessed by both local evaluators. Other indicators of program effectiveness are the unsolicited letters received from referral agencies and other agencies of the criminal justice system in Colorado.

## SECTION VII

### WEAKNESSES AND STRENGTHS OF THE PROJECT AS ORIGINALLY CONCEIVED

As originally conceived, the project had several weaknesses as well as strengths:

#### 1. Strengths

- a. To provide a viable alternative to judges, probation officials, public defenders, district attorneys, private attorneys, and parole agencies in terms of identifying appropriate candidates for pursuit of higher education objectives through the Community College.
- b. To establish and maintain strong liaison ties between officials of the criminal justice system and appropriate Community College personnel.
- c. To provide educational opportunities for first-time felony offenders.
- d. Community College of Denver as an ideal location for the Offender Assistance Program. Three campuses serving a five-county area in Metro Denver.
- e. Referred offenders will undergo a complete testing program, including specialized tests.
- f. Adequate financial aid program.
- g. Total grant funds required \$60,890.
- h. Total in-kind contributions \$70,700.
- i. Program evaluation.

#### 2. Weaknesses

- a. Budget reduced to \$37,500.
- b. Elimination of complete testing program because of budget limitations.
- c. Inadequate financial aid.
- d. Inadequate staffing.
- e. Limiting program to first-time felony offenders.
- f. Inadequate travel budget for required out-of-state meetings.



- g. Inadequate funding for program evaluation.
- h. Unrealistic estimation of referral pool.
- i. Unrealistic program expectations given the limited budget.

#### SECTION VIII

##### ANTICIPATED FUTURE OF THE PROGRAM AT CCD

Outside funding for the continuation of the program did not materialize.

d, as was indicated earlier in this report, the community college did not include a program in its budget request. This left two alternatives for the program:  
) terminate the program as another fly-by-night project, or (2) design a program that could continue without additional funding.

The project staff met and decided to continue the program without funding and without a project coordinator or secretary. The design appears to be feasible, and the commitment of the liaison counselors and project director is strong. Obviously, this design, and the loss of two staff persons, will diminish the efforts to continue a strong aggressive stance with the criminal justice system. A proposal for the continuation of the program has been submitted to the college administration for approval and support.

#### SECTION IX

##### PLANS FOR INFORMATION DISSEMINATION

The low profile of the program will continue as it has been.

The design of the new program includes recruitment of offenders from the criminal justice system. The criteria for acceptance will no longer be restrictive, and it will include offenders from all areas of the criminal justice system. The project coordinator and director have initiated a campaign whereby professionally produced posters will be placed in offices of criminal justice agencies in the five-county area.

The Arapahoe Community College has expressed an interest and a willingness to

participate with the Community College of Denver in this new effort.

#### SECTION X

##### ADDITIONAL COMMENTS

As we wind down, it will be incumbent upon the terminating project staff to provide as much assistance as possible to make the transition from a funded project to an unfunded project as trouble-free as possible.

Staff will be meeting with the counselors on each campus to describe how the new program will work and what role they will be invited to play. We will work on updating the project records and submit a supplemental report showing the number of students completing spring quarter, enrolling in summer quarter, and expected to enroll in the fall quarter, 1976.

CENTRAL PIEDMONT COMMUNITY COLLEGE

Final Coordinator's Report

June, 1976

Project Staff

Richard Randall  
Project Director

Harold J. Parks, Jr.  
Project Coordinator

Deborah Daniels  
Secretary

Kenneth Wallace  
Field Assistant

I. Elements of the program at CPCC can be divided into the following categories: the generation of referrals, staff organization and responsibilities, evaluator, student programs and external client support. We will discuss these items in said order for the sake of clarity.

The program concept was presented to the NC Department of Probation & Parole by the coordinator. Soon thereafter an agreement was entered into and some, though few, referrals were made by interested probation officers.. However the officers making such referrals were too few and two subsequent sessions were held to educate, as many as possible, as to the goals, purpose, and direction of the program.

These sessions however did not prove successful in generating more clients and through some budget manipulation we were able to add an additional person to the staff thus creating the field assistant position.

This position was created, in part, to place a program staff person at the Probation Department for a minimum of 15 hours per week. The responsibilities of the person in said position were to (a) establish a working relationship with probation officers who were being assigned offenders convicted of felonies; (b) to identify probationers meeting program involvement criteria, and (c) to facilitate the referral of such probationers from the Probation office to the college and program.

The use of such a staff member was most vital to the flow of referrals to the project. It was apparent, after the first couple of months, that probation officers could not be expected to make regular referrals to the program. We will not

attempt herein to explain the reasons for this lack of interest but will resort to the position that the program was not credible at that point.

The advisory board for our program met on two occasions.. to offer direction to staff and clients. For the most part those present were members of social service agencies, IEAA, college counseling staff, members of city and county administration, and criminal justice agencies, i.e. probation, parole, pre-release and aftercare. At one meeting a client representative was present and took part as an active board member. Additional Advisory Board meetings were scheduled on several other occasions but were canceled because of the lack of response by members. For the most part, the advisory board was non-functional as a source of direction because of poor organization and disputes or conflicts as to the client group most in need of services by the program and college. These disputes/conflicts eventually led to break-down and disbandment of the Advisory Board.

Staff organization and responsibilities were organized as follows: Program director, this position was held by a member of the college counseling staff and for the most part was an advisory position. As such contact with operational staff was limited to weekly telephone calls and chance meetings after the program was set up and running smoothly. Being a link between the college administration and the operating program, the program director was instrumental in expediting time and bureaucratic formalities within the institution. The program director also offered moral support and direction when program staff met with problems which, at the time, seemed insurmountable. He was also the thrust behind preparing proposals for refunding and program continuance.

The Project Coordinator, a position held by the writer, was responsible for the administration of the day to day project. This position carried with it the

responsibility of approving referrals for program involvement, establishing and maintaining a positive rapport with judicial, social service and other agencies which provided services to the project and clients. Counseling clients and their families, as well as bridging some gaps with probation officers and clients, was the main thrust of this position. The position of Coordinator was second to that of Director which caused both holders of these positions some anxiety because of their individual responsibilities to the project. This anxiety and tension perhaps could have been avoided by a more detailed and specific delegation of duties and responsibilities.

The Field Assistant as earlier noted in this report, was responsible for the identification of potential clients at the probation office, and for maintaining a positive rapport with that office. The Field Assistant also provided personal counseling and academic/vocational guidance to many undecided and troubled clients.

Finally the position of Secretary which for the most part consisted of maintaining files, typing and scheduling appointments for clients with the above staff personnel and social service agencies. The evaluator was responsible for submitting periodic reports to the national project office. These reports were prepared after consultation with all of the above staff members, an examination of the files, and limited contact with clients. Great care was taken by the evaluator to assure the proper information was gathered and an adequate control sample taken.

On several occasions staff meetings were held to discuss different aspects of the project with the evaluator who many times offered constructive criticism of program operations.

Student financial support by and large came from federal programs available to all students. The Basic Educational Opportunity Grant served as the project's prime source of support for clients. Comprehensive Employment Training Act funds also provided a small percentage of clients with stipends. Probably the most helpful however were small grants, loans, and gifts from church and charitable organizations. By contacting these groups by telephone, and explaining whatever predicament we were in that day, we were able to assist more clients than one could imagine. A great deal of the project's success is due to these groups and organizations.

II. Problems encountered during the course of the project will be discussed here in the order they developed.

Our first problem involved the Probation Department and the referral of potential clients to the project. After presenting the objectives and services of the project to probation administrators we expected to receive clients rapidly. However due to the lack of understanding, initiative, or adequate communications within the probation office, or a combination of these, we did not receive any referrals.

In an effort to correct this situation, after three weeks a meeting was scheduled with Probation Officers, and not their administrators, to present and discuss the program and what benefits it could provide, not only the probationer but the officers as well. The officers handling felony caseloads were interested and some provided lists of potential clients at the end of this meeting. This meeting further offered the opportunity for project staff to meet the probation officers with whom they would be working and to form something of a relationship.

Once referrals to the project started coming in we began to have problems providing them with financial assistance. As most referrals had no jobs and had

been recently placed on probation, project staff took it upon ourselves to provide, through donations from charitable organizations, monies for tuition, books, clothing, and in some cases shelter for clients. This assistance was provided on an individual need basis and still remains as a vital service of the project to clients.

Part time employment was secured for some clients as a means of satisfying the cost of community college enrollment, but despite the efforts of staff only a few such positions were available.

Having accumulated some sixty clients over a period of five months, it then became apparent that project staff would not be capable of providing concentrated counseling for all clients involved in the project. This problem was and continues to present staff with much frustration. The nature of the clientele involved in the project requires regular contact with project staff or some member of the counseling staff.

When the program was conceived it was assumed that existing counseling staff would be equipped to counsel program participants. Unfortunately such was not the case at Central Piedmont Community College. While most counselors have obtained graduate degrees, there exist a void in their experience dealing with the personal problems encountered by minority, disadvantaged and ex-offender clients. For the most part counseling staff at CPCC are involved in the design and approval of curricula for students.

To a degree the above problem was alleviated by the assignment of a Sociology graduate degree intern from the University of NC at Charlotte. Working twenty to thirty hours per week, the intern was helpful in individual counseling sessions and other facets of the program.

The intern, who later became a part time salaried staff member, also helped strengthen the relationship with probation officers. Reporting to the probation office three days per week for staffing, he was able to identify first time felons placed on probation as they were assigned to the probation officers.



TABLE 1

25

## Cost of Program per participant

	<u>Charlotte</u>	<u>Denver</u>	<u>Jacksonville</u>
Budget	\$37,615.00	\$37,500.00	\$38,402.00
Target Enrollment	284.96	297.62*	205.36
Target & Non-target Enrollment	242.68	122.95*	152.38

\*Includes all referrals who received minimum services as described  
in the quarterly site report.

*fourth*

Probably the biggest problem, during our 18 months of operation, stemmed from the need for a similar program to aid persons convicted of misdemeanors. Throughout the entire program year we continually heard, from probation officers, their administrators, judges, and probationers, that such a service should be provided for persons before they commit an illegal act of felony degree.

To decrease this problem, we accepted a limited number of persons<sup>5</sup> convicted of misdemeanors, to whom we offered similar services as those given our specific client group. Though this concession did not satisfy some of those persons and agencies in the community, it has provided the program with a regular flow of clients from both categories.

III. Except for the addition of the above intern to the salaried staff, no changes were made in the program throughout its duration.

The title given the intern was Assistant Field Coordinator. The position was made available by rebudgeting funds appropriated for Coordinator and Secretary positions, but not used for those positions because of the college's standing salary scale and the individuals experience and credentials filling those positions.

Essentially the position required establishing and maintaining contact with probation officers and judges to insure the program serviced those persons it was designed to service. The Field Assistant identified potential clients at the probation office, discussed the program and what it could possibly offer the referral, with the officer and the probationer. He reviewed probation files and contacted probationers where necessary to ascertain their interest in the program. Counseling and testing were also included in his duties, which freed the coordinator to direct his attention to other facets of the program.

IV. Several significant things resulted from the existence of the project which can be described as unanticipated.

First we were asked, on at least six occasions, to prepare and submit "school plans" for persons being held in "youthful offender" facilities. Persons confined in these institutions normally receive sentences of 'one day to five years', and require either a job or school plan to be released. The requests for such a plan came from a parent or counselor working with the confined person.

Wherein the ex-offenders met program requirements, and, an interview with the offender or his or her counselor was held, the plan was designed and submitted. However many times we could not design a plan because of our lack of knowledge of the person.

Secondly we were asked to act as character witnesses for persons who had pending cases. We only consented to doing so when we were sure of the individual's performance and could attest to his success within the chosen curriculum.

A third unexpected outcome of the program came in the form of program staff being asked to participate in seminars and panel discussions in the community relative to ex-offender education/vocational training. Staff members now occupy three positions on advisory/governing boards of agencies dealing with juveniles or ex-offenders. We also spoke to two groups of parolees being processed through a pre-release and aftercare center.

The most gratifying indicator of program acceptance came, however, when a supreme court judge 'sentenced' a client to probation and participation in the program. At the beginning of the program we spoke with several judges requesting our program be included in the sentencing of clients judged in need of our services. Ironically the first such sentence was rendered three months prior to program expiration.

Second to the above unexpected outcome was the collaboration of project personnel and the local District Attorney in preparing a proposal for a diversion program. The program would utilize the services of the college and Pre-trial release program combined to divert certain individuals from prosecution.

1. The most noteworthy institutional changes resulting from the programs existence are as follows: (A) The college, which had heretofore only received a few study release students, has now accepted the idea and movement toward rehabilitation of ex-offenders through education/vocational training. Instructors and other college personnel show added interest in some students when identified as program participants. Others who do not have direct contact with students inquire as to the program's progress and some offer assistance in their areas of responsibility at the college.

Project staff have been able to secure special consideration for clients in the student loan and financial aid offices. Most clients are in need of such consideration because they are, for the most part, unemployed and from low income households.

(B) The Probation Department, at the beginning of the program, assigned an administrator to facilitate the referral of potential clients to the program. This arrangement did not prove to be a good one, but could be interpreted as a change and eventually led to program staff having access to office files.

Some probation officers had court and fine payments suspended while their clients were participating in the program.

(C) The local Manpower Training and Vocational Rehabilitation Programs set aside a number of slots specifically for program participants. Both programs supply students with financial aid for tuition, books, and other college related

expenses. The Manpower Program (CETA) also provides a stipend.

(D) Many other agencies showed special considerations for program participants. Charitable and religious organizations made special efforts to aid clients when called upon. For example the YMCA housed some clients at a special rate until other living quarters could be found. PISH gave, on two occasions, a month's transportation expenses, for clients to and from school.

The Department of Social Services, Veterans Administration, Social Security, Public Housing Authority, and Employment Security Commission all designated an individual within their offices to work with project staff to expedite the processing of our clients through their agencies.

As a whole the social service community responded favorably to the program and became more responsive to the ex-offender's needs.

VI. The national organization of the program, I found to be convenient and efficient. With three sites spread about the nation controlled by a centrally located office in Washington, I found a good cross section of ideas and received adequate current information and materials.

The location of the national office in Washington, with its advisory board comprised of representatives from major corrections and educational bodies, offered the staff up to date information and direction.

Advisory Board meetings, staff training sessions and conferences were organized and structured such that all three sites could benefit.

Reports and other materials were exchanged and discussed, thus disseminating the ideas and problems of each project coordinator while at the same time receiving information about other programs in the country dealing with ex-offenders. From my perspective the program structure was ideal with the exception of the "Director/Coordinator" arrangement. This set up presented this coordinator with

problems. The coordinator, though charged with the daily operations of the program was superseded by a director who was in contact with program, at most, once a week. This situation, though workable, presented some conflict as to the timing and coordination of the project plans.

My suggestion would be that the responsibilities given the "Director" in the program be given to the chairman of an advisory board. In such a structure the coordinator would be at liberty to carry out his or her project plans on his schedule, while at the same time having a college official directly related to the program.

1. The education and vocational curriculum of the community college seem ideal for a client group requiring varied levels of involvement. At the community college level clients can receive GED or high school completion courses with credits of his age and maturity level. This does not require him to return to public schools where he often has a reputation as an offender or troublemaker.

Vocational courses at community colleges can be pursued while other academic work is being done. Many clients feel they do not have time to work on high school courses alone, and often place such courses second on their priority lists. During job training, most clients enroll full time and complete their schedules in academic studies.

A second strong feature of the program as it was designed was the use of existing social service agencies to satisfy the needs of program participants.

Like the community college, most social service agencies are designed to aid the general population, ex-offenders or probationers included. The tragedy is that this group is not aware of the procedures necessary to obtain the services or benefits of such agencies. For the most part the program has acted as a bridge for the clients in this area. Directing clients to the appropriate

agency to handle a certain problem, or helping an individual complete the many forms required for assistance, has meant the difference for many clients.

The one weakness I found in the project conception was the number of clients we were expected to service with so few staff members. Had we not been able to hire the additional staff person I doubt seriously if the number of clients would have received as thorough a service as we were able to provide.

Further, these clients would not have received ongoing attention as the process was cumulative. Had the project been designed to enroll probationers only, the process and staff would have been appropriate, but counseling and other duties require more than two full time employees if they are to be effective and measurable.

III. The current program will end as of July 31, 1976, but plans have been made to continue the project, with changes, pending receipt of funds from the Department of Corrections in October '76.

A number of proposals were prepared and submitted to potential funding sources to continue the effort but, to date, the Department of Corrections, Adult Probation and Parole, is the only agency to respond with any degree of interest.

As notification of a grant award will not be forthcoming until late September, the college has consented to maintain the salary of the coordinator and possibly a support position as well. This continuation will, however, terminate at the end of September should the Department of Corrections be unable to fund the new project.

X. Changes in the new program proposal have been made to reflect the interest and needs of the community. First the new program will service approximately one hundred and fifty probationers and parolees, as referred by the Department of Corrections. Such referrals will have been convicted of misdemeanors and felonies with little regard to the category of conviction. This change will make the

program more attractive to officers and administrators of the Probation Department, while offering the services of the college and program to almost any person within the judicial system who desires training.

A second group of clients, approximately fifty, will come from the District Attorney, Public Defender and Pre-Trial Release offices working as a unit to divert youthful offenders. This facet of the program will service persons identified by the above offices for training as an alternative to judicial processing.

All clients will receive payment for tuition, books and other school related expenses as well as a stipend of \$20.00 per week for the first 24 weeks of enrollment. During the current program we have found this period to be the most difficult for enrollees while it also affords students ample time to receive notification of Basic Education Opportunity Grant awards.

Pending the receipt of said funds, the new program will also provide four new counseling positions for a ratio of some thirty odd clients per counselor. Given such a ratio, staff will be able to maintain close contact with individual clients to ensure thorough and complete services for all enrolled.

Continuation funds applied for from the Department of Corrections will provide nine months of funding and subsequent inclusion in the NC State LEAA Plan. After this initial period it is possible that the program will be used as a model for other community colleges in the state. Upon successful completion of this nine month period the results and statistics will be shared with such institutions and other interested state and federal agencies.

Because of the nature of the program and its clientele a low public profile will be maintained until some success factors can be accumulated and identified.



x. For the most part I feel the program has been a tremendous success. The program has provided full educational, occupational and human service assistance for clients who are suppose to receive such assistance from the probation department. Due to the overwhelming number of probationers, such assistance is virtually impossible from this office.

Secondly, the project has developed a collaborative relationship between the community college and justice agencies. The program has provided the probation officer, public defender, district attorney, and courts a viable alternative to just probation. It has proven that an existing agency within the community can be of use in the rehabilitation of ex-offenders.

The program has also offered encouragement to the college to develop programs specifically for ex-offenders. Before the beginning of the current project programs at the college were directed to the training of police. Now there is some attention geared toward maintaining and expanding the present effort, as well as offering courses for this specific client group.

Further the program has demonstrated to all who were aware of its presence that contact with such persons does not have to be a negative experience. Program participants have existed, throughout the program year, without being involved in a single incident which would cause such a program to become controversial.

Throughout the program year I have continually reflected upon the causes and reasons for clients to arrive at being placed on probation. Many were convicted of offenses which I felt were non-sense, such as 'possession of less than a gram of marijuana', and 'loitering'. An even greater number were convicted of crimes of a more serious nature, such as 'armed robbery' and 'assault'. The causes and reasons I concluded, cannot be singled out as simply as "a" and "b", but the majority seem to stem from a deficiency within our society which begins and is manifested in our public educational system.

It is my conviction that in order to stop or lessen crime, the educational community will have to redirect much of its' energy to equip youth with adequate academic and vocational training to allow an individual to provide a decent living for him or herself. Some 85% of persons enrolled in the program this past 18 months have less than a tenth grade education, while a total 95 percent did not complete high school. Given such a low high school completion rate, coupled with the low income, disadvantaged characteristics of our client group, crimes such as armed robbery, burglary, mugging, and breaking and entering become a way of life for many.

The program and this year of experience, working with such individuals, has reinforced my conviction. A 'band-aid' approach to the problem of crime will only serve to decrease the flow of offenders through our society. If we are to eliminate this problem a more comprehensive approach is necessary and should start within our public school system.

FLORIDA JUNIOR COLLEGE AT JACKSONVILLE

Final Coordinator's Report

June, 1976

Project Staff

Paul C. Trautmann  
Project Director

Carol S. Miner  
Coordinator

Betty A. Marshall  
Secretary

Mickey K. Bumbaugh  
Student Service Specialist

### Project Operations

The Offender Assistance project at Florida Junior College has evolved throughout its eighteen months of operation from a staff of project director, coordinator and secretary to include a master's intern and student services specialist. The coordinator serves as a liaison between the college, the criminal justice system and the community; provides academic, career, and personal counseling to program participants; and performs various administrative and public relations functions. The project director's main role is to serve as liaison between the project and the college. He keeps the project up on college procedures and communications and lends the program stability by his permanent position at the college.

New staff members added in March 1976 include a student services specialist and master's intern. The specialist follows up on program participants in person, by phone, or letter. The master's intern is available for counseling and coordinating the volunteer tutors in addition to conducting various skills classes.

The staff is familiar with both the college and community resources which are utilized to fit each individual student. The Probation and Parole Commission is aware of the program's services and expertise and has referred participants in excess of grant requirements.

Probationers who demonstrate interest and motivation in continuing their education are referred to the program by their

probation officer who gives the probationer information about the program. The probationer makes contact with the program and has the responsibility for making his own appointment.

After the intake interview, which consists of a dialogue about educational goals, financial aid, and other social services, the student enrolls in any of the college's programs: ABE, High School Review, high school credit, vocational-technical and college credit.

The Advisory Committee has been truly supportive in its advisory capacity. Moreover, during grant negotiations with CETA, the committee was instrumental in securing funds by writing letters of support to influential agencies and persons. However, the most beneficial service the committee provides is that of feedback by constructively criticizing the program.

The evaluator and consultant have also proved to be supportive and helpful. Both have provided insights and opportunities for in-depth discussion of policy and procedure. The evaluator has been involved with the project from the beginning and has had the challenging job of evaluating a novice program where no model existed. He has worked well with the coordinator and specialist in preparing these evaluation reports. Dr. Robinson has also provided a valuable link to the University of North Florida, enabling us to use the University as a resource for the program. Dr. Aker provided the program with a broad range of additional contacts because of his many affiliations.

Through the FJC Foundation and Resource Development, the program was able to obtain student support early in the grant period. IBM donated \$2,500.00 to be used for tuition, books and fees. An additional \$1,000.00 was given by an IBM executive

for book grants. These monies were important in getting our students into school at the earliest possible time and made the program more responsive and viable to the Probation and Parole Commission. Since no financial aid existed for high school students, these monies were our only resource for high school student support. College credit and trades students were able to utilize the regular financial aid packages afforded to all students. Those who had not allowed enough time for their financial aid applications to be processed also took advantage of the IBM money.

Fortunately, FJC has a comprehensive high school program. Almost 45% of the program's students are enrolled in high school credit classes or are preparing for the GED in other ways. Twenty-one percent are enrolled in over 40 vocational-technical programs and 34% are enrolled in the college credit area, usually undertaking an Associate in Science degree. Most of the probationers we see are far from being "professional students". Most are pursuing higher education to find better jobs.

#### Problems

Some of the problems encountered by the project were inherent in the college itself, such as having a campus in four different geographical locations throughout the city. This creates transportation difficulties for many students and leads to individual idiosyncracies that are often confusing. The project began on North Campus and later relocated Downtown causing some problems at first, but in the long run facilitated services for the needs of our particular clients. Another college problem was the semester

system itself: many of our clients were motivated to begin class immediately and having to wait for the next term added to their frustrations. Many junior high and senior high student records were lost when students were bused from one school to another or when clients otherwise changed schools. Tracking down these student records kept many students from registering immediately in junior college.

Other areas of concern within the project itself were the inadequate space, staffing and lack of follow-up data. Towards the end of the project, however, part-time professionals were added to gather evaluation data. Even then, the clients were not easily contacted and data remains incomplete.

An unsolvable problem which was discovered through follow-up is the basic health needs, both physical and mental, of the clients. Many students who dropped out of school did so for health related reasons. Adequate care is not readily available and usually comes too late.

An issue unrelated to the college that affected the program was an upheaval in the Parole and Probation Commission in July 1975. A sudden large lay-off in personnel added to the confusion of getting referrals and keeping in contact with a client's probation officer.

Retaining the low profile both within the community and the college has been a challenge. The project anticipates retaining this profile, however.

The problems connected with the CETA funding were tremendous. It is enough to say that despite the obstacles, the project will be funded until June 1977 by CETA college funds.

## Changes

One of the biggest changes during the project was moving the project site in September 1975 from an outlying campus to the Downtown Campus so that the program would be more assessible. This move necessitated a change in project directors. Later, secretaries changed. Despite this move and turn-over, services continued and were later extended to non-target clients as well.

Since no raises were given for FY 75-76, the extra salary money in the budget was used to hire a part-time specialist and master's intern in March 1976. The project was able to get better follow-up data and provided intervention when necessary.

The project expanded its role from referral to include providing group workshops such as the Human Potential Seminar (August 1975) and the Job Skills workshops (May 1976) for students, and the Reality Therapy workshop for community services and Probation and Parole personnel (June 1976).

The college eliminated the disclosure of past criminal record on the college admission forms because of a conversation the coordinator and national director had with the college president on a site visit (Fall 1975). In addition the college provided over-rides for our students when a cap was put on enrollment.

The final change is from AACJC funding to CETA funding. Again, we will be developing an almost new program (July 1976).

## Unanticipated Outcomes

Despite the many duties and responsibilities of the program staff, we at Jacksonville have exceeded those requirements and expectations for the program. That is unexpected. In addition to fulfilling program requirements, we were able to sponsor a workshop



for the benefit of community services and college personnel.

Because of her involvement with community agencies, the coordinator serves as treasurer of the Community Services Advisory Board and as a member of the Jacksonville Drug Abuse Steering Committee.

These community contacts and the close interaction with the Probation and Parole Commission were the impetus and inspiration for the Reality Therapy Workshop.

Through LEAA was not interested in funding our project, they have written the program into the state plan as a resource, and the program is listed as a resource in The Directory of Community Services for the city of Jacksonville.

The staff has participated in the National Conference on Alternatives to Incarceration, the Southern Conference on Corrections, Wingspread, the Education Occupational Standing Committee for the state and was invited by the President of the college to participate as an exemplary program at the American Association of College Trustees Seminar in New Orleans. Both the coordinator and specialist almost were able to participate in an international conference.

After the first frugal months of recruiting, it was unexpected that we would be interviewing nearly thirty referrals (target and non-target) per month by the end of the grant period. Other interesting outcomes include: the percent of program participants jailed is the same as the percent who have completed their educational goals to this date; two - thirds of those students in class had direct intervention by the specialist and/or intern; only 6% of the participants dropped out of school for negative reasons; 74% of the in-class group are employed or feel they will be employed in the near future; and probationer's residence program referrals proved to be a very high risk group. We also found it necessary to develop a continuum for progress

evaluation since there were so many factors and variables influencing a student's successful completion of the program. This continuum may prove useful to the operation of other social action programs when it is further improved and developed. Therefore we will see if it can be published.

The Target magazine has brought numerous requests for information. We have already responded and will follow up on these inquiries in the future.

### Institutional Changes

The Offender Assistance Program was granted the override privilege for program participants who wish to enroll in high school or vocational - technical programs. (two-thirds of our total enrollment). In addition, FJC has allocated \$22,090 of its operating budget to the program for FY 76 - 77. The plans for the new campus include specific office space for the OAP, including one office in the administration area.

Though we have made no institutional changes in the courts, we have become an integral part of probation and parole. A liaison officer permanently assigned to the program, and we are accepted and welcomed to probation and parole staff meetings.

### Program Organization Effectiveness

The program organization was reasonable and productive. It was beneficial to this site to be affiliated with the American Association of Community and Junior Colleges. It was impressive to the community to have "officials from Washington" involved and promoting the program. In addition, the Washington office, through its efforts and the affiliations of the national advisory board, was able to involve the sites in conferences, and update the coordinators through articles

and other informational services.

An interesting occurrence was the variation of the programs as they evolved at each site. Through our mutual interaction with the national project director, we were, in many instances, able to share our experiences. It would have been more effective however, if the coordinators would have had more direct communication with each other. Our reports should have been shared among ourselves or the national project director could have forwarded them. This was effectively done with evaluation reports. In summary, the national organizational arrangement was a desirable model which at least promoted the program at the Jacksonville site.

#### Weaknesses and Strengths

In many cases it is difficult to make a determination of whether a particular factor is either a strength or a weakness; for example, the small budget needed to maintain the project is a strength in that it makes it possible for the project to be more easily duplicated at other locations. On the other hand, the budget does not support enough staff to really do the best job, nor does it allocate enough money for a comprehensive evaluation.

Another ambiguous factor is the effect of staff personalities in the success of the project. If the acceptance of the program depends upon the congeniality of the staff, the program has a major weakness. It has been a definite advantage that the Jacksonville community, referrals, FJC personnel, and criminal justice professionals have been receptive to the coordinator. However, the concept of the program is sound and should perform well even with staff turnover.

Both the national office and the college have given the program freedom and flexibility of operation which has proved to be a

strength at the college level since the project was new in scope and needed flexibility to make new contacts in the community. It was important that the national office allow each project the freedom to adapt to its own setting. This position saved unnecessary problems between the site project director and the national project director. Jacksonville was fortunate to have begun the project immediately and did not need much direction from the Washington office. But at both other sites, the length of time needed to select an appropriate staff was prohibitive and action by Washington was needed.

There was some shortsightedness in funding an eighteen month grant designed to evaluate educational progress of two-year community college programs. Though we have evidence of what results might be expected, it is too much to ask for the program participants to show much change over such a short period of time.

The concept of first offender felons on probation seems clear enough at first, yet it took weeks of discussion to determine what "first offender felon" in Duval County really was. Perhaps it was beneficial for each site to determine its own definition, but it would have been more expeditious to have a working definition for immediate recruitment. Again, there are pros and cons to this situation. The program was able to synthesize the goals and objectives of the national office to fit the local needs, but it was a painfully time consuming exercise.

The grant originally called for two coordinators to perform the required responsibilities of the project. This would have been more reasonable. All three projects have found it necessary to find additional staff through interns or existing counselors assigned to the program. The two counselor approach would have produced even

ter results.

The lack of student support is another issue that can be seen both a weakness and a strength. Since the program participants have real financial difficulties, we have seen them give up a long term educational goal for a short term job offer. However, it would be difficult to withstand the criticism of the community if we offered "free ride" to offenders.

#### Future

CETA 108 Governor's Discretionary Funds are forthcoming for fiscal year '76 - '77. The project will recruit offenders in various categories: misdemeanants, felons, parolees and juveniles. The college has matched the \$29,500.00 Ceta funds with \$22,090.00 from its own budget. Half of these matching monies will be used for student support for each student's first semester of school. The program expects more contacts with participants and will offer skill courses on a monthly basis. We intend to continue using interns and direct intervention so that students will have the encouragement they need to continue in school.

The program will continue to use low key publicity in the community. We expect to disseminate information by following up on inquiries brought by the Target article.

APPENDIX 8.

PUBLICITY CHRONOLOGY

The following items describe the extent and nature of the national office's efforts to publicize this program. The list includes notification of the program by other individuals and organizations.

- 8/74 AACJC news release on project funding
- 9/74 Project announcement in Community and Junior College News, AACJC
- 11/1/74 Program description in AACJC's President's Memo (monthly sent to member colleges)
- 11/74 Inclusion as a reference in the NEXUS information system on offender programs
- 11/74 Program description in Virginia, Maryland and District of Columbia Association of Student Financial Aid Administrators Newsletter, Maryland
- 1/16/75 Panel presentation at the National Workshop on Federal Programs and Resource Development, D.C.
- 1/20/75 Reference in Staten Island Community College Offender Program evaluation
- 2/75 Article on community corrections and community colleges highlighting Offender Assistance Project, AACJC Journal
- 3/75 Project description in Community and Junior College News, AACJC
- 3/15/75 References in two separate deliveries at AAHE annual convention, Chicago. One of these presentations was published in the AAHE convention proceedings
- 4/75 Program description in Cope Dope, publication of Montcalm Community College offender program, Michigan
- 4/75 Grant award notice in AACJC Journal
- 4/15/75 Panel presentation at AACJC's annual convention, Seattle, Washington
- 4/22/75 Program notice in President's Memo
- 5/75 Program note in Open Circle, Center for Higher Education publication
- 5/15/75 Presentation to the regional meeting of the Correctional Education Association, Atlantic City, New Jersey
- 7/14/75 Presentation to the National Conference on Correctional Education, Indianapolis, Indiana

- 9/19/75 Panel presentations at National Conference on Alternatives to Incarceration, Boston; three panels
- 10/6/75 Reference in AAHE's Newsletter, D.C.
- 10/10/75 Informal discussions at FIPSE National Project Directors' Meeting, Airlie House, Virginia, and a year later in Wisconsin
- 10/28/75 Informal discussions on program at the National Conference on Vocational Education in Corrections, Ohio State University, Center for Vocational Education, Columbus, Ohio
- 11/2/75 Presentation to interns in Community College Resource Development Seminar D.C.
- 11/24/75 Presentation to AACJC's Board of Directors, Reston, Virginia
- 11/75 Note on program in The Woman Offender Report
- 12/1/75 Program description in AACJC's President's Memo
- 1/8/76 Presentation to ACE's Academic Affairs luncheon group, D.C.
- 1/28/76 Presentation to interns in Community College Resource Development Seminar, D.C.
- 2/10/76 Panel participation in School to Work Conference, D.C., conducted by Ohio State University, Center for Vocational Education, sponsored by NIE
- 3/4/76 Panel presentation at the National Conference on Community Services in Community Colleges, San Diego, California
- 4/76 Notification in Target of Wingspread Conference and an article on the Jacksonville model
- 6/15/76 Publication of project publication, "Offender Assistance Programs Operated by Postsecondary Institutions of Education - 1975-76", AACJC
- 7/15/76 Notification that ERIC would include "Trends" and program directory in its system
- 7/15/76 Paragraph describing project's report "Offender Assistance Programs Operated by Postsecondary Institutions of Education - 1975-76" in President's Memo

In addition to these individual items, project staff distributed 1,800 project brochures to AACJC member colleges, to criminal justice agencies, and to individuals who wrote to the national office to inquire about the program. Also, some of these brochures were given to the demonstration sites so that they could respond to local inquiries about the program. Approximately 300 copies of the

literature search, "Trends in Offender Vocational and Education Programs: A Literature Search with Program Development Guidelines" were mailed to a wide audience. The Federal Bureau of Prisons through Sylvia McCollum, Education Administrator, and member of the national advisory committee, duplicated this paper for the project. The national office also responded to approximately 600 letters asking for information about the program. Frequently copies of "Trends", the directory of offender programs, and the "Grant Application/Progress Report" were included in response to these letters.

AACJC published at its own expense Ellen Eubert's "Offender Assistance Programs Operated by Postsecondary Institutions of Education - 1975-76." Complimentary copies were mailed to member institutions and to all the colleges listed in the paper. The paper is available through AACJC and, along with an abstract of its contents will be included in the ERIC system. In collecting the data for this report, approximately 300 letters were mailed to colleges, state education offices, and various criminal justice organizations. Each of these letters contained information about the Offender Assistance Program.

The total volume of office correspondence exceeded 1,000 individual pieces.

A feature article on the results of the project is planned for a subsequent issues of the AACJC Journal.



APPENDIX 9.

Quarterly Report

1. Describe your major activities for the past three months. Include in this the following details:
  - a. interaction with the project evaluators and/or consultants;
  - b. interaction with community human service agency officers;
  - c. interaction with college officials;
  - d. interaction with the project advisory committee.
2. Describe staff activities with project referrals. Include in this section descriptions of services provided to referrals.
3. List the problems that you have experienced in the past three months. For each of the problems you identify, describe the solutions which you developed to solve them. Provide some background information to show how the problems developed.
4. Describe any changes you have made in the program as the result of your experience to date. This section would include, for instance, a description and an explanation of changes made in the college agreement statement, in the probation-college agreement statement, in the assessment program, etc.
5. Outline your project plan for the next three months.
6. Attach the following items to the report:
  - a. all publicity notices on the project, including newspaper articles, magazine articles, college press releases, letters to the editor, etc.;
  - b. notifications of community actions which could directly or indirectly affect project operations (for example, state quotas placed on the number of students permitted in community colleges, a change in the college's tuition waiver policy, closing of a major industrial firm, etc.);
  - c. the minutes of local advisory committee meetings held during the last quarter.
7. A candid description of your estimate of the progress of the project to this date. This section might include a self-evaluation, an evaluation of your program, an evaluation of the function of the various parts of the program, including the national office.
8. Additional remarks.

APPENDIX 10.

**Site** \_\_\_\_\_

- III. Enrollments by month: (circle month)

[illegible]

E. other (Identify) \_\_\_\_\_

F. not yet programmed

**V. Assistance:**

A. grant (fed., state, local, college)

B. scholarship (fed., state, local, college)

C. loan (fed., state, local, college)

D. community agency:

1. CETA

2. vocational rehabilitation

### 3. welfare

#### 4. Salvation Army

5. other (Identify) \_\_\_\_\_

2. other (Identify) \_\_\_\_\_

## VI. Drops to date (total)

A. reasons for drops: (indicate numbers)

1. moved out of district

2. new offense

3. lack of interest

4. failure in program

5. no known reasons; can't locate

6. other (describe) \_\_\_\_\_

B. length of time each drop participated in program:

1. less than one month

2. Less than three months

3. less than six months

4. less than nine months

5. less than twelve months

[illegible]

TARGET

NON-TARGET

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VII. Numbers who have completed original programs and who are no longer enrolled

VIII. Use remaining space to explain any apparent discrepancies in the numbers reported, i.e., students enrolled in two college programs, students receiving support from several sources, etc. Provide numbers in these explanations.

UNIVERSITY OF  
100 W. 11th St.

CLEARINGHOUSE FOR  
JUNIOR COLLEGES



**END**