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National Evaluation Program
Phase I

Correctional Education Programs For Inmates: Summary Report

National Correctional Education Evaluation Project

SCHOOL OF EDUCATION

LEHIGH UNIVERSITY

4816

AUGUST 1977

NATIONAL CORRECTIONAL EDUCATION EVALUATION PROGRAM

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This study was supported by a grant #76-NI-99-0126 from the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration, United States Department of Justice. Such support does not necessarily indicate concurrence with the contents of this report.

NATIONAL EVALUATION PROGRAM
PHASE I SUMMARY REPORT

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NCJRS

JUN 29 1978

ACQUISITIONS

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This project was supported by Grant Number 76-NI-99-0126 awarded to the School of Education, Lehigh University, Bethlehem, Pennsylvania by the National Institute of Law Enforcement and Criminal Justice, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in the document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

August 1977

National Institute of Law Enforcement
Law Enforcement Assistance Administration
U.S. Department of Justice

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CHAPTER I

THE ISSUES

The issue of educating adult offenders has undergone considerable review during the first half of this decade. Growing attention and debate has been given to the need to focus on the nature, scope and effectiveness of the educational programs that are available to the inmates of the state and federal prison systems.

This interest has its cause, at least in part, in the general recognition that the correctional system, as a whole, is prohibitively costly in human and economic terms. A second factor is the growing awareness that the lack of educational and job skills is unusually high amongst inmate populations. If it is to be accepted that academic, vocational, and social education are the keys to success, then a majority of inmates have been at a disadvantage from an early age.

There are indications that such disadvantagement may be a significant caused factor in anti-social behavior. Certainly, the measurable educational levels of inmates is not high:

- The Federal Bureau of Prisons estimates that up to 50% of adults in federal and state facilities can neither read nor write (Reagen, Stoughton, Smith, and Davies, 1973)
- 90% of all inmates have not completed high school (Freedman, 1974)
- 85% of inmates dropped out of school before their 16th birthday (Roberts, 1971)
- The average inmate functions 2-3 grades below the actual number of school years he has completed (Roberts, 1971)
- Two thirds of inmates have had no vocational training of any kind (Roberts & Coffey,1976)

The Correctional Education Project of the Education Commission of the States (ECS, 1976a) has recently reaffirmed these findings.

> When educational levels of adult inmates are compared to percentages in the general population with similar educational backgrounds, disproportionally high percentages of functional illiteracy and minimal education are shown to be characteristic of the largest number of institutionalized people. (p. 13)

Although there is an admitted lack of valid measures that can be used to accurately predict the impact of education upon an individual's relative success or failure in society, the ECS's findings point to an important consideration with regard to the findings listed and noted above.

> Perhaps more to the point, it is obvious that to the extent that offenders cannot use knowledge and skills obtained from normal culture to cope with normal society, they will use knowledge and skills obtained from deviant cultures to cope in whatever way they can. (ECS, 1976a, p. 14)

Several authorities have commented upon the lack of knowledge of the effects of educational programs on inmates (Ayers, 1975; Reagen et al., 1973). The final report of the President's Task Force on Prisoner Rehabilitation, 1970, found that only about 1% of prisoners are involved in any kind of education program and that less than 1% of prison budgets are used for educational programs. In addition, the report asserted that "little is known about the nature, scope, and effectiveness of education programs for the inmates of the adult correctional facilities of America" (U.S. President's Task Force. . ., 1970).

Education's traditional role of "outcast" in the mainstream of corrections' power, policy and decision-making apparatus is at the core of this lack of critical assessment, limited knowledge base, and the significant absence of substantive information about the impact of educational programs. For the most part, the central discussion, with regard to educational programs in corrections, tends to be one of bare survival. At best, this

discussion is one of methods, techniques, and numbers, rather than any serious evaluation of goals, purposes, and expectations.

Despite this lack of knowledge, the absence of rigorous evaluation models, and the consistent subjugation of education within the institutional heirarchy, a range of fragmented attempts to develop more appropriate and effective educational programing for inmates has started. In all levels of correctional systems, both state and federal, efforts are underway to increase academic, vocational, and social skills. These programs are usually financed by "soft" money from an amalgam of federal sources, under the auspices of the U.S. Office of Education and the Department of Labor, and through LEAA grants administered by State Planning Agencies. Private corporations, including RCA, Ford Motors, IBM, and Volkswagen have also begun to enter the field.

The administration of these programs varies with the institution, and the process is further complicated by the multiplicity of administrative controls found at state and national levels. The only centralized administrative unit is that of the Federal Bureau of Prisons, which operates through regional directors. The rest of the system varies from state to state. Funds and programs may be initiated and controlled by the respective State Department of Education, or they may be, as in New Jersey, Texas, and Virginia, controlled by a special administrative school district for correctional facilities. In some states, there is a direct contract for staff and services with a school district, vocational-technical school, community college, or university adjacent to a particular institution. Other state programs are administered by a county or regional education facility.

In large measure, the vast range of educational programs, with their patchwork of funding sources and varying administrative designs, have contributed to the confusion, misconceptions, and undefined character of institutional education for inmates.

While correctional education programs now exist in all state and federal facilities, the design of the programs varies. Some of these programs are innovative. Many are anachronistic in both concept and implementation, and mirror the worst of the educational system in the "outside"

world (Roberts, 1971). With rare exceptions, they tend to present "the mixture as before", which has already failed to provide for the inmate population a remedy for academic, vocational, and social problems. While there are some widely known educational programs which "contribute greatly to the advancement of the state-of-the-art, others are almost secretive in their content and procedure; some are a major effort of educators, while many are a minimal action of correctional personnel" (Reagen et al., 1973, p.246).

In this somewhat separatist atmosphere, the study and assessment of the goals, purposes, and effectiveness of correctional education appears to remain unattended. Until this overriding issue is acted upon, there can be little hope of positively changing the perceptions of those who set policy for correctional institutions, those who staff these institutions, and those who are the "consumers" of educational services - the inmates.

In reviewing the literature, program descriptions, "head count" analyses, and evaluations it is hard not to form the opinion that one salient reason for the dearth of goals and purposes in institutional education programs is the absence of a consistent and effective evaluation component. In most cases, evaluation of educational programs, even when mandated, is less than adequate and, if present, consists of a gathering of opinions and a fiscal accounting. There is no clear pattern in program evaluation of what exists, what has been successful, or what has failed. Sometimes no information regarding the existence of a funded program exists, let alone an evaluation. There are, of course, rare exceptions, but, because these exceptions are indeed so rare, one is often loath to draw conclusions or to make any "intuitive leaps" to the larger prison population.

The more detailed "catalog" of issues which follows is based upon the analysis of all available literature and research.* A complete bibliography is attached. The

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For detailed discussion of these issues see Correctional Education Programs for Inmates, Bell, et al, Lehigh University, January, 1977 available from the National Criminal Justice Reference Service.

exploration of the literature and research concerned itself with four general categories of educational programs which are common to correctional institutions, and social education, a recent and as yet vaguely defined category which, to a great extent, overlaps and incorporates the other four. The five categories are as follows:

1. Adult Basic Education (ABE) Programs

For the purpose of this analysis, ABE projects include any organized effort to improve the basic literacy, linguistic, and computational skills of those inmates who are either functionally illiterate or for whom there is a large gap between the attained and potential achievement in such skill areas.

2. Secondary Education and General Education Diploma (GED) Programs

These programs are in the area of secondary education, where, for those inmates who have not completed high school, curricula and instruction are usually developed for the purpose of enabling an inmate to obtain a General Education Development credential. Such programs are primarily designed for those who are functioning at the secondary level of achievement, and who desire to take the High School Equivalency Examination which is periodically administered within the institution.

3. Post-Secondary Education Programs

This group of programs includes any college courses available to inmates for which they can gain academic, transcripted credit. These courses and programs are usually made available as part of a cooperative effort between the institution and nearby two- and/or four-year colleges. These courses generally serve as an introduction for inmates to college-level disciplines. In some institutions it is possible for the inmate to earn an associate or bachelors degree without ever leaving the prison.

4. Vocational Education Programs

The goal of these programs is the development of job-related skills through a combination of on-the-job training and classroom experience within the institution. Some of these programs may include the more specific goal of

the acquisition of a trade or technical certification.

5. Social Education Programs

The programs in Social Education are the most difficult to describe or clarify. Essentially, they are those programs, almost unique to institutions which prepare the inmate for reintegration into society after a lengthy period of incarceration. Such programs would typically include life skills, decision-making skills, job interviewing skills, group and family living skills, interpersonal skills, problem-solving skills, consumer education, and communication skills. The facts that such programs are of relatively recent vintage, that they infringe upon the role of prison treatment staff, and that they are, by definition, involved in all of the four previously identified educational program categories, make social education a difficult area to adequately synthesize.

The issues associated with each of the five areas were examined from five different aspects:

A. Funding and Administration
B. Nature of the Institution
C. Program Design
D. Access to Resources and Materials
E. Evaluation

The catalog of issues presented here are a synthesis of those identified in the literature, the research, and by a number of experts in the field. They are in no way thoroughly or exhaustively presented or argued, nor do they represent all the issues pertinent to a complex topic. Instead, they are presented as those issues which commonly appear in all programs and are readily agreed to by a substantive body of opinion in the field, the literature, and the research. It is against this "backdrop" of issues that the remaining explanation summarized in the remainder of this report was undertaken and the implied assumptions tested.

A. Funding and Administration

Issue 1. Conflict between those external agencies responsible for the administration of educational programs for inmates

This issue seems to have its roots in the fact that there are usually several agencies within each system which have some responsibility for providing educational programs for inmates. These may include, but are not limited to, the State Departments of Education and Welfare, the State Department of Corrections, several local institutions of higher education, and local public school systems. While this has been ameliorated to some extent by a centralized or regionalized administration in the Federal System and within some states, most sources see this as a principle issue.

Issue 2. Conflict between administrators within the prison

Most authorities indicate that this issue is an outcome of the fact that critical administrative and policy-making decisions relative to educational programing are made by those who are most concerned with security.

Issue 3. Lack of comprehensive planning to provide long term funding, development and integration of educational programs

This issue is an inevitable result of Issues 1 and 2 and, to some extent, of those which follow. It is both caused and compounded by the facts that educational programing has a relatively low priority within the correctional institution and that it lacks credibility in the eyes of both security and other treatment staff.

Issue 4. Lack of adequate funding

While an issue common to corrections as a whole, there seems to be some justification for the argument that education may be in need of some additional funding. This appears to be particularly true if the problems of outdated equipment, inappropriate instructional material, and lack of supportive services are to be addressed.

Issue 5. Diverse sources of "soft" funding

The number of federal and state agencies which provide funds for correctional education under varied auspices are numerous, so numerous, in fact, that considerable administrative manipulation, time and effort is consumed in seeking them out, fulfilling the requirements, completing

proposals and tailoring programs to fit their guidelines. As funds are usually granted for relatively short periods and are subject to change on at least an annual basis, their "soft" status adds considerable uncertainty to administrator, teacher and inmate. They are also often part of a state wide allocation and as such require correctional educators to lobby for their share.

Issue 6. Lack of knowledge of the availability and requirements of funding

The correctional education administrator is not always knowledgeable about the various sources of funds within state and federal appropriations. If the administrator does have such knowledge she or he may not have the power, the skill, the personnel, or the time to seek out such funds and consequently is restricted to funds allocated to the program under appropriations over which he or she may have no control.

B. Nature of the Institution

Issue 7. Conflict between the contradictory philosophies espoused by custodial and treatment personnel

This difference in attitude is of long standing and an accurate reflection of the prevailing attitudes within the society-at-large. This issue, however, is compounded by the relatively wide, and acknowledged, rift between the treatment and education modalities within prisons. The outcomes of this "triangulation" are lack of communication, some hostility, internal competition for funds and lack of an integrated treatment plan which includes educational objectives.

Issue 8. Low priority of the educational program within the institution

A direct outcome of issue seven has been a lack of adequate assignment of space, staff and materials. In addition, there is a widely reported lack of cooperation and understanding among non-educational and educational staff within the institution, making educational activities seem more susceptible to interruption than any other institutional activity. These both attest and contribute to education's low priority status within the institutional framework.

Issue 9. Limitation of educational opportunities by lack of contact with outside world

Community resources and experiences normally available to those enrolled in all levels of education programs in the community are almost non-existent in the correctional institution program. This makes implementation of an effective vocational, social or post secondary education program particularly difficult because such "external" resources and experiences are invaluable.

Issue 10. Lack of incentives and use of coercion

The inmate is often put at a disadvantage when enrolling in an educational program. Frequently he is embarking upon a venture at which he has previously failed. The financial rewards for participation in education programs within the infra-structure of the prison are often lower than those for any of the alternative activities he could choose. The availability of educational programs may be restricted to the evenings when more attractive alternatives are available. An inmate's efforts in a program are not always reinforced by his inmate peer group. In spite of these negative forces, he may be coerced, albeit subtly, into attending class by the suggestion that such attendance will look good on his parole or commutation application.

Issue 11. Hostility of security staff toward education programs

Security staff are often resentful of free educational opportunities made available to "criminals" since they or their families have never had the opportunity to avail themselves of such free opportunities. Moreover, their education and that of their families may have cost them dearly. This issue seems to be particularly critical in times of general economic hardship such as those experienced in recent years. This attitude on the part of the security staff is often manifested by a lack of enthusiasm for the efforts of the correctional educator. It may also result in an indirect "sabotage" of some programs.

C. Program Design

Issue 12. Courses not part of an integrated program

Many of the courses presented appear to be islands unto themselves rather than being part of a planned educational program which in turn is part of an integrated treatment plan. This ad hoc approach has little, if any, meaning to the inmate and has no relevance to his needs upon release.

Issue 13. Lack of specificity in the design of a course

This parallels the Issue 12. Many courses have no specific goals in mind and no adequate pre and post assessment. They often reflect the worst of the public school offerings in which the inmate has already experienced failure and which may have little meaning for him either presently or in the future.

Issue 14. Inadequate procedures and criteria for student selection for, and placement in, appropriate educational programs

There is distinct support for the view that the procedures by which students are selected for, and placed in correctional education programs are, at best, inadequate. The instruments used are often inappropriate, invalid and badly administered. The criteria for placement in programs often include availability, time remaining on sentence, number required to complete minimal class roster, whim of counselor or lack of any alternative.

Issue 15. Lack of adequate support services, especially after release

In order that educational programing is carried out to the inmates' benefit there is the need for accurate educational diagnosis, counseling, and career planning on a continuing basis. The lack of these support services is a clear issue. The literature received also indicated that such services assume critical importance immediately prior to release and particularly during the first months "on the street".

Issue 16. Poor quality of instruction and lack of specially trained teachers

This has been identified as an area of critical importance by most authorities. The special needs and circumstances of inmates require specially trained teachers with

unusual personal qualities. Such teachers are rare due to the small number of training programs specifically designed for correctional educators. The difficulties experienced in teaching in corrections have forced many good staff out of the field. The vacuum has often been filled by teachers and administrators who are inadequately trained to meet the specific educational needs of the prison population.

D. Access to Resources and Materials

Issue 17: Inadequate and anachronistic materials and machinery

This issue seems to be compounded by two factors. The nature of the typical client - an adult inmate with severely retarded academic growth - makes it difficult to find materials which are appropriate and effective for offender populations. Publishers have yet to prepare appropriate high interest and low readability texts or supplementary materials that are relevant to such populations in sufficient quantities and variety. Secondly, the relatively low budgets for correctional hardware, especially in the vocational education field. Consequently much of the instruction is carried out with out-dated equipment which is hardly conducive to the attainment of skills readily marketable upon release.

Issue 18. Access to resources limited by security constraints

Many inmates cannot benefit from educational courses which may include the use of tools, dissecting instruments, chemicals, or controversial publications. Some institutions continue to discourage the use of female instructors no matter how competent on the grounds that they are "a threat to security".

Issue 19. Lack of contact with "external" resources and personnel

As identified earlier (Issue 9), the isolation of the prison from the general community, as much by geographic location as by architectural design, means that those resources which are normally available to other educational enterprises are rarely evident in the prison classroom. Few people are willing to visit and volunteer their services in support of an educational program in an isolated correctional institution on a regular basis, and security

regulations often preclude inmate participation in community offerings.

E. Evaluation

Issue 20. The lack of any rigorous and systematic evaluation

This appears to be the single most important issue. It is probably due to many reasons including the following:

- The lack of any measurable objectives
- The lack of any mandate to conduct such evaluations by funding agencies
- The lack of research and measurement expertise in the system
- The lack of interest by many researchers or investigators because of the lack of funds and the low priority of correctional education in the total research spectrum
- The inability to control all the variables
- The hostile environment of the correctional institution
- The difficulty in establishing any sort of acceptable control group and thus to establish any sort of experimental design
- Lack of concern for assessing the marketability of training and skills acquired which in turn is related to
- Lack of established needs in the job market to which the inmate will return upon release
- The extreme concerns for either security or humane treatment often preclude measurement of any specific program outcomes as possible standards for evaluation
- Researchers are at odds about the use of recidivism rates for measuring the effectiveness of educational programs. One school of research

argues that the only real evaluation of success is impact on recidivism rate, while the other maintains that any attempt to connect educational success to recidivism is unrealistic.

In addition to the common issues identified above, each type of program has its own special attendant issues. As each of the chapters dealing with these programs is intended to stand alone, it is suggested that such issues which are unique to the topic can be found by referring back to the relevant chapter.

CHAPTER II

SYNTHESIS

The intent of this chapter is to summarize the synthesis of the data which relate to the framework of issues presented in the preceding chapter. These data were collected by means of a lengthy questionnaire, site visits to representative institutions, and telephone interviews.

I. Methodology

A random mailing sample of 200 institutions was drawn from a population of 327 federal and state prisons in the continental United States, excluding Alaska. This random sample was then checked against the relative distributions found in the total population for representativeness in the eight categories listed below:

(1) Number of institutions in each state
(2) Regional distribution by geographic quadrant
(3) Number of inmates
(4) Security classification
(5) Sex of inmates
(6) Type of available education programs, e.g., Adult Basic Education (ABE), Secondary or GED (SE/GED), Post Secondary Education (PSE), Vocational Education (VOC), and Social Education (SOC)
(7) Number of LEAA-funded projects in the topic area
(8) Number of federal institutions

The only constraint placed on the selection of institutions was that those with less than 100 inmates were excluded, when possible, on the basis that they would be less likely to have independent, on-going education programs. A comparison of the relative frequencies in both the total population and the mailing sample is presented in Table 1. It should be noted that, throughout this document, all percentages are rounded to the nearest whole number.

The questionnaire was mailed to the Directors of Education in the 200 institutions in the mailing sample, in April, 1977. It was designed to gather data relating to

TABLE 1

Characteristics of Total Population vs.
Characteristics of Mailing Sample

Characteristic	Percent of Total Population	Percent of Sample
Type of Institution		
Maximum Security	10%	9%
Minimum Security	11%	10%
Medium Security	10%	12%
Maximum, Minimum, and Medium Combined	13%	16%
Data Unavailable	56%	54%
Sex of Inmates		
Male	60%	60%
Female	11%	6%
Coed	9%	12%
Data Unavailable	21%	22%
Region		
Northeast	39%	39%
Northwest	16%	15%
Southeast	35%	36%
Southwest	10%	11%
Education Programs		
Adult Basic Education	78%	81%
Data Unavailable	21%	20%
No ABE	1%	--
Secondary/GED Program	74%	77%
Data Unavailable	25%	23%
No SE/GED	1%	1%
Post Secondary Education	66%	68%
Data Unavailable	28%	26%
No PSE	6%	6%
Vocational Education	77%	81%
Data Unavailable	22%	19%
No VOC	1%	1%
Social Education	28%	25%
Data Unavailable	68%	70%
No SOC	4%	4%
LEAA Federal Projects	40%	41%
Data Unavailable	48%	45%
No LEAA Projects	12%	15%

the issues in the five major educational program types and questions were selected to provide a detailed, descriptive, and analytical picture of the institutions' program offerings. The issues addressed were concentrated in the following areas:

(1) Funding and administration
(2) Nature of the institution
(3) Access to resources and materials
(4) Program design
(5) Evaluation

The introductory section of the questionnaire contained questions regarding the general size, administration, funding, staffing, and inmate population in the educational program and was to be completed by all respondents. The remaining five sections of the questionnaire each pertained to one of the five types of education programs typically offered in a correctional setting. These sections included questions relating to placement criteria, monitoring systems, available programs, course objectives and competencies, availability and quality of resources and materials, and program evaluations done since January 1, 1973.

Telephone interviews were held with each questionnaire recipient, to clarify the intent of the questionnaire and the specific questions it contained. These contacts were also intended to encourage a high response rate and to address possible concerns about the purpose of the NCEEP study.

Questionnaires were returned by 163 institutions. In the remainder of this document, the term "respondent" will refer to only these 163 responding institutions. In addition, since not all of the respondent sample will have answered a given question, the number of item respondents will be presented, where necessary, and will be denoted by the letter "N".

In a six week period, from May to mid-June 1977, the NCEEP staff visited 20 representative institutions, selected on the basis of region, size, and nature of the institution. The purpose of these visits was to (1) assess the validity and reliability of the data collected from the questionnaire, (2) round out, intensify, and complement information from the questionnaire through direct exposure to programs, personnel, and resources within the stratified sample; and (3) assess the environmental and exogenous factors that may affect correctional education programs.

During the two-day visit to each institution, the project team interviewed the following people or their designated representatives: the Superintendent or Warden, one Deputy Superintendent, the Director of Education, two teachers, two counselors, and two inmates. In addition, each visiting team attempted to gain as much direct contact as possible with the day-to-day operations, resources, and environment of the institution's education programs.

II. Synthesis of the Framework

The responses to the questionnaire and those recorded during the on-site interviews were coded and the resultart data were organized according to the following categories:

A. General Information
B. Funding and Administration
C. Nature of the Institution
D. Program Design
E. Access to Resources and Materials
F. Evaluation

A. General Information

A high percentage of the 163 institutions responding to the questionnaire (75%) are located in rural areas. Security classifications of the respondents are as follows: medium security--42%, maximum security--30%, and minimum security--28%. The respondent sample included 131 male, seven female, and 23 coeducational institutions. The average population of male institutions is 846, female institutions average 352 inmates, coeducational facilities average 574 males and 118 females. The average age of all inmates in the sample institutions is 26.06 years. The length of time served in medium security facilities is on the average 32.45 months, compared to 31.2 months in maximum and 15.44 months in minimum.

The average number of inmates enrolled in education programs of any kind is 304.4. The following table gives a detailed breakdown of enrollment figures and programs offered.

TABLE 2

Educational Offerings and
Enrollment by Program Area

Type of Program	Percent of Institutions Offering Program	Percent of Inmates Enrolled	Average Number Enrolled		N
			Part Time	Full Time	
ABE	96%	11%	46.67	10.49	148
SE/GED	96%	12%	76.67	37.17	155
PSE	83%	10%	49.20	25.50	155
VOC	89%	19%	41.00	57.51	156
SOC	44%	15%	58.90	11.50	153

The highest educational levels achieved by inmates prior to commitment are reported in Table 3.

TABLE 3

Highest Educational Level of
Inmates Prior to Commitment (N=133)

Highest Level	Average Number of Inmates	Percent of All Inmates
Some College Education	32	4%
High School Diploma or GED	170	23%
Between 8th & 12th Grades	250	33%
Less than 8th Grade	250	33%

B. Funding and Administration

The information relating to the funding and administration of correctional education programs showed that the average percentage of the total institutional budget devoted to such programs is 9%. The average total expenditure per institution for educational programs, including both

internal and external sources, is $261,201.80, a per annum expenditure of $905.59 per enrolled student. The largest source of funding for education programs in state institutions (75%) comes from the state in which the institution is located, with federal sources supplying 23%, and the balance (1%) coming from various other sources, including private industry. The majority of funds for education programs in U.S. Bureau of Prisons facilities (92%) comes from federal sources, with 5% coming from the state in which the prison is located, and the remainder (3%) coming from other sources. These funds were considered "generous" by 4% of the questionnaire respondents, "adequate" by 54%, and "inadequate" by 42%. Respondents were asked to indicate if "lack of adequate funds" presented any problem in meeting inmates' educational needs, by rating this item on a five point scale, where 1 represented "Not a Problem" and 5 represented "Serious Problem". The ratings of the 157 respondents were as follows:

Not A Problem				Serious Problem
1	2	3	4	5
23%	29%	19%	13%	15%

Most of the 112 respondents (65%) indicated that sufficient guidelines are available for preparing funding applications. Half of the respondents (50%) had some staff with previous experience in applying for funding. The time intervals required between funding reapplications are summarized in Table 4.

TABLE 4

Intervals at Which Institutions are Required to Reapply for Educational Funds

Interval	State Funds (N=116)	Federal Funds (N=115)	Local Funds (N=33)
More than once a year	8%	14%	21%
Annually	77%	85%	73%
Every two years	16%	1%	6%

Of the 140 responding educational administrators, 49% reported that the necessity of periodically reapplying for funds interferes with their ability to plan programs for more than one year ahead. The responsibility of applying for external funds was reported to be only at the state level by 36% of the 145 respondents. External funding applications is a local (institutional) responsibility at 28% of the institutions, and 26% reported both local (institutional) and state responsibilities. This sharing of funding responsibilities was reported to create problems in both the planning and the administration of programs by 36% of the 129 respondents. Other problems cited in relation to funding were the acquisition of materials (27%) and the retention of staff (17%).

The relative frequencies of responses to questions regarding the responsibility for the administration of educational programs are summarized in Table 5. It should be noted that since more than one agency could be involved in administration, the percentage of involvement reported does not total 100% but is rather a reflection of how many respondents have administrative ties with these agencies.

TABLE 5

Percentage of Institutions Reporting Involvement of Specific Agencies in the Administration of Correctional Education Programs

Agency	Involvement	Nominal Responsibility	Functional Responsibility	N
Institution	73%	17%	69%	148
State Department of Education	47%	39%	9%	149
State Department of Welfare	3%	3%	1%	158
State Department of Corrections	66%	29%	44%	147
Higher Education Institutions	27%	14%	16%	155
Public School System	7%	5%	3%	156
Other	20%	9%	12%	153

The multiple administration of education programs was reported to create problems associated with the administration of programs (30%), the planning of programs (29%), and policy making (17%). The same factor was reported to cause problems among educational staff by 20% of the 135 respondents, and 21% cited problems in hiring or replacing staff. Decisions in the hiring of educational staff were made by the educational administrator in 39% of the institutions and by noneducational, institutional administrators in 45% of the facilities. Certification is the most frequently cited criterion in the hiring of staff, with 86% of the 160 respondents using this criterion. Civil service status is also considered in 40% of the institutions. Specialist training was cited by 26% of the administrators as a criterion in hiring.

Site Visits

The consensus of opinion which emerged from site-visit interviews was that institutional administrators considered funding levels for educational programs to be sufficient. Concern was expressed about the lack of local control of such funds and there was some feeling that this limited administrative flexibility, influenced politics, and determined priorities in ways over which the institutional administrators had no control. Educational administrators confirmed that the funds for their programs are provided by a multiplicity of sources, and 11 of those interviewed indicated that problems in staffing and program continuity resulted from this situation. Almost one third of the educational administrators (7) indicated that the lack of funding was a serious problem, while five, four of whom were in federal facilities, expressed satisfaction with funding levels.

The major administrative problems reported during the site interviews were the following: (1) staff shortages and turnover, (2) funding of programs, (3) the Education Department's lack of power within the institution, and (4) lack of adequate space. It should be noted that 14 of the educational administrators stated that their relationships with other departments in the institution are excellent.

The 37 teachers interviewed during site visits gave responses similar to those of their Directors. A majority cited problems caused by funding, with only 16 reporting

no funding problems. The most common problems caused by a lack of funds, cited by eight teachers, was in the supply of educational materials and program continuity. Seventeen teachers believed that external funding decisions created problems, particularly in the areas of program design and staffing. Eleven of those interviewed felt that education had a low priority within the institution and nine reported that education lacked appropriate influence and power. Interviews with treatment personnel revealed that the commonly held opinion was that education programs were under staffed and under funded.

C. The Nature of the Institution

The influence of the unique nature of correctional institutions upon education programs within their walls has been identified as significant by most authorities. Data concerning geographic locations, security classifications, and sizes of institutions were previously discussed in the section on "General Information".

A majority (56%) of the 157 respondents to a question about educational release reported that the inmate is always released from work assignments to attend his/her classes, while 40% of the respondents reported conditional release for educational purposes and a small number (4%) reported that an inmate is never released from work assignments. This released time was cited as a cause of conflict between the Education Department and the other departments in the institution by 47% of the responding institutions (N=156). This conflict was either with the Work Supervisor (38%) or with both the Supervisor and the security staff (15%).

Directors of Education in 62% of the responding institutions reported that the higher pay offered in work assignments, especially in prison industries, discouraged inmate participation in education programs. A quarter of those responding rated this as a serious factor influencing enrollment.

The summary of the responses to a question in which the Directors of Education assessed the attitudes of other institutional personnel toward their education program is given in Table 6.

TABLE 6

Institutions Rating Attitudes of Noneducational Staff Towards the Education Program (N=159)

Attitude	Security Staff	Treatment Staff	Administration
Extremely Supportive	21%	54%	56%
Moderately Supportive	64%	45%	41%
Not Supportive	11%	1%	4%
Hostile	4%	--	--

Security concerns were also addressed by the NCEEP questionnaire and 59% of the 155 respondents indicated that the education program and course offerings were limited by security constraints. It was also reported that in more than one half of the 147 responding institutions (53%), teachers were not permitted to offer educational services to inmates confined to their cells.

The availability of education programs for institutional staff was explored in the questionnaire. A large minority of the institutions (42%) had no educational offerings for their staff, 40% had separate classes for staff, and 28% had classes which both staff and inmates attended.

To ascertain what items influenced the education staff's ability to meet inmates' learning needs, a list of items was presented to respondents for their ratings. The relative frequencies of these responses are summarized in Table 7.

TABLE 7

Factors which Influence the Effectiveness of Educational Staff (N=157)

Factors	Not A Problem 1	2	3	4	Serious Problem 5
Conflict with Custodial Staff	45%	26%	22%	5%	5%
Conflict over Maintenance of Institution (e.g., inmate jobs)	31%	33%	16%	16%	4%
Lack of Adequate Liaison with Treatment Staff	52%	30%	12%	5%	1%
Conflicts with Other Institutional Programs for Inmates (Religious, Recreational, etc.)	48%	25%	13%	8%	5%

Site Visits

The opinions of Superintendents and their Deputies about the relationship of education to the goals of the institution clustered around two points of view. The first opinion, held by 12 of those interviewed, saw education as a segment of the treatment process and an integral part of the institution. The second view, held by nine administrators, was that education is only part of a system in which the main emphasis must, of necessity, be upon security.

All administrators stated that their education programs were qualitatively and quantitatively good and important to the institution. A large proportion (12), however, referred to education in a management context and believed that the availability of programs helped, rather than hindered, security.

In interviews with educational administrators, the two most frequently mentioned problems, each cited by five administrators, were education's lack of influence and power within the institution and the lack of adequate space and staff. Seven of those interviewed believed security concerns within the institution limited the use of materials and space. Four administrators believed that security

concerns limited the involvement of certain people in the education program, particularly women, who were not allowed to be employed as professionals in four institutions. In eleven of the institutions visited, educational personnel were assigned responsibilities beyond those normally expected of educators. Often these responsibilities were in the areas of discipline and security.

Serious interruptions in the "flow" of inmates through programs were cited by 16 of the educational administrators. These interruptions included unexplained security decisions, delays in arrivals to classes, "call-outs" for work assignments, and conflicts caused by the scheduling of competing activities. Other unavoidable disruptions were caused by transfer, release, and court hearings.

Less than one half of the educational administrators (9) considered that educational needs were well integrated in the inmates' overall treatment plans. Responses regarding the influence of participation in education upon inmates' parole status were divided, with a slight majority (12) indicating that it had a great deal of influence. Another group of eight, however, believed that the influence of educational participation upon parole decisions was insignificant and expressed concern regarding the inconsistent application of educational information in such decisions.

Educational administrators were asked about the adequacy or existence of a communication system between educational personnel and other segments of the institution. Responses from a majority (12) indicated that such communication was either on a limited, ad hoc basis or nonexistent.

The teachers interviewed during site visits ranked the problem of conflicts with security staff second only to the problem of student motivation, with 21 reporting that security regulations inhibited their effectiveness. The most commonly held view (17) concerning the influence of participation in education upon parole status, was that such participation has a positive influence in parole decisions. Twenty of the teachers reported that they had duties, usually in security, which they considered tangential to their educational responsibilities. The instructional staff expressed views similar to those of their Directors about interruptions in inmate "flow" through the educational program and about communications between education and the other segments of the institution. A large number of

teachers (23) also expressed a lack of input into decisions and policies of the institution as a whole, while 14 also indicated a similar lack of input into the education program.

Treatment personnel, when interviewed, expressed high opinions of the education programs. An overwhelming majority (32), however, expressed concerns about the lack of staff and funding for the education programs and the low student motivation. Specific mention was made in seven interviews of the dilution of the effect of education through coercion to enter the program. While unanimously agreeing that education was part of the treatment process, less than one half of those interviewed (15) reported having any formal system for transferring information between treatment and education. Two thirds of the treatment staff (21) reported that they had received no orientation to acquaint them with the offerings and activities of the Education Department, and the remaining respondents stated that their only orientation had been a brief description during entry training. None of those interviewed were aware of any orientation for educational personnel to the treatment program and only five did any work in conjunction with their colleagues in the Education Department.

The inmates, when interviewed, believed, for the most part (22 of 39), that institutional education programs were superior to those they had experienced on the "outside". Many expressed the opinion, however, that involvement in such programs was not highly esteemed by either the administration or their peers. Most inmates (23) considered that educational involvement helped them get paroled. Eight of the inmates expressing this view, however, qualified it in unsolicited responses. They did not believe that the parole board viewed participation in education as a positive criterion in parole decisions. They suggested that the parole board responded negatively, however, if one was not in a program and was considered to be in need of an education. Therefore, they believed that it was better to be in education and gain nothing in the eyes of the parole board, than to not participate and be denied a parole.

When asked what the attitudes of most inmates were regarding education programs, one third of those interviewed (13) felt that most inmates held favorable opinions about programs. The remainder of those interviewed were either not willing to venture an opinion or believed that inmates

held negative attitudes about educational offerings. A similar divergence in opinion appeared in responses to a question about whether the inmates enrolled in education were serious about the education program. Sixteen of those interviewed said that they believed students to be serious, but 17 either felt that the students were not serious or that it depended on the individual inmate. Many of those with negative opinions believed that inmates enrolled in education because it was "good time", an escape from work assignments, or it enabled the inmate to get off the cell block. Twelve inmates reported that prison industries or other work assignments paid better wages than the education program and five reported receiving no pay for participation in the education program. Only four inmates reported that they were either financially better off or just as well off because of enrolling in school, and four stated that inmates are not paid for work or school.

D. Program Design

The discussion of the program design information collected from the questionnaire is broken down into five subdivisions. These five areas were identified as critical aspects of program design in the issues paper and are as follows: (1) the need for courses to be part of an integrated program, (2) the need for specificity in course design, (3) the procedures and criteria for student placement and selection, (4) the need for adequate support services, especially after release; and (5) the quality of instruction and teacher training for corrections.

The Need for Courses to be Part of an Integrated Program

This issue was explored by questions which pertained to (1) time served by inmates and the design of programs within these limits, (2) "clustering"--the provision of academic skills in conjunction with vocational skills, (3) provisions for simultaneous enrollment in educational programs and work assignments, and (4) the availability of continuous funding as a consideration in integrated program planning.

Data concerning time served and educational levels at time of commitment have already been reported in the section on "General Information". Factors considered in the design of Post Secondary Education programs are reported in Table 8.

TABLE 8

Factors Considered in the Design of
Post Secondary Education Programs (N=133)

Factors	Percent of Institutions Using Factors 0% 20% 40% 60% 80% 100%
Inmate Needs Assessment	81%
Institutional Limitations	63%
Availability of Instructors	58%
Transferability of Credit	30%
Job Market Needs Assessment	25%

In the five program areas, the most frequently reported combination of course offerings are as follows (N=155):

(1) ABE, SE/GED, PSE, and VOC courses--offered by 37% of the institutions
(2) ABE, SE/GED, PSE, VOC, and SOC courses--offered by 32% of the institutions
(3) ABE, SE/GED, and VOC courses--offered by 7% of the institutions
(4) ABE, SE/GED, VOC, and SOC courses--offered by 6% of the institutions
(5) ABE, SE/GED, and PSE courses--offered by 5% of the institutions

In response to a question about the "clustering" of program offerings, 48% of the 140 responding institutions do not cluster their vocational courses with ABE, Secondary/GED, or college courses. Of these 140 institutions, 75% responded, however, that they have general academic prerequisites for certain vocational courses. The percentage of institutions allowing simulataneous participation in program areas is reported in Table 9. This table is to be read across, by row only, and not by column, because it represents only whether a student enrolled in one program area can participate in any additional program areas.

TABLE 9

Percentage of Institutions Allowing Simultaneous Participation in Program Areas

Program Area of Enrollment	Program Areas of Allowed Particiation							N
	ABE	SOC	SE/ GED	PSE	VOC	Work	None	
ABE	NA	51%	NA	NA	61%	79%	9%	150
SOC	73%	NA	84%	58%	71%	66%	7%	109
SE/GED	NA	44%	NA	26%	70%	83%	7%	155
VOC	68%	44%	75%	62%	NA	60%	4%	142

Data relating to the relationship between work supervisors and educators, and problems regarding the relationship between program planning and funding have already been reported.

The Need for Specificity in Course Design

Specificity in course design is defined by the following factors: (1) specific objectives and competencies for each course offering, (2) the availability of these objectives to all those involved in education programs, (3) the development of such objectives in response to inmate needs as identified by acceptable assessment procedures, and (4) clear definition of courses and goals necessary for student placement, success, and eventual course evaluation.

A summary of the data relating to the competencies and/or objectives used in correctional education programs is presented in Tables 10, 11, and 12.

TABLE 10

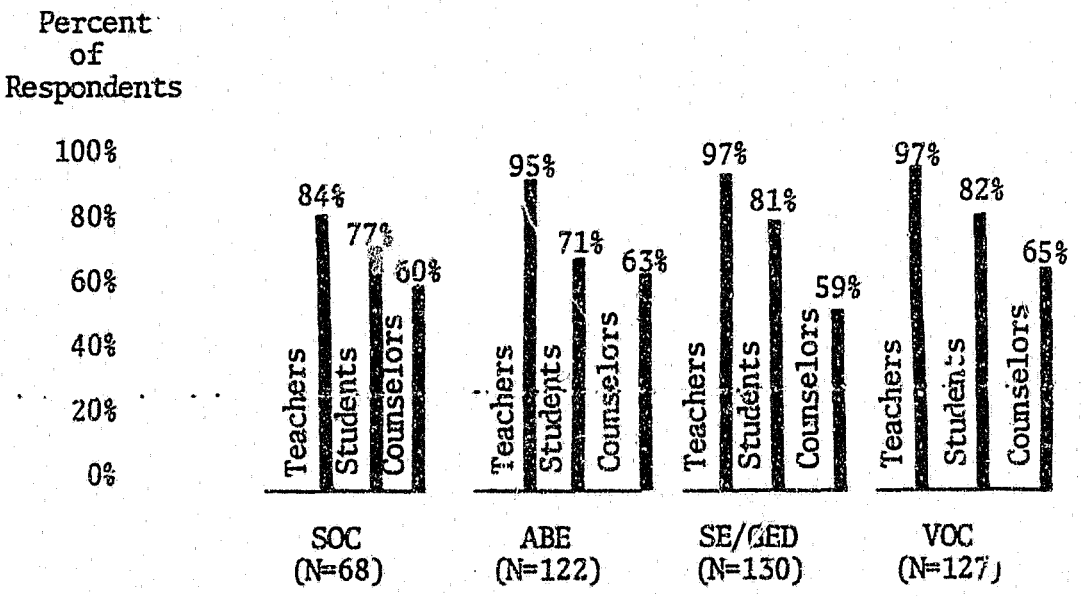
Percentage of Institutions Having Lists of Specific Competencies and/or Objectives for Education Programs

Program Area	Percent of Respondents 0% 20% 40% 60% 80% 100%	N
SOC	53%	123
ABE	80%	151
SE/GED	84%	155
VOC	88%	141

Table 11 reflects the percentages of the above institutions which make these lists available to teachers, students, and counselors.

TABLE 11

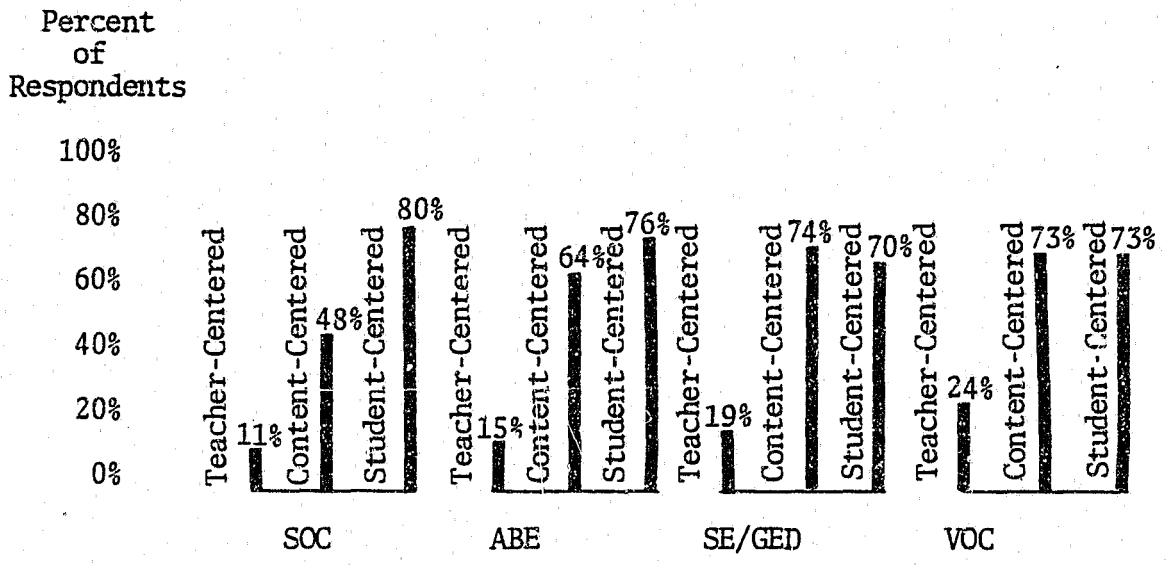
Availability of Competencies and/or Objectives to Teachers, Students, and Counselors



The criteria used in the design of these competencies and objectives are identified in the table below.

TABLE 12

Criteria Used in Design of Objectives



The means of disseminating information about the educational opportunities within the institutions were explored and, of the 162 respondents, 59% have a handbook or catalog which describes available courses and programs. Among the institutions using handbooks, 69% distribute them to all inmates, while 31% distribute them only to those interested in education. Information regarding the percentage of institutions which reported having course syllabi is shown in Table 13.

TABLE 13

Percentage of Institutions Having Course Syllabi in Specific Program Areas

Program Area	Percent of Institutions 0% 20% 40% 60% 80% 100%	N
SOC	44%	105
ABE	51%	146
SE/GED	60%	152
VOC	80%	138

The extent to which responding institutions use standardized tests to measure the general abilities of inmates upon entry is summarized in Table 14. The two most frequently reported achievement tests, in the "Other" category, are the Able and the Gray-Votaw-Rogers General Achievement Test (GVR). The most frequently reported intelligence test, under "Other" is the Otis.

TABLE 14

Percentage of Institutions
Using Standardized Tests

Type of Test	Percent of Institutions	N
Achievement Tests		
California Achievement Test	37%	158
Tests of Adult Basic Education	35%	158
Stanford Achievement Test	32%	158
Wide Range Achievement Test	23%	158
Other	26%	158
Intelligence Tests		
Revised Beta	46%	155
Wechsler Intelligence Tests	22%	155
Stanford Binet	8%	155
Slossan Intelligence Tests	8%	155
Other	16%	155
Personality Tests		
Minnesota Multiphasic Personality Inventory (MMPI)	51%	156
Other	17%	156
Vocational Surveys		
General Aptitutde Test Battery (GATB)	52%	156
Singer Graflex Vocational Evaluation	7%	156
Differential Aptitude Test	5%	156
Other	13%	156

Another area of specificity of course design investigated by the NCEEP questionnaire was the way in which institutions assess course effectiveness. Project data show that the methods outlined in Table 15 are employed to determine whether program objectives/competencies have been met.

TABLE 15

Methods Used in Assessing the Attainment of Objectives/Competencies

Method	Percent of Respondents by Program			
	SOC (N=90)	ABE (N=141)	SE/GED (N=142)	VOC (N=131)
Standardized Tests	29%	84%	84%	30%
Observation	70%	67%	58%	86%
Criterion-Based Tests (Teacher-Made)	53%	55%	59%	69%
Work Sample	33%	43%	37%	83%
Other	8%	4%	11%	12%

During courses, inmates' progress is monitored and evaluated by a variety of means. Table 16 presents the percentages of those responding institutions which use these methods of evaluation in the various program areas.

TABLE 16

Methods Used to Monitor and Evaluate Inmate Progress Through the Educational Program

Method	Percent of Respondents by Program		
	ABE (N=152)	SE/GED (N=155)	VOC (N=140)
Use of Pre & Post Tests	96%	92%	55%
Staff Meetings	33%	30%	25%
Written Reports from Teachers	57%	56%	81%
Interviews with Educational Counselor	17%	22%	27%
Other	12%	13%	19%

The following table shows the ways in which the inmate is made aware of his/her progress through courses.

TABLE 17

Methods by Which Inmates Are Made Aware of Their Progress in Education Programs

Method	Percent of Respondents by Program		
	ABE (N=152)	SE/GED (N=155)	VOC (N=140)
Grades	41%	50%	55%
Conferences	78%	79%	76%
Written Evaluation	51%	52%	68%
Other	21%	19%	11%

In 151 responding institutions, the average percentage of inmates passing the GED test at first attempt is 69%. This can be compared to the 1976 national pass rate of 67.8% for all students taking the test, regardless of the number of attempts (American Council of Education, 1976, p. 5). It must be noted, however, that in 62% of the responding 154 institutions, there is a grade level attainment requirement for the inmate before he/she is allowed to attempt the GED test.

The Procedures and Criteria for Student Placement and Selection

The NCEEP questionnaire asked respondents to rate those factors which determine whether inmates become involved in the education program. Each factor was rated on a four point scale ranging from "Very Important Factor" to "Not Important". Table 18 illustrates the percentage of institutions citing these factors as influencing inmate involvement in education programs.

TABLE 18

Factors Influencing Inmate Involvement in Education

Factor	Percent of Respondents		N
	Very Important to Important	Moderately Important to Not Important	
Inmate Interest	94%	6%	156
Recommendations of Counselor	72%	30%	156
Parole Board Recommendations	59%	41%	150
Test Results	62%	38%	156
Court Recommendations	35%	65%	151
Years in School Prior to Incarceration	33%	67%	150

The institutions surveyed were asked to specify which individuals played a part in the placement of inmates in education programs. The responses identified the following persons, listed in the order of those most frequently cited by the 162 respondents: (1) inmates themselves--89%, (2) education representative--83%, (3) treatment staff--71%, (4) security staff--31%, and (5) other--25%. The following combinations of responses occurred most frequently.

(1) Treatment Staff, Inmate, and Education Representative--cited by 25% of the institutions
(2) Treatment Staff, Inmate, Education Representative, and Security Staff--cited by 22% of the institutions
(3) Treatment Staff and Inmate--cited by 12% of the institutions

Data were collected about how many students in each institution receive academic and/or vocational counseling prior to the selection of an educational or vocational training program. Of the 159 institutions which supplied such data, 57% reported that "all of them" received counseling, 28% answered "most of them", 10% answered "very few of them", and 4% answered "none of them".

The criteria used for placement of inmates in both the ABE and SE/GED programs are identified in Table 19.

TABLE 19

Criteria Used for Inmate Placement

Placement Criteria	Percent of Institutions by Program	
	ABE (N=153)	SE/GED (N=155)
Achievement Tests	90%	93%
Intelligence Tests	28%	20%
Grade Level	56%	59%
Interviews	68%	56%

The frequencies of responses, in which institutions cited one or more criteria as important for placement, appears below. The top four combinations of responses for placement criteria in ABE programs (N=153) are as follows:

(1) Achievement Tests, Grade Level, and Interviews--used by 24% of the institutions
(2) Achievement Tests and Interviews--used by 16% of the institutions
(3) Achievement Tests only--used by 14% of the institutions
(4) Achievement Tests, Intelligence Tests, Grade Level, and Interviews--used by 12% of the institutions

In SE/GED programs, the top four combinations of placement criteria (N=155) are as follows:

(1) Achievement Tests, Grade Level, and Interviews--used by 22% of the institutions
(2) Achievement Tests only--used by 19% of the institutions
(3) Achievement Tests and Grade Level--used by 18% of the institutions
(4) Achievement Tests and Interviews--used by 14% of the institutions

Analysis of questionnaire data shows the percentage of institutions which provide a formal staffing for each inmate

to formulate recommendations for further educational or alternative placements upon completion of the ABE and SE/GED programs. Formal staffings are held in 46% of the 148 responding institutions when an inmate has completed the ABE program. Upon completion of the SE/GED program, 43% of the 153 responding institutions hold a formal staffing.

The Need for Adequate Support Services, Especially After Release

The number of support staff per institution were identified by the respondents and the averages of these responses are reported in the following table:

TABLE 20

Average Number of Part-Time and Full-Time Support Staff Per Institution (N=159)

Support Staff	Part-Time	Full-Time
Administrative	.38	1.60
Educational Counseling	.44	1.01
Diagnosticians	.16	.28
Educational Specialists	.40	1.09
Educational Psychologists	.12	.13

Respondents were asked to rank the effects of various problem areas on their attempts to meet inmates' educational needs on a five point scale. Many of these problem areas relate to the need for support services and a unified system of interaction between departments and inmate services in order to provide comprehensive programing. The responses relating to these areas of the question are summarized in Table 21.

TABLE 21

Percentage of Institutions Rating
Possible Problem Areas (N=157)

Problem Area	Rating				
	Not A Problem 1	2	3	4	Serious Problem 5
Lack of Adequate Liaison with Treatment Staff	55%	30%	12%	5%	1%
Lack of Supplementary Staff (Educational Counselors, Psychologists, etc.)	30%	22%	19%	13%	17%
Lack of Educational Followup with Parole and Post-Release Agencies	11%	17%	25%	20%	20%
Conflicts with Custody	45%	26%	22%	5%	2%
Conflicts with Maintenance of Institution (e.g., inmates' jobs)	31%	33%	16%	16%	4%
Conflicts with Other Institutional Programs for Inmates (religious, recreational, etc.)	48%	25%	13%	8%	5%
Lack of Administrative Support	53%	27%	11%	7%	3%

Of 160 respondents, 96% stated that an inmate's educational record goes into a cumulative file. Table 22 shows the percentages of these institutions which allow access to this file by persons outside the Education Department.

TABLE 22

Percentage of Institutions Allowing Access to Inmate Educational Records by External Personnel (N=150)

Available To	Percent of Institutions
Parole Board	97%
Post-Release Employer	52%
Post-Release Vocational Training Program	61%
Post-Release Education Program	65%

The Quality of Instruction and Teacher Training for Corrections

This issue area was explored by the following questions in the NCEEP questionnaire: (1) the amount and types of training given correctional educators, (2) the number of teachers per institution, (3) the types of inservice available to teachers, (4) the evaluation of teachers, and (5) the evaluations conducted to measure program quality.

Respondents were asked to record the number of teaching staff in their institution. The 159 responses were averaged and these averages are reported in Table 23.

TABLE 23

Average Number of Teachers Per Institution by Program (N=159)

Program	Part-Time	Full-Time
ABE	1.4	2.0
SE/GED	1.4	2.0
PSE	4.3	.7
VOC	1.2	5.3
SOC	.7	.5

The percentage of 159 responding institutions which reported having from one to five full-time vocational teachers is 36%. Those having from six to 15 full-time

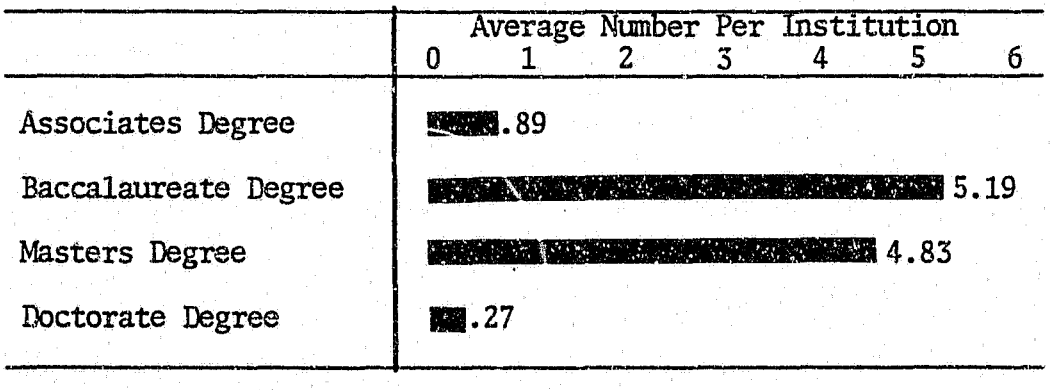
vocational teachers equals 31%. An additional 7% of the institutions reported having 16 to 30 full-time vocational teachers. Of the responding institutions, 28% did not report any full-time vocational teachers. There were 32% that reported no full-time ABE staff and 55% with from one to four full-time ABE teachers. The remaining 13% of the facilities have in the range of from five to 13 full-time ABE staff. The average number of full-time Secondary or GED teachers is two. Of the 159 responding institutions, 36% have no full-time GED or Secondary teachers. In 61% of the institutions there are from one to six such teachers.

When the numbers of part-time staff in each of the five education programs are considered, the average numbers are fairly close to the average numbers of full-time staff, with the exception of the Post Secondary and Vocational Education programs. In Post Secondary Education, the average number of part-time staff is 4.3, with 53% of the institutions reporting no such staff. The range of part-time Post Secondary Education staff extends from one to 30 persons and 40% of the institutions have from one to 16 part-time Post Secondary teachers. In Vocational Education, the average number of part-time staff is 1.2, with 75% of the institutions reporting no such staff.

The average number of teachers, administrators, and support staff per institution having the following as their highest degrees of educational attainment are reported below:

TABLE 24

Educational Levels of Correctional Education Staff (N=155)



Data gathered from the questionnaire also reported the numbers of teachers holding state certifications in specific areas. Table 25 identifies the average numbers of teachers with each certification per institution.

TABLE 25

Average Number of State Certified Teachers Per Institution by Area of Certification (N=154)

Area of Certification	Average Number of Teachers Per Institution
Vocational Education	4.60
Secondary Education	
General	1.68
Specific Subject Area	2.91
Elementary Education	2.00
Adult Basic Education	.90
Guidance	.51
Specialist Certification	
Reading	.43
Special Education	.40
Learning Disabilities	.18
EMR	.05
Speech Therapy	.08
Social Restoration	.05
Other	.18

Another question in the NCEEP survey instrument investigated criteria for the employment of teachers. This question offered five choices and respondents were asked to check those criteria that were used in staff hiring. Table 26 shows the percentage of institutions using each criteria in the hiring of teachers.

TABLE 26

Criteria Used in the Employment of Teachers (N=160)

Criteria for Teacher Employment	Percent of Institutions Using Criteria
Certification in Appropriate Area	86%
Civil Service Status	39%
Special Prior Training	26%
Experience with Similar Populations	26%
Other	24%

Since both the academic and vocational programs utilize a variety of teachers, a question was asked to determine the number and types of full- and part-time teachers in each institution. The following table presents the average number of such teachers per institution.

TABLE 27

Average Number of Part- and Full-Time Vocational and Academic Teachers Per Institution (N=160)

	Part-Time	Full-Time
Vocational Teachers		
Certified Teachers	.56	5.20
Non-Certified Teachers (Excluding Inmate Teachers)	.35	.89
Inmate Teachers	.16	.42
Teachers from Special Outside Projects	.28	.13
Academic Teachers (Excluding College Level)		
Certified Teachers	.87	5.79
Non-Certified Teachers (Excluding Inmate Teachers)	.19	.29
Inmate Teachers	.43	.87
Teachers from Special Outside Projects	.70	.24

Questions relating to inservice training and teacher evaluation were asked. Of the 153 responding institutions, 43% conduct mandatory inservice training, 41% provide optional inservice training, and 17% have no inservice training available. In those institutions offering inservice programs, they are conducted at the following intervals: (1) weekly--6%, (2) monthly--17%, (3) annually--33%, and (4) "other"--43%. A majority of those answering "other" reported that inservice courses were offered on an "as needed" basis.

Regular evaluations of education staff are conducted in the responding institutions on the following basis: (1) annually--70%, (2) monthly--8%, (3) not conducted--2%, and (4) "other"--20%. These evaluations of educational staff are done by the personnel identified in Table 28. As shown in this table, supervisors are reported as being responsible for an overwhelming majority of all staff evaluation.

TABLE 28

Persons Responsible for Evaluation of Educational Staff (N=156)

Person Responsible	Percent of Institutions
External Personnel	14.0%
Supervisors	96.0%
Peers	.6%
Inmates	4.0%
Other	7.0%

Slightly over one half of the surveyed institutions use inmates as staff in their Education Department. Inmates are employed as support or teaching staff in the education programs of 59% of the 160 responding institutions. Those institutions (94) which use inmates in their education programs assign various responsibilities to these inmates, as shown in the following percentages: (1) teaching aide--78%, (2) assigned tutoring--59%, (3) monitoring equipment--33%, (4) classroom teaching--27%, and (5) "other"--19%.

Table 29 presents the percentages of responding institutions which rated three items relevant to

instructional quality as influencing their ability to meet inmates' learning needs.

TABLE 29

Percentage of Institutions Rating Items
Relevant to Quality of Instruction (N=158)

Item Influencing Education Program Quality	Not A Problem 1	2	3	4	Serious Problem 5
Lack of Qualified Teachers	65%	19%	8%	4%	5%
Lack of Supplementary Staff (Educational Counselors, Psychologists, etc.)	30%	22%	19%	13%	16%
Lack of Inservice Training for Staff	30%	33%	19%	13%	6%

The majority of responding institutions use a combination of individualized programed instruction and classroom instruction in teaching ABE and SE/GED classes. The percentage of the respondents which use these teaching methods are shown in Table 30.

TABLE 30

Instructional Methods Used in
ABE and SE/GED Programs

Method of Instruction	Percent of Institutions by Program	
	ABE (N=152)	SE/GED (N=155)
Individualized Programed Instruction	38%	22%
Classroom Instruction	7%	14%
Both of the Above	60%	60%
Other	2%	5%

A combination of teaching methods was also reported in vocational programs. Table 31 shows the percentage of respondents and the teaching methods used.

TABLE 31

Instructional Methods Used in Vocational Programs (N=140)

Method of Instruction	Percent of Institutions
On-the-job training	3%
Classroom Instruction	10%
Both of the above	81%
Other	6%

Almost one half (47%) of the 126 responding institutions assessed the availability of Post Secondary Education programs as adequate to meet inmate educational needs.

Site Visits

Of the 28 Superintendents and Deputy Superintendents interviewed, nine administrators reported that the Director of Education has the ultimate responsibility for designing education programs, hiring educational staff, and allocating funds Five stated that these areas are the joint responsibility of the Director of Education and the Superintendent, with the Superintendent having to give final approval for any changes made. Six reported that the Superintendent makes the decisions in the areas of designing education programs, allocating funds, and hiring educational staff.

The administrators interviewed, when questioned about future changes in correctional education programs, stated that they would like to see the following: (1) more correlation between program offerings and employment possibilities, (2) more social skills courses, (3) more community interaction, (4) more on-the-job training, and (5) a greater emphasis on education in correctional institutions. Most administrators view Adult Basic Education as the most crucial part of any correctional education program and believe that the quality and quantity of their educational offerings are good and that education is an important aspect of their institution since it involves a great majority of their prison population.

In interviews with the administrators of educational programs, questions about the student selection process

were asked. Thirteen of the administrators reported that programs are voluntary and that inmate requests to attend school are the most important aspect of the selection process. Eleven stated that recommendations from the classification unit are also considered, and five make use of recommendations from individual staff members.

Educational goals for individual students are generally determined through testing (10), through staff recommendations (6), or through inmate interest as determined by an interview (5). Once a student is enrolled, progress is most frequently monitored through measures of grade level advancement (i.e., GED test) (18). Additionally, nine of the educational administrators defined inmate success by the number of inmates who stay in the program. Five stated that success is not easily measurable because it involves the development of both self-concept and good habits.

Educational administrators were evenly divided about whether they felt they have sufficient educational staff. The most commonly expressed needs for additional staff were for more support staff, counselors, specialists, and substitute teachers. Thirteen of the educational administrators stated that their staff are adequately trained for their positions, seven that they are not, and five expressed a need for specific training for those working in a correctional setting.

Nine of these administrators rated their inservice opportunities for staff as good to excellent, while seven stated that inservice opportunities are insufficient and not responsive to the staff's needs. The types of inservice training offered most often, according to 15 of the educational administrators, are a potpourri of workshops, conferences, staff meetings, and courses. Nine administrators stated that there is no formal inservice training offered, while three said that there is a formal and systematic inservice program.

Ten administrators stated that "needs assessments" had been done in their institutions. Most of these, however, reported that these assessments were of limited scope and either concentrated on a specific project or were designed to meet a funding requirement. Eight said that no formal needs assessment had been done and that the only available information on inmate needs was from knowledge gained through classificationa and/or individual diagnosis.

The responses of the 37 teachers interviewed corresponded closely with those of the educational administrators in the areas of student selection, determination of educational goals, and monitoring of student progress.

There was a 50-50 split in the teachers' perceptions of the adequacy of their own preparation for teaching in a correctional institution. Most of those interviewed (16) indicated there are not enough inservice programs available, but that those programs which are offered are of good quality (15). Five teachers stated that most inservice courses are too general and seven rated them as "not good".

Regarding teacher evaluation, most teachers (21) reported that it is done by the Director of Education and takes the form of observation (8) and/or a written report (16). Five reported that there is no formal evaluation.

Teachers were asked to describe the process used to select inmates for education programs. Although all those interviewed listed a variety of methods, the most commonly cited were (1) Diagnostic Center testing, cited by 11 teachers; (2) individual inmate's choice, cited by 11; (3) classification team meetings, cited by nine; (4) personal interviews and grade level, cited by four; and (5) use of Stanford Achievement Test scores, cited by four teachers. A followup question related to the determination of educational goals for the individual inmate. Of the teachers interviewed, 14 stated that they rely primarily on diagnostic testing; five rely on individual inmate interest, and five use a combination of classification team recommendations and inmate interest. Twenty-two reported that most inmate needs assessment is done either through diagnostic centers or to meet Title I funding requirements.

Ten teachers reported that inmate progress is most often monitored by periodic testing. Ten reported that progress reports from teachers are important. Twenty-five said that no followup evaluation has been done on imates who have been involved with the education program.

A great majority of the teachers (26) stated that their roles and responsibilities are clearly defined within the insitution and within the school.

Of the 39 students interviewed, most (25) described the teachers as helpful in meeting their educational needs. An even higher number (31) indicated that they enjoyed

participating in the education program.

Seventeen of the inmates reported that the educational selection and placement process involved consultation with a classification committee, education staff members, and/or a counselor before program entry. Twelve indicated that no counseling was provided. Twenty inmates were able to get into the program of their choice and 28 knew what other education programs were available.

Finally, 23 inmates suggested that education should be changed to offer more courses, programs, materials, and facilities. Eight inmates cited the need for more diversity in program and course offerings with an emphasis on career education, vocational programing and community-related programs.

E. Access to Resources and Materials

Respondents were asked to indicate how seriously a list of given items affected their education staff's ability to meet inmates' learning needs. The relative frequencies of the responses are reported in Table 32.

TABLE 32

Percentage of Institutions Rating Possible Problem Areas (N=157)

Problem Area	Rating				
	Not A Problem 1	2	3	4	Serious Problem 5
Lack of Educational "Hardware"	44%	29%	15%	10%	3%
Lack of Educational "Software"	51%	25%	13%	8%	3%
Lack of Instructional Material Related to Inmate Needs	44%	26%	15%	10%	5%
Lack of Adequate Books, Tools, & Other Educational Materials	43%	29%	15%	8%	4%
Lack of Study Areas Conducive to Good Learning	27%	20%	20%	21%	12%
Inadequate Library Facilities	30%	30%	20%	12%	8%

Information was sought about the following: (1) the use of volunteer tutors, (2) the adequacy of library facilities, (3) the availability and quality of study space, (4) the use of community resources, and (5) the effects of institutional security regulations on the use of resources and materials.

Inmates are the primary source of volunteer tutors. They are used in 55% of the responding institutions and are considered to be "effective" in 80% of the institutions using them.

In response to a question about library facilities, the average number of volumes in the libraries of the 136 responding institutions was reported as 6,869, although the range varied widely. Of 155 responding institutions, 96% reported that library resources are available to inmate students. This availability was viewed as adequate to meet the needs of education programs by 70% of the respondents. A large portion of the 156 responding institutions (81%) also have arrangements for interlibrary loans with community libraries to supplement their facilities. In summary, 54% of the 157 respondents rated their library facilities as "adequate". Of the remainder, 24% rated library resources as "poor" and 22% reported that they are "excellent".

The NCEEP questionnaire addressed the use of external resources in education programs. In 89% of the 156 responding institutions, such resources are utilized. In 65% of the institutions, external resources were reported in use only on an occasional basis. External resources are used on a regular basis by 24% of the institutions, while 11% reported never using outside resources. The majority of the 158 responding institutions (58%) reported that their education programs are moderately limited in scope by a lack of contact with community resources and experiences, whereas, 28% stated that they are not limited in this respect, and 14% indicated that they are very limited by the lack of community contact.

ABE and Secondary/GED Programs

Respondents were asked to assess the "availability" and "quality" of resources and materials in their ABE and SE/GED programs. The following items were rated: (1) Textbooks, (2) Charts, Graphs, Globes, & Maps; (3) Educational Films & Filmstrips, (4) Audiovisual Equipment, (5) Classroom Space, and (6) Desks, Chairs, & Other Classroom Furniture.

In both program areas, both the overall availability and quality of these items were assessed by most respondents as sufficient and of high quality, with the exception of the item "Charts, Graphs, Globes, & Maps". Even in this rating, however, only 18% of the 146 respondents in ABE and only 15% of the 152 respondents in SE/GED judged this item as "definitely insufficient" and of "poor quality".

Post Secondary Education Programs

The NCEEP issues paper reported that the resources of the outside community are essential for the implementation and maintenance of a viable Post Secondary Education program. In questionnaire responses, however, only 14% of the 120 responding institutions indicated that a "lack of adequate liaison" with external institutions was a significant problem in terms of the effectivenss of their PSE programs.

There are no inmates participating in Post Secondary educational release programs in 58% of the 123 responding institutions. Of those institutions which do have educational release arrangements, 67% reported that the number of inmates participating ranges from one to 10. The average number of inmates in all the reported educational release programs is 7.8, and the range extends from one to 120 inmates.

Vocational Education Programs

Educational administrators were asked to rate the following items in terms of the availability and quality in Vocational Education programs. In Table 33, the percentages listed indicate the proportion of respondents who assessed each item as being "sufficient to meet the needs of all classes" and "modern and of high quality".

TABLE 33

The Availability and Quality of Resources and Materials in Vocational Education Programs (N=136)

Item	Percent Assigning Rating	
	Sufficient Availability	High Quality
Textbooks	68%	64%
Charts, Graphs, Globes, & Maps	38%	34%
Educational Films & Filmstrips	45%	45%
Audiovisual Equipment	55%	54%
Classroom Space	45%	43%
Desks, Chairs, & Other Classroom Furniture	56%	52%
Lighting	66%	58%
Lab Space & Work Stations	46%	46%
Hand Tools for Occupational Areas	66%	61%
Machines & Equipment	50%	55%
Instructional Supplies	55%	53%

Questionnaire respondents were asked to list any vocational training programs contracted through an external agency, and to indicate which of these programs have a post-release job placement component. Out of the 153 institutions which responded to this question, 59% reported that there were no such externally contracted programs. In 19% of the 62 institutions which have an externally contracted program, there was a post-release job placement component reported.

Two other factors pertinent to the issue of accessibility of resources and materials are the extent to which "prior investment of equipment" and "availability of instructors" affect Vocational Education program offerings. In 60% of the 116 responding institutions, "prior investment of equipment" was rated as an "important" or an "extremely important" factor in the determination of Vocational Education program offerings. In 68% of 117 responding institutions, the "availability of instructors" was rated similarly.

Site Visits

Twelve educational administrators reported that the lack of appropriate space prohibits the implementation and design of an effective education program. Overall, however, the administrators stated that their respective departments possess adequate resources and materials.

Educational administrators were almost unanimous in their conviction that the resources and materials in their education programs are effectively monitored and cooperatively shared. Only one interviewee stated that the monitoring of materials is an on-going and serious problem.

In 15 cases, these administrators stated that their Education Departments operate under the same constraints and restrictions as do other departments in the institution, with respect to policies or regulations prohibiting the use of certain space, personnel, or materials. In all-male institutions, three of the educational administrators affirmed that the employment of women as support or teaching personnel is subtly, yet firmly, discouraged.

Twenty-two of the teachers interviewed reported that there are not enough staff to meet the educational needs of their respective institutions. In 19 cases, teachers stated that they do have adequate space, materials, and resources and 31 of the teachers reported that they have adequate access to information regarding the availability and proper utilization of educational materials.

The majority (23) of the 39 inmates interviewed stated that they have sufficient materials, supplies, and books for their educational endeavors. The most frequent complaint among inmates regarding the materials and resources being used in the education programs dealt with the quality, relevance, and "antiquity" of such materials.

Inmates were evenly divided in their opinions of the adequacy of institutional library resources. In several cases, however, the inmates' judgements of the institutional library appeared to be based primarily on their perceptions of the volume, quality, and scope of its legal works.

When questioned about what they would like to see changed in the institution's Education Department, the most frequent response by inmates (23) was the desire to see an overall expansion of the educational facility, program

offerings, and courses. More specifically, the areas of career education, vocational programs, and community-related education programs were cited by eight interviewees as the areas of greatest need by the "consumers" of correctional education.

F. Evaluation

A substantial part of the NCEEP questionnaire dealt specifically with the topic of program evaluation. Recipients of the questionnaire were asked to provide the following data regarding evaluations of education programs done since January 1, 1973: (1) Title of Evaluation(s), (2) Year of Evaluation(s), (3) Evaluator(s), (4) Internal Evaluation(s), or (5) External Evaluation(s). Additionally, each recipient was asked to provide descriptive information about (1) which elements of the program(s) evaluated were examined in evaluations and (2) which of these elements were the primary aspects examined. The data collected provide a picture of the quantitative status of evaluation in correctional education programs and allows a delineation of the aspects of correctional education programs given greater or lesser emphasis over the past five years.

The following table depicts the percentage of institutions reporting program evaluation(s) done since January 1, 1973 in each of the five program areas:

TABLE 34

Percentage of Institutions Reporting Evaluations

Program Area	Percent of Institutions 0% 20% 40% 60% 80% 100%	N
SOC	70%	71
ABE	61%	153
SE/GED	55%	156
PSE	48%	137
VOC	55%	146

A question concerning which aspects of programs had been examined in evaluations was included in each of the five sections of the questionnaire dealing with specific program areas. Recipients of the questionnaire were asked to do the following: (1) check those items listed that best described what program aspects their evaluation(s) had examined and (2) double check those five items listed that best described the primary aspects examined. Table 35 presents the responses to this question, separately for each program area. Within each program area, two percentages are given in the following order:

(1) The percentage of respondents who indicated that this aspect was examined. It should be noted that this percentage includes all respondents who either single or double checked an aspect.

(2) The percentage of respondents who indicated that this aspect was a primary one examined in the evaluation(s). This percentage is a subset of the first, being only those respondents who double checked an item.

There was a total of 916 individual program evaluations reported in all of the five program areas. Of these individual evaluations, 490 (53%) were described as "external" evaluations and 426 (47%) were listed as "internal" evaluations.

TABLE 35

Aspects Examined in Evaluations of the Five Program Areas

Program Aspect	Program									
	SOC (N=48)		ABE (N=95)		SE/GED (N=85)		PSE (N=60)		VOC (N=81)	
	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect
Educational Goals and Principles	77%	54%	92%	64%	89%	67%	65%	40%	93%	62%
Inmate Response to Program	77%	52%	70%	34%	67%	29%	72%	47%	81%	41%
Job Market Assessment	23%	6%	14%	4%	16%	2%	25%	7%	78%	41%
Post-Program Followup	14%	6%	18%	2%	21%	4%	23%	7%	39%	6%
Post-Release Followup	18%	8%	12%	0%	11%	0%	27%	8%	40%	12%
Recidivism	21%	8%	17%	2%	22%	4%	28%	15%	26%	4%
Inmate Population Needs Assessment	65%	27%	64%	36%	70%	37%	55%	33%	69%	37%
Utilization of Community Resources	46%	15%	28%	3%	27%	2%	37%	12%	48%	10%
Teacher/Student Ratio	58%	23%	77%	30%	81%	28%	45%	17%	78%	30%
Enrollment	79%	46%	83%	48%	90%	45%	85%	45%	92%	41%
Dropout Rate	56%	23%	61%	21%	62%	20%	68%	33%	62%	22%

TABLE 35 cont.

Program Aspect	Program									
	SOC (N=48)		ABE (N=95)		SE/GED (N=85)		PSE (N=60)		VOC (N=81)	
	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect	Aspect	Primary Aspect
Grade Level Advancement	NA	NA	78%	34%	71%	27%	NA	NA	NA	NA
Completion Rate	77%	54%	74%	38%	86%	45%	65%	40%	84%	40%
Recruitment/Selection Procedures	31%	8%	54%	11%	51%	11%	42%	10%	62%	16%
Facilities	58%	23%	68%	18%	63%	21%	62%	17%	88%	40%
Staff Preparation	52%	23%	80%	31%	70%	28%	38%	15%	77%	31%
Counseling and Supportive Services	52%	21%	46%	11%	52%	7%	58%	20%	58%	16%
Security Procedures	15%	0%	24%	2%	24%	2%	25%	7%	39%	6%
Teaching Methods	67%	42%	81%	45%	82%	41%	42%	20%	82%	31%
Pre and Post Testing Procedures	58%	35%	73%	34%	74%	37%	NA	NA	57%	15%
Internal Testing	NA	NA	NA	NA	NA	NA	22%	8%	NA	NA
Other	2%	0%	11%	1%	13%	1%	14%	9%	10%	3%

In four of the program areas--ABE, SE/GED, PSE, and VOC--those receiving the questionnaire were asked if the funding source(s) for these respective programs required program evaluations. The following table depicts the percentage of programs in which the funding source(s) requires an evaluation at least once a year:

TABLE 36

Evaluation as a Funding Requirement

Program Area	Percent Requiring Evaluation At Least Once A Year	N
	0% 20% 40% 60% 80% 100%	
ABE	52%	148
SE/GED	41%	148
PSE	33%	118
VOC	50%	137

Site Visits

Directors of Education and/or their designated representatives reported that regularly conducted "external" program evaluations were most frequently the responsibility of a state or federal corrections and/or education department. These evaluations are conducted either through a regional or state auditor, or by the field representative of an externally funded program.

Ten of the educational administrators interviewed, however, stated that the main thrust of their efforts in evaluation was the day-to-day monitoring of their programs, staff, and facilities. Often this is done in an informal manner and on an "as needed" basis.

When asked if more evaluation of their programs was needed, 12 responded affirmatively and six of these emphasized the need for the "right kind" of evaluation. This "right kind" of evaluation was described as one that would focus on the following: (1) the quality of programs, (2) the needs these programs addressed, and (3) the developmental, continuous, and integrated nature of education

programs.

When asked what they felt should be the main criteria in evaluating education programs, the educational administrators unanimously stressed the need for qualitative and "process oriented" evaluation models. Such items as teaching techniques, student progress records, inmate response, course objectives, and course sequence were mentioned as the main criteria in this type of evaluation.

Two of the questions addressed to educational administrators dealt specifically with post-release evaluation and evaluation of the impact of education programs on an inmate's institutional adjustment. The universal response to both these questions was that there was no formal process of evaluation in either of these areas. Ten specific programs (viz., Post Secondary Education and Vocational Education) were reported to have had post-release studies, but the results of these evaluations were either incomplete, unknown, or forgotten. With respect to an inmate's institutional adjustment, 13 of the administrators felt that education has a positive impact. In every such case, however, educational administrators stated that this perception was the result of informal feedback from other institutional staff and was not based upon empirical evidence. Five simply stated that there was no evaluation or feedback regarding the impact of education programs on an inmate's institutional adjustment.

Representatives from state or federal agencies, agents from external funding sources, institutional administrators, Directors of Education, and teachers were cited 25 times as participants in evaluation. In six of the facilities visited, an independent, external evaluator(s) had been involved in some segment of the education program. Usually, external evaluators were employed either to evaluate college programs or in an advisory role for self-study evaluations. Inmates were mentioned as participants in program evaluations in five cases, but in all of these cases, inmate feedback was essentially of an "informal" nature.

When questioned regarding whether or not evaluations of education programs should consider the impact of the program on recidivism rates, educational administrators were almost evenly divided about this issue. Of the administrators surveyed, 10 said that recidivism rates should not be a factor in evaluation and eight believed that recidivism should be included as one factor in assessing the effectiveness of their programs.

When the 37 teachers interviewed were asked what aspects of their education program needed evaluation, there were a variety of responses. The most frequent responses were the following: (1) staff training, cited by eight teachers; (2) teaching methods, cited by six; (3) inmate response, cited by six; (4) relevance to job market, cited by four teachers; and (5) resource availability, also cited by four teachers.

Teachers reported that they usually did not use any post-program or post-release followup evaluation of their work with inmates. The nine teachers who did maintain contact with former students usually did so through the inmate's post-release employer.

Teachers were asked to assess the impact of participation in education programs on an inmate's institutional adjustment. The most frequent response was that all feedback on institutional adjustment occurs on an informal, random basis, usually either at inter-departmental staff meetings or through day-to-day conversations with other staff. The teachers were evenly split on the issue of whether recidivism rates should be considered in the evaluation of education programs.

CHAPTER III

ASSESSMENT

This chapter of the summary report is an assessment of correctional education programs for inmates in the state and federal prison systems of the continental United States based on the data presented in the previous chapter. The framework for the examination of these data are the issues identified in the NCEEP issues paper and summarized in the Introduction to this report.

A. General Information

A large number of prisons in the United States (75%) are located in rural areas. There are some indications that such locations may limit the availability, quality, and retention of staff, as well as limiting the access to those resources necessary for educational enterprises.

The length of time served in prison is slightly longer in medium security institutions than in maximum security facilities (32.45 months versus 31.20 months). A comparison of these figures is difficult, however, since the inmate may, after a period of time served in a maximum security facility, be transferred to a facility with a less secure classification. It is reasonable to conclude that most inmates do return to "the street" in less than three years. These inmates are generally young adults. The reported average age of inmates is 26 years.

The NCEEP issues paper reported that the average inmate re-enters the "outside" seeking jobs in a market which requires basic academic and vocational skills. Less than half the average institutional population, however, is enrolled in any type of educational program. The average number of inmates in the education programs sampled was 304, or approximately three eighths of the total average prison population. This enrollment is not very high, considering that it was reported that 66% of the inmates do not have a high school diploma or a GED and one half of these 66% have not completed the eighth grade prior to commitment. While most institutions report having regular offerings in all major program areas, the average percentage of students enrolled

in education programs does not meet the needs of the total inmate population. Only one third of those in need of either Adult Basic Education or Secondary or GED programs are enrolled in one of these programs. The same is true for those who could benefit from a Post Secondary Education program. The issue of educational course offerings and program design is dealt with in more detail in Part D of this chapter.

The NCEEP findings present a somewhat more positive picture than the data presented by Dell'Apa (1973). A comparison of data from the two studies is presented below:

TABLE 37

Percentage of Total Population and Highest Educational Level Upon Commitment

Educational Level	Dell'Apa (1973)	NCEEP (1977)
Not Completed High School	83.13%	66.41%
Completed High School	13.52%	22.67%
Some College Education	3.4%	4.32%

Table 38 indicates that little change in the percentage of the total population enrolled in program areas has occurred between 1973 and 1977. The one exception is in the area of Post Secondary Education programs. Comparisons are presented below:

TABLE 38

Percentage of Total Inmate Populations Enrolled in Specific Program Areas

Program Area	Dell'Apa (1973)	NCEEP (1977)
Adult Basic Education	10.87%	11.03%
Secondary Education/GED	11.27%	11.56%
Post Secondary Education	5.87%	10.44%
Vocational Education	17.38%	18.87%

B. Funding and Administration

This section will assess six issues relating to the funding and administration of correctional education programs on the evidence of the data collected from the questionnaire and from the interviews conducted in site visits.

Issue 1: The relationships among external agencies responsible for the administration of education programs for inmates.

In addition to the institution itself, the State Department of Education and Corrections and one or more institutions of higher education usually share administrative responsibility. Almost half of the Directors of Education reported that the multiple administration of education programs was a cause of problems. In addition, in site-visit interviews with Superintendents and Deputy Superintendents, half of these administrators expressed the belief that their administrative actions were influenced and determined by such conflicts. They were particularly disconcerted by their inability to determine policies or set priorities for education because principle funding decisions were made at the State Department level in either Corrections or Education.

Similar concerns were expressed by educational administrators who were of the opinion that program planning was hindered by conflict and confusion over administrative responsibility. It was also reported that, in some cases, educational efforts were impeded by the influence of this conflict upon staff morale and hiring procedures.

Teachers voiced the most concern over conflicts among administrative agencies. They viewed the external agencies as having considerable influence upon the design of programs and the staffing patterns in the educational program. The latter influence was a major concern, probably because job security could be jeopardized by external decisions.

Issue 2: The relationship among administrators within the prison.

There was some evidence that conflict between administrators in the prison may exist. The responses to the questionnaire and site interviews, however, reveal that such conflicts are not common and, when existing, are not viewed

as a major concern. Both Superintendents and educational administrators commented that the relationship of the administration to the Education Department is much the same as it is to any other department and is harmonious in most instances. The one area most likely to cause conflict between the administration and the Education Department is staff hiring. Conflict sometimes results from the fact that the final hiring decisions are often made by non-educational administrators.

Issue 3: The need for comprehensive planning to provide long term funding, development, and integration of programs.

The data suggest that lack of planning is indeed an issue in correctional education. Conflict within the institution, however, does not seem to be the cause of this problem. Other factors, especially external influences, more directly result in a lack of educational planning.

In interviews with educational administrators, the most commonly cited problem in the area of educational planning was the number of external agencies involved in the funding of programs and the need to continually reapply for and justify funds needed to run programs on a regular basis. It was reported by 86% of the questionnaire respondents that state agencies required reapplication for funds on at least an annual basis. Federal agencies were reported to require such reapplications 99% of the time. When asked if the need for frequent funding reapplications interfered with their ability to plan programs for more than one year in advance, almost half the the questionnaire respondents indicated that it does. The responsibility for making funding requests is solely that of the prison administration in only 41 of the responding institutions. The remaining 104 facilities must rely on other agencies or administrators to apply for educational funds.

It should be noted that the varying number of funding sources also prohibits the integration of education programs. In cases where the source of program funding identifies specific target populations (i.e., Title I), enrollment may be limited.

Issue 4: The need for adequate funding.

The amount of funds spent on education in prisons appears to vary greatly from prison to prison, state to

state, and system to system. The average amount reported by the sample was $261,201.80 per year, with the average annual expenditure per student being $905.59.

The funding sources for correctional education appear to have remained stable over the last five years. Dell'Apa (1973), in his analysis of funding for state institutions, stated that:

> The States carry slightly less than 80 percent of the costs of academic programs, with the federal government supplying about 20 percent of the money. Other sources are negligible, accounting for only about one percent of the total costs of the program. (p. 11)

The NCEEP data, with federal institutions excluded, show that the present sources of funds for education programs are as follows:

All State Sources	75%
All Federal Sources	22%
All Other Sources	2%

The adequacy of funds for education was not questioned by the Superintendents and Deputy Superintendents during site interviews. Almost half of the respondents to the questionnaire, however, rated educational funding as "inadequate" and considered it a problem. This response was repeated in interviews with educational administrators. They reported that if enrollment were to increase to accommodate all those who could or wanted to benefit from education, then present funds would certainly not be adequate. Until more space and funds are made available, however, such program expansion is a moot point. Teachers and treatment staff believed there was a general need for more funding for educational programs.

The expressed opinion of prison administrators and treatment personnel is that education is a vitally important part of the rehabilitative effort of prisons. The operation of an educational program to meet the special needs of incarcerated adults would require more money than a program for a normal population. It is therefore difficult to accept that a commitment of less than 9% of the institutional budget offers "adequate" financial support to education programs for the inmates of the prisons in the continental United States.

Issue 5: The diverse sources of "soft" funding.

The fact that a number of agencies are often involved in the funding of correctional education programs was identified as an issue in the NCEEP issues paper. Since many sources grant funds for relatively short periods and have guidelines and eligibility requirements which are subject to change on an annual basis, it is sometimes the case that the acquisition of such "soft" funds consumes a considerable amount of the educational administrator's time and effort.

The findings of this survey confirm that there are numerous and varied sources of funding for correctional education. It has already been noted that, in state institutions, 75% of this funding comes from the state in which the prison is located. This funding, however, is often not from a single source and is often composed of, but not limited to, allocations from various departments within the Department of Corrections, the Department of Education, the Department of Welfare, and the State Criminal Justice Planning Agency. Data indicate that funds from federal sources provide 22% of the money for education programs in state correctional institutions. As in the case of state funds, numerous agencies are often involved, including offices in the Department of Health, Education, and Welfare, the Department of Labor, and the U.S. Justice Department.

Half (11) of the educational administrators interviewed indicated that such diverse sources of funding cause problems with staffing and program continuity. They expressed concern that the uncertainty of funding from year to year forced them to manipulate staff slots, change staff assignments, or even terminate some teachers because of funding shortages. "Soft" funding appears to be much less of a problem in federal institutions and in those states with a centralized correctional education system.

The amount of time and effort consumed in seeking and applying for funds is most often considered a problem by correctional education administrators. It was found that most funding application and proposal writing is done at administrative levels above the institutional education program.

Issue 6: The need for knowledge about the availability and requirements of funding.

A large number of institutions do not apply directly

for funds, but instead rely upon central state agencies to initiate funding requests. The knowledge of funding availability and requirements, therefore, does not seem to be a significant issue in the institutions sampled.

C. Nature of the Institution

This section assesses the five issues associated with the nature of the institution on the evidence of the data collected from the questionnaire and site visits.

Issue 1: The relationship between the philosophies of custodial and treatment personnel.

The research and literature in the area of correctional education indicated a rift between the treatment and education modalities within correctional institutions. It was suggested that there is a "triangulation" among custody, treatment, and education which affects communication among all segments of the institution.

More than half of the questionnaire respondents rated the treatment staff (54%) and administrative staff (56%) as "extremely supportive", while only 21% rated security staff as "extremely supportive". The total percentage of institutions rating the three staff areas as either "extremely" or "moderately" supportive was 99% in the area of treatment, 97% in the area of administration, and 85% in the area of security. At the negative end of the spectrum, 11% of the educators indicated that the security staff were "not supportive" and 4% rated them as "hostile". No respondent felt that treatment and administrative staff were hostile and few indicated they were not supportive.

There seems to be some evidence to suggest that educational administrators believe their program or course offerings are somewhat limited by security constraints. This view was reinforced by responses of teachers during the site visits. In response to a question about problems faced as correctional educators, security conflicts were mentioned by eight of the teachers interviewed. It should be noted, however, that most of the educational personnel interviewed recognize the need for security and view it as an essential part of the institution and as not interfering critically with their efforts.

Of special concern in this issue is the conflict between educational personnel and the inmates' work supervisors. More than one third of the respondents indicated that there is some degree of conflict generated over the issue of released time from the inmates' work assignments to attend classes. This conflict was usually reported as existing between the educational administrator or the education staff and the security staff together with the work supervisor. There were indications that this was seen as more intrustive by the teachers than by the Directors of Education. Several teachers cited interruptions of their class, particularly at the whim of farm or industrial supervisors in times of high demand.

An area of particular concern to administrators is the apparent impact of security constraints upon the access to materials and the acquisition of adequate space needed to complement programs. Several administrators also commented upon the negative attitudes of the security and administrative staff toward the use of women as professional staff, particularly in maximum security facilities.

While no data regarding the attitudes of the administrative staff toward education were collected by the questionnaire, those interviewed during the site visits presented some contradictory positions. Generally, all the prison administrators interviewed stated that they viewed education as an important part of the overall effort of the institution. A slight majority viewed it as part of the treatment process, while the other principle view was that it was only part of a correctional system in which the main emphasis is on security. This contradictory stance was, to some extent, componded by the fact that almost all administrators describe their programs as qualitatively and quantitatively good. These opinions seem more contradictory when one examines the often espoused view that education is good for security and, to some extent, could be viewed as a management rather than a rehabilitative necessity.

The relationship between education and treatment in the correctional system can be only partially determined through the data collected. Educational administrators, in their responses to the questionnaire and in site interviews, stated that the treatment staff has a strong influence upon an inmate's decision to enroll in education. Less than half of those interviewed, however, stated that educational efforts and those of treatment were well-integrated. There was also some indication that communications between the two staffs are informal and ad hoc at best. This is

contradicted somewhat by the fact that a large majority of the questionnaire respondents reported that "adequate liaison" exists between the treatment staff and the Education Department.

The teachers interviewed indicated similar if somewhat stronger feelings about the relationship between education and treatment. Several teachers reported that there seems to be little or no relationship between their efforts and the overall treatment plan. In the institutions where teachers are involved in the decisions regarding treatment, some indicated that it may be something of a waste of time and that no productive prescriptions were forthcoming as a result of such efforts. Few teachers actually had any work assignments in the treatment area.

Information from interviews with treatment staff also indicates some contradictions. There was general agreement that education is an integral part of the total treatment program. In a majority of the institutions, however, there is no formal transfer of information between the two areas and few treatment personnel had more than a passing orientation as to what educational offerings are available. Few counselors work in the educational program directly and all of those interviewed indicated that they were not aware of any formal orientation to their program for the education staff.

In summary, the issue identified here appears to exist and, given the general nature of corrections, will probably continue to exist. Most educational staff would appear to agree that there is a need for security. There is, however, some evidence to indicate that the contradicting goals and priorities of security have some negative influence upon the design, administration, and efficacy of educational programs in prisons. There are further indications that the actions of prison administrators are often dictated by the security and management functions of their institutions, more so than by the needs of their education programs.

Issue 2: <u>The priority of education programs within the correctional institution</u>.

This issue has been indirectly addressed in several of the preceding discussions. Perhaps it is some indication of the relative priority of education that less than 9% of the institutional budget is committed to educational efforts. Although most institutional administrators stated that

education is an important part of the institution, several educational administrators reported that the Education Department lacks sufficient power and influence within the institution. A number of teachers also indicated that education's influence is not strong and its power is limited. Additionally, half of the teachers indicated that they had no influence in any decisions or policies made for the institution as a whole and sometimes were not consulted about decisions or policies that related specifically to education.

Issue 3: The availability of contact with the "outside" world.

The very definition of incarceration is to limit contact with the "outside" world. The process of education in most formal settings, however, depends to a great extent upon the ability to interact both within the educational environment and with resources available outside that environment. The impact of incarceration and separation from the community may to some extent limit the efficiency of the rehabilitation process.

The findings of the NCEEP study, which indicate that more than three quarters of responding institutions are located in rural settings, points to a geographic as well as a physical separation from the general community. This, it is felt, limits, for correctional institutions, the number of vocational and academic resources which are normally available to students in public schools or in institutions of higher education.

Issue 4: The incentives for participation in education programs.

The NCEEP issues paper reported that there are often many conflicting pressures on an inmate, discouraging his/her enrollment in educational programs. These pressures may arise from the financial rewards to be gained from participation in institutional work assignments or the personal rewards to be gained from participation in liesure time activities. In addition, the literature indicated that peer pressure tends to work against an inmate enrolling in school. On the other hand, however, there is some pressure for him/her to enroll. The counselor may recommend it; the sentencing judge may wish it; the parole board may be impressed by it; and the degree of comfort in custody may be enhanced by it, in that the inmate may avoid unsavory work assignments.

The findings of this survey to some extent reinforce the existence of these conflicting pressures. Questionnaire respondents indicated that, in terms of the lack of incentives, the inmates were, to some extent, discouraged from participating in education by the relatively higher pay for working in prison industries in 62% of the institutions. A quarter of the respondents indicated that this had a strong negative effect. The desire to have bartering power and to be able to have purchasing power on commissary days is difficult for inmates to balance against the less tangible goal of "an education". It is not surprising that educational administrators and teachers reported that the most difficult problem they face is low student motivation. This view was also held by all treatment personnel interviewed.

Although most inmates interviewed stated that the education programs in which they were enrolled were better than those they had experienced on the "outside", they expressed some concern that their involvement in education was not highly regarded by their peers or even by the administration. It is not encouraging that only 13% of the inmates stated that other inmates have a favorable opinion towards education. A large number indicated that to be in education was considered "good" time by those enrolled and that they were only in programs to avoid work assignments or to kill time and get out of the cell house. Almost one half of the inmates agreed with the respondents to the questionnaire that the financial rewards for enrolling in education were either nonexistent or less than those for work assignments, especially assignments in prison industries. Of the few inmates who felt that they were better off because of educational participation, most were receiving veteran's benefits and were enrolled in Post Secondary or Vocational Education programs. It perhaps ought to be noted here that many of the inmates interviewed considered the Education Department to be a relaxed, comfortable, or a "safe" place.

In terms of the pressure to enroll in education programs, the data collected indicate that a majority of educational administrators believed that the recommendations of both counselors and parole boards have an important influence. A much smaller number of the educational administrators reported that court recommendations influence the inmate's decision to enroll in education.

In site interviews, slightly more than one half of the educational administrators stated that participation in the education program does influence, in a favorable sense, the

decisions of the parole board. A substantial minority (40%), however, questioned the impact of educational participation upon the board's decisions and indicated some frustration about the inconsistencies in applications of standards and guidelines by the boards. The federal educators expressed some concern that parole boards in their systems are no longer assigning parole "points" to the inmate for his/her attendance in school. The teachers echoed the perceptions of their administrators, believing somewhat more strongly in the impact of the educational experience upon the boards' decisions to parole inmates. Several treatment personnel, while not directly asked questions regarding whether inmates were coerced into entering the education programs, indicated that when coercion does occur, it dilutes the effectiveness of programs and is at least partly to blame for the problem of low student motivation.

Inmates, when interviewed, most often indicated that they did not feel they had been placed under any pressure, either by institutional personnel or by anyone at the time of sentence, to participate in the education program. There was strong support for the belief that being in education programs affects parole status, since not being enrolled sometimes looks badly on one's record. In a sense, one may interpret this as a form of coercion.

There seems to be some evidence that the conflict of incentives versus coercion does little to help the inmate's motivation or the educator's task. This conflict appears to be valid and worthy of consideration because it reinforces an inmate's uncertainty and confusion as to what really counts.

Issue 5: <u>The attitudes of security staff towards education programs</u>.

This area was discussed by several writers in correctional education who stated that security staff may be resentful of the "free" educational opportunities made available to inmates. They reported that this attitude is often manifested by security's lack of enthusiasm for the efforts of the educational staff and may be the cause of indirect "sabotage" of some programs.

The NCEEP survey made no attempt to assess the attitudes of the security staff directly. Some educational administrators and teachers, however, reported that there are conflicts between educators and security staff. These

conflicts have been explored earlier in this chapter. It may be worthwhile to note that teachers seemed somewhat more concerned about this issue and tended to report more conflicts with, and disruptions by, security staff than did administrators.

The questionnaire did collect data about the availability of educational opportunities for the staff. Such opportunities could, some authorities suggest, ameliorate any hostility which might exist among staff towards the education program. A large minority (42%) of responding institutions reported no educational offerings for their staff, while many (40%) had separate classess offered for staff. In only 28% of the responding institutions were classes available to both staff and inmates together.

The degree to which the attitudes of the security staff disrupt the efforts of the staff in education has not yet been clearly established.

D. Program Design

This section assesses the data collected as it relates to five issues associated with the area of program design.

Issue 1: The need for courses to be part of an integrated program.

The data collected support the premise the correctional education courses and programs are often not well-integrated. It is difficult to achieve overall program and curriculum integration without being able to establish any long range goals or objectives. Yet 68 of the questionnaire respondents (49%) reported that they were unable to plan programs for more than one year in advance because of the multiplicity of funding sources and the necessity of reapplying for funds at frequent intervals.

Integration of specific program and course offerings is necessary to allow for inmate participation in more than one program area at a time. Institutional planning, student counseling, and adequate time/space allotment are all critical factors in bringing about this integration. Table 9 presents those data reported on opportunities for simultaneous enrollment of inmates, by program. These data do not suggest that there are problems in this area. They indicate

that a high percentage of institutions allow for simultaneous participation in two or more programs, if one of the programs is Vocational Education. There are conflicting data, however, when one analyzes responses to a question about the opportunities for clustering. Clustering refers to programs which integrate both academic and vocational courses pertaining to a given vocational area. Of the 140 respondents to this question, 52% stated that they do not have a program which involves clustering.

Issue 2: The need for specificity in course design.

Data collected generally indicate that there is a lack of specificity in the design and revision of courses. Aspects of this issue include the following: (1) the availability of course competencies, objectives, and syllabi; and (2) the relationship of needs assessment to course design.

While most of the institutions surveyed reported having specific lists of competencies and/or objectives (Table 10), only 44% of the institutions stated that they have course syllabi for Social Education: 51% for ABE; and 60% for SE/GED. These responses indicate that a substantial portion of the institutions in the sample have not developed syllabi for most courses offered.

There are conflicting data concerning the use of needs assessment. Most of the assessments reported were of limited scope and were conducted either for a specific project or in response to a funding requirement. Educational administrators emphasized the importance of needs assessment (both inmate and job market) in program evaluation. Teachers reported that needs assessment was usually conducted to meet a requirement for Title I funding. The data collected indicate an awareness of the relationship of needs assessment to post-program evaluation, although they do not indicate that needs assessments are commonly used in such internal evaluations. Of the responding institutions, a large majority reported that inmate needs were considered in the selection of Post Secondary course offerings. Only 25%, however, reported using job market needs assessments in choosing such courses.

The administration of standardized achievement tests can provide information valuable in the assessment of inmate needs and in the design of specific courses to respond to these needs. As reported in Chapter II, eight educational administrators stated that the only needs assessment done in

their institutions is through the administration of tests in the classification unit or through individual teacher diagnosis. Although a large percentage of the responding institutions do administer standardized achievement tests to all inmates upon entry into the institution, questionnaire and interview data indicate that these tests are used primarily as criteria for student placement in programs rather than for program design.

Data were analyzed to ascertain the relationship of enrollments, by program, to the educational backgrounds of the inmate population. The percentage of inmates in the population who had not completed high school prior to incarceration is 66%. Yet the percentage of the population enrolled in either ABE or SE/GED programs is only 23%. The same situation exists in Post Secondary Education, where 27% of the average inmate population were reported to have completed high school, but an average of only 10% of the population is enrolled in the Post Secondary program. This clearly demonstrates that the average institution is only meeting the needs of approximately one third of those inmates who could potentially benefit from academic program offerings.

Issue 3: The procedures and criteria used for student placement and selection.

It is encouraging to find that a combination of selection methods is used in most institutions. Respondents reported that information is gathered from several areas of the institution before making placement decisions. Moreover, the responding institutions consider this information as an important basis for their decisions on student placement. Inmate interest is viewed as "Important" to "Very Important" in the placement decision by 94% of the 156 respondents, recommendations of counselors by 72%, and test results by 62%. One fourth of the institutions reported that placement decisions are made on the basis of the combined input obtained from treatment staff, an educational representative, and the potential student.

Information on the availability of counseling services to inmates also suggests that either research has exaggerated the lack in this area or that progress has been made in expanding services. Of the questionnaire respondents, 57% stated that academic and/or vocational counseling is provided for all inmates prior to the selection of an educational or vocational training program. An additional 28% stated that such counseling is provided for most inmates.

Most respondents also reported the frequent use of a variety of specific placement criteria within their individual institutions. Almost all responding institutions use achievement tests for placement and the most common combination of criteria employs achievement tests, grade level, and personal interviews. In the area of Post Secondary Education, the most important selection criteria reported include the following: a high school diploma, the availability of needed courses, and admission to or acceptance by a post secondary institution.

Issue 4: The need for adequate support services, especially after release.

There appears to be some evidence from the questionnaire to support the presumption that the lack of adequate support services may indeed be a significant issue in correctional education programs.

NCEEP data reveal that the ratio of the number of supportive staff to inmates may be too large to be effective. In the average facility of over 800 inmates, the average number of educational counselors is two. Diagnosticians and other available educational specialists each average at less than 1.5 per institution. The average number of educational psychologists is even less, averaging one for every two institutions sampled. Given the specialized learning needs of an adult population who, by and large, are educationally disadvantaged, this availability of specialized support staff is hardly encouraging.

Questionnaire responses also indicate that problems resulting from a lack of support staff are of greater concern to correctional educators than many other problem areas. Slightly less than one half of the respondents indicated that the "lack of supplementary staff" presents some degree of difficulty in the operations of their programs. Of the seven factors investigated in relationship to educational support services and identified in Table 21, this problem was ranked second only to the problems created by the "lack of educational followup with parole and post-release agencies". The Directors of Education in 76 of the institutions sampled also reported that the lack of support staff interfered in some way with their staff's ability to meet inmates' educational needs.

During site interviews, prison administrators indicated an awareness of the need for increased effort in the area

of post-release services. These administrators frequently cited the desire to establish stronger relationships between educational offerings and employment needs after release.

Issue 5: The quality of instruction and teacher training for corrections.

Specific questions were asked both in the questionnaire and in site interviews about the training and evaluation of teachers and the variety of instructional methods used. To the extent that certification indicates the degree of teacher training, it is interesting to note that the majority of respondents to the questionnaire reported that most of their teachers, both academic and vocational, are certified. The largest number of these hold state certifications in either Vocational Education (average of five per institution), Secondary Education (average of five per institution), or Elementary Education (average of two per institution). Certification in an appropriate area was identified as a criterion for employment by a large majority of the responding institutions. In site visits with teachers, however, half of the teachers questioned the adequacy of their training for their current jobs. This might indicate that "traditional" education certificates alone are not sufficient in the correctional setting. Five of the educational administrators interviewed reflected this view by stating that there is a need for specific teacher training programs which deal with the unique problems of the correctional institution.

With regard to updating and enrichment of instructional quality, questionnaire responses indicated that inservice programs for teachers are available in most institutions. The adequacy of such programs, however, was questioned by many teachers during site interviews. These interviews revealed that often inservice programs are made up of a potpourri of workshops, conferences, and staff meetings and are viewed by most teachers as not sufficient, especially in frequency, to meet their needs.

In summary, although the literature in correctional education had indicated that there is a lack of certified and well-trained teachers, data do not confirm that this is so, at least in terms of teacher credentials (Tables 25 & 27).

Site interviews and questionnaire data indicate that regular staff evaluations are conducted in most responding

institutions. Such evaluations are generally done by the Director of Education, usually on a yearly basis, and employ a variety of informal methods. The lack of formal structure in staff evaluation makes this area a most difficult one to assess.

The objective measurement of the quality of instruction is also difficult to achieve through the use of a questionnaire. The data collected about teaching methods, however, does show that most institutions use a combination of individualized and classroom instruction in Adult Basic Education and Secondary/GED programs and a combination of classroom instruction and on-the-job training in Vocational courses. Interviews with inmates suggest that the majority perceive that the teachers are helpful in meeting their educational needs.

E. Access to Resources and Materials

The specific issues relating to access to resources and materials, as identified by the NCEEP issues paper, are as follows:

Issue 1: The availability and quality of materials and machinery.
Issue 2: The access to resources as related to security constraints.
Issue 3: The need for contact with external resources and personnel.

In addition to the review of these specific issues, the data in this section will also be assessed within the context of the specific program areas of Adult Basic Education and Secondary/GED programs, Post Secondary Education, and Vocational Education.

Issue 1: The availability and quality of materials and machinery.

Only a relatively small percentage of the respondents to both the questionnaire and the site interviews stated that their materials and resources were inadequate or anachronistic. Questionnaire respondents were asked to assess the following items with respect to how they did, or did not, impact upon their staff's ability to meet inmates' learning needs: (1) lack of educational hardware, (2) lack

of educational software, (3) lack of instructional materials related to inmates' needs, and (4) lack of adequate books, tools, and other educational materials. These items were rated on a five point scale, where a notation of 1 signified that the item was "Not a Problem" and a notation of 5 signified that the item was a "Serious Problem". More than 70% of those who responded rated the above items in the "1" to "2" range ("Not a Problem").

This positive assessment of educational resources and materials was confirmed in site visit interviews with educational administrators. Only four out of 22 educational administrators indicated that their programs needed more and/or better resources and materials. Further confirmation was received in iterviews with teachers and inmates, where 19 of the 37 teachers responding and 22 of the 39 inmates responding stated that they had sufficient materials for their educational endeavors.

Although inadequate and anachronistic materials and machinery was clearly not considered a problem by those participating in NCEEP's study, the lack of adequate space for the operation of educational programs appears to be a major problem of educational administrators in corrections. The frequency with which the need for more space was expressed by educational administrators, in both the questionnaire responses and the site visit interviews, establishes this need as a primary issue in the area of access to resources and materials.

Issue 2: The access to resources as related to security contraints.

For the most part, the limitation that security considerations may place upon the use of materials and resources is not perceived by educational administrators and teachers as a pressing problem to be solved, but as a necessary reality to be tolerated. A majority (59%) of the educational administrators responding to the questionnaire reported that their programs are limited by security constraints, but site-visit interviews indicate that these constraints are not considered unique to the Education Department and are not viewed as being inappropriate in light of the basic purpose of correctional institutions.

Issue 3: The need for contact with external resources and personnel.

Research has suggested that the geographical and

symbolic isolation of most prisons from external communities, institutions, and agencies prevents the use of resources and personnel that are often essential to the content, scope, and purpose of educational projects. A review of the NCEEP data tends to support the idea that there are definite needs for further development of the use of external resources in correctional education.

Questionnaire responses reveal that external resources are a part of the education program in nine out of 10 institutions surveyed. The majority of institutions (65%), however, report that these resources are used on an "occasional" basis, as opposed to a "regular" use. Also, a substantial number of the educational administrators (72%) noted that their education programs were, to some extent, limited in scope by a lack of contact with community resources and experiences.

Although a majority (60%) of the educational administrators interviewed during site visits reported that they had adequate access to external resources, two thirds of the teachers interviewed contended that external resources were not being adequately used in their education programs. The inmates' perceptions of this issue supported those of the teachers. This was especially true for those inmates who had been enrolled in Post Secondary and/or Vocational Education programs. A number of these inmates complained that participation in PSE or Vocational programs in their respective institutions was often a frustrating and "token" exercise. When pressed to explain the cause of this somewhat cynical stance, inmates frequently mentioned the inconsistent, fragmentary, and isolated nature of PSE and Vocational programs within their institutions.

One can reasonably infer from the preceding data that contact with external resources and personnel is a problematic area in correctional education. Presently, correctional education, especially in PSE and Vocational programs, does not have sufficient contact with community institutions, agencies, and programs.

Adult Basic Education and Secondary/GED Programs

The status of resources and materials in ABE and Secondary/GED programs is evaluated quite positively by a large majority of those educational administrators who responded to the questionnaire. The quality and quantity of educational materials is generally rated as adequate.

The principle issue in ABE and Secondary/GED programs appears to be the limited degree to which these programs address the educational needs of the total inmate population. Two reasons for this lack of program scope are the prevailing limitations in number of support staff and a lack of adequate space for educational programs. One impression from site visit interviews is that these often critical limitations in support staff and available space force educational administrators to concentrate on maintaining existing programs rather than attempting to expand their program offerings to reach a greater number of inmates. When queried about the future directions of the education program, most educational administrators seemed primarily concerned with the maintenance, survival, and accountability of the present programs. Paradoxically, many of these same administrators felt that their primary accomplishment had been in the expansion and growth of program offerings.

Post Secondary Education

The data appear to confirm the existence of those problems identified in the NCEEP issues paper regarding the access to resources and materials in Post Secondary Education programs. These problems were outlined in the issues paper as follows: (1) the lack of research and resource materials, (2) limitations imposed by security on the number and kinds of courses, (3) the lack of contact with "on campus" resources, and (4) the lack of adequate education and career counseling necessary to complement a viable college program.

Approximately one third of the respondents to the questionnaire assessed resource and research materials in Post Secondary programs as "definitely insufficient" and of "poor quality". This statistic contrasts sharply with the more positive assessment given to all other educational resources and materials for PSE programs.

A majority of the educational administrators who responded to the questionnaire assessed the availability of their Post Secondary Education programs with respect to inmate educational needs as being qualitatively and/or quantitatively inadequate. The relatively small percentage of inmates who were reported to be involved in Post Secondary Education "release" programs supports the above. Of those institutions with Post Secondary Education programs, 59% reported having no inmates on educational release and

67% of those which do provide educational release reported 10 or less inmates involved in such release.

Vocational Education

The data collected confirms that the lack of contact with vocational programs and resources in the "outside" community is a real situation in Vocational Education programs and the principle issue.

Of those institutions with Vocational Education programs which responded to the questionnaire, 59% reported no vocational training programs contracted through external agencies and, in approximately one half of those facilities which do have such external contracts, there are only one or two training options made available to inmates. Finally, only 19% of these institutions indicated that they had a post-release job placement component coordinated through an external vocational institute or agency.

The status of the "internal" resources and materials in Vocational programs does not appear to be a problem. The only exception to an otherwise positive assessment of resources and materials is, once again, in the area of adequate space.

F. Evaluation

The data collected by the NCEEP indicate that a substantial number of program evaluations are reported to have been done in correctional education since January 1, 1973. Within the 163 institutions responding to the questionnaire a total of 916 specific program evaluations are reported and slightly more than one half of these evaluations (54%) were described as "external" evaluations. Questionnaire responses also show that annual evaluations are required by the funding sources for ABE and Vocational Education programs in one half of the responding institutions. Forty-one percent of Secondary/GED programs require such evaluation. In PSE, however, only one out of three PSE programs is required to have annual evaluation.

The NCEEP data indicate that the most important aspects of program evaluation are its content and focus. The project questionnaire collected data about the following: (1) those aspects of the program that had been examined in evaluations, and (2) those elements which were the primary aspects examined. Respondents were provided a list of 20 possible evaluation criteria. The rankings and responses to these criterion are presented in the synthesis of this document (Table 35). These responses clearly show that the emphasis in program evaluation has not been in the area of intermediate or long range "outcomes". "Post Program Followup", "Post-Program Release", and "Recidivism" were used as criteria in a small percentage of the evaluations implemented in correctional education over the past five years. These data indicate that the "impact" of educational programs, especially after release, is given little attention in the design and implementation of program evaluations.

A focus of program evaluations has been on the internal aspects and immediate outcomes of education programs. The internal aspects most frequently reported to be included in evaluations are the following: (1) enrollments, (2) goals and principles, (3) completion rate, (4) teaching methods, and (5) inmate response. This internal, program-specific emphasis in evaluation is, of course, necessary and justifiable. It appears, however, that there has been a one-sided emphasis in the evaluation of these aspects, perhaps because they are more easily measurable than the less immediate outcomes.

Data from site-visit interviews further confirm that there is an imbalance in the focus and content of program evaluations. During site interviews, both educational administrators and teachers expressed the need for stressing the qualitative aspects of their programs and for measuring and assessing the "impact" of their programs outside the school itself.

There is some degree of inconsistency between the questionnaire and site-visit data in the area of program evaluation. In questionnaire responses, "Inmate Response" ranks relatively high among the aspects examined in program evaluations in only five cases. In all of these cases, the inmates' feedback was reported to be of an essentially informal nature. In addition, almost half (10) of the educational administrators interviewed on site visits stated that program evaluation is an "informal"

activity. It is possible, therefore, that many of the evaluations reported by questionnaire respondents were also of an informal nature.

One final comment regarding the topic of program evaluation seems in order. An impression that emerges from the site visit interviews is that, those working in the field of correctional education approach the subject of evaluation with a sense of frustration and confusion. This attitude appeared to be based on past experience with program evaluations. The contention of several educational administrators was that information gained from past evaluations had been either superficial in content, or, in those cases where significant data had been reported it was not appropriately applied to program planning or development. When asked if they believed more program evaluation was needed, those Directors of Education who replied in the affirmative often qualified their responses. It must be the "right kind" of evaluation was a frequent comment. They described this "right kind" of evaluation as the following: (1) emphasizing program quality and needs assessment, and (2) supplying the necessary feedback for the integrated and developmental growth of their programs. In light of this, a critical issue in evaluation appears to be the need to <u>redefine</u> and <u>clarify</u> the concept and process of evaluation in correctional education.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

On the basis of data collected during this project, conclusions were drawn regarding the general status of correctional education programs in the state and federal prisons of the United States (excluding Alaska and Hawaii) and the specific issue areas in correctional education. These conclusions are presented in this chapter. Recommendations regarding educational programs for inmates are also suggested.

A. General Information

Conclusions

1. The general state of education in correctional institutions seems to have improved in recent years and the picture is less pessimistic than that presented in the literature.

2. The geographic location of prisons may influence the staffing patterns of programs and restrict access to some resources normally considered necessary in most traditional educational enterprises.

3. The length of time served in prisons is approximately three years. At the end of this time, most inmates return to "the street" and to a job market which requires academic, vocational, and social skills.

4. Approximately one third of the inmates who could potentially benefit from academic programs are enrolled in such programs. The NCEEP staff noted that while actual numbers enrolled in programs have risen, the percentage of the total population enrolled has remained virtually unchanged over the past five years. The single exception to this is in Post Secondary Education programs, where the percentage enrolled has almost doubled.

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Recommendations

1. Prison and correctional education administrators should consider that the average institutional stay of an inmate is approximately three years. Programs, therefore, should be designed with this in mind. Further consideration should be given to the specific literacy, vocational, and social skills needed to gain employment in a highly competitive and fluid job market.

2. The number of programs in correctional education should be increased to meet the needs of the large number of inmates who are not benefiting from those offerings presently available.

B. Funding and Administration

Conclusions

1. The number of external agencies involved in the administration of educational programs within prisons does cause some degree of conflict and can detract from the effectiveness of the program.

2. While some conflict may exist among administrators within the prison, this is not seen either as a common or serious problem. The NCEEP staff suggests, however, that the basis for any conflicts which might exist is related to the uncertain role of education within the prison setting.

3. The need for improved educational planning appears to be real and complex. The causes of this problem appear to lie as much outside the institution as within it.

4. There is a lack of sufficient funding to provide adequate space, staff, and programs for all those inmates who have or appear to have educational needs.

5. The diverse sources of "soft" funding is of concern to correctional educators. The large number of state and federal agencies involved have varying guidelines, eligibility requirements, and funding periods

which appear to cause considerable frustration, particularly in state facilities.

6. The NCEEP findings do not support that there is a lack of knowledge regarding the availability and requirements of funding sources, although this had been an issue in the literature.

Recommendations

1. State and federal agencies should make some attempts to consolidate the sources of funds for correctional education programs. The present diversity of funding, the "soft" nature of many of these funds, and the need to apply or reapply for funds at frequent intervals all appear to detract from the efficacy of prison education programs. Consolidation of funding could also serve to decrease the conflicts apparently created by the number of external agencies involved in the administration and funding of programs.

2. It is suggested that while LEAA's involvement in research in the area is valid, there is some doubt as to the validity of their involvement in the funding of educational programs in correctional settings.

3. There appears to be some merit in the creation of a centralized school district which deals with the specific funding and administrative needs of education within the prison setting. The Federal Bureau of Prisons and those states with such centralized school districts appear to have fewer problems in the specific area of funding and administration than states without centralized agencies.

4. In general, funding for correctional education needs to be increased at both state and federal levels.

C. Nature of the Institution

Conclusions

1. While there is an obvious contradiction between the custodial and treatment functions, there may be less conflict than the literature suggests. It is believed, however, that, in some institutions, there exists sufficient conflict to have a negative influence upon the work of the correctional educator.

2. Although prison administrators interviewed were all very supportive of education programs and stated that they are of high priority in the institution, the lack of sufficient space allocated to education, the lack of teacher involvement in the decision-making process, and the frequent use of education as a management function, all suggest that the priority is, in fact, less than desired or necessary.

3. Educational opportunity may be limited by the lack of contact with the "outside" world, but this is not really viewed as an issue of importance by those involved in correctional education.

4. There is evidence to suggest that there is a lack of incentives for inmates to enroll in education programs in prison, as well as some coercion to enroll. This apparent anomaly does little either to help inmates' motivation or to enhance the prestige of education.

5. While there appeared to be some hostility toward education programs for inmates by the security staff, the degree to which it seriously limits the efforts of the educational staff remains in doubt.

Recommendations

1. Administrators, both of prison systems in general and education in particular, may need to articulate a clearly understood and acceptable role for education within the system.

2. Communication among agencies and institutions and among departments within the institution needs considerable attention. Specific emphasis should be placed on increasing the communication among diagnostic, treatment, and education personnel. Such communication should be formal, yet flexible, with due deference to the specific professional responsibilities of the individuals involved and the need for an integrated effort.

3. The relationships between work and educational assignments should be clarified to prevent the conflict which appears to exist between education staff and work supervisors.

4. The problems of student motivation, the lack of incentives for enrollment, and the use of coercion should be investigated further.

D. Program Design

Conclusions

1. The multiplicity of funding sources creates problems in the planning of education programs in corrections, the continuity of these programs, and the staffing of such programs.

2. A variety of student selection and placement criteria are utilized in most responding institutions. Counseling is viewed as an important aspect of this selection and placement process.

3. Data and interviews indicate a severe shortage of supportive personnel, such as diagnosticians and educational counselors.

4. Most teachers in correctional institutions are certified. Many of the teachers interviewed, however, identified a need for more specialized training to prepare them to work within correctional settings and provide them with the special skills needed to work with an adult student population that is, by and large, educationally disadvantaged.

5. A combination of teaching methods is used in most correctional education programs. These include individualized instruction, classroom instruction, and on-the-job training.

6. The percentage of responding institutions which have lists of specific competencies and/or objectives for educational programs is encouragingly high.

Recommendations

1. There is a need for better coordination of funding to allow for long-range programing and increased amount of job security for educational staff.

2. More comprehensive needs assessment, both inmate and job market should be undertaken. The results of such assessments are needed in the planning, designing, implementing, and evaluating of education programs in correctional institutions.

3. Further research is necessary to assess the quality of tests and other criteria used for student selection for and placement in appropriate educational programs. Such research could help to reduce the possibility of subjective and arbitrary placement of students. This research would examine the validity of test information, the psychological implications of the time at which tests are administered, and the adequacy of inmate orientation to existing education programs through handbooks, counseling, etc.

4. The number of supportive staff in educational areas should be increased to establish a system of support, followup, and follow through for inmates, especially after release.

5. A more comprehensive liaison is needed between the Education Department and external support services, after release. Such liaisons would provide communications about the effectiveness of educational and vocational training, establish community interest in and support of institutional programs, utilize community resources, and provide follow through in terms of support and direction for the released inmate.

6. There should be an on-going, coordinated system of interaction among the institutional departments which provide inmate services in order to more effectively recommend, monitor, and assess student movement through educational programs.

7. More correctional teacher training programs which address the specific needs of the educator in the correctional setting should be established. Such programs could provide diagnostic and skill training for this educational area.

8. Further research is needed to assess the quality of instruction in corrections and the appropriateness of the classroom methods used.

9. There is a need for continuous re-evaluation of the number, scope, and balance of course offerings within each of the five program areas in order to assure that the specific characteristics of each area are well-defined and are given appropriate consideration in the design of courses. For example, attention might be given to the following:

> In ABE, the average enrollment per institution is only one third of the recorded potential need.
>
> In SE/GED, preparation for the GED test is, too often, the main con-concern of secondary programs.
>
> In Social Education, programs lack specificity of design and objectives and are only vaguely defined within the institution.
>
> In PSE, the availability of courses is often disproportionate, with either too many or too few courses to meet the inmate population needs.
>
> In Vocational Training courses, there is a need for additional contacts with the outside community and a greater variety of skills training related to job-market needs.

E. Access to Resources and Materials

Conclusions

1. The consensus of educators working in correctional institutions is that existent resources and materials are adequate to meet the needs of their current program offerings.

2. The main problem identified in the area of resources and materials is the lack of adequate space necessary to maintain present programs and/or to implement new programs.

3. Institutional security restrictions and regulations are not perceived as a problem affecting access to resources and materials.

4. In the specific program areas of Adult Basic Education, Secondary/GED programs, and Vocational Education the availability and quality of the educational materials are assessed positively by correctional educators.

5. A singular exception to this otherwise favorable assessment is in the area of Post Secondary Education. Resource and research materials necessary for college level work were reported to be less than adequate by a relatively large proportion of those who responded to the NCEEP questionnaire.

6. The limited access to external resources and materials is a problem generic to correctional education programs, but the effects of this limitation are especially debilitating to Post Secondary and Vocational Education programs.

7. In the area of Vocational Education, there is a need for more pre-and post-release contacts and working agreements with vocational institutes and job placement agencies in the outside community.

Recommendations

1. Given the severe limitations of space available for education programs, it is recommended that further study and research be done in this area. Such research should investigate the development of educational delivery systems that take into account the limits of "inner" space available for correctional education.

2. Further research and analysis of the use of community resources in correctional education programs is recommended. Given the inherent limitations of the correctional setting, procedures must be established to identify the most effective means of utilizing external resources, especially in the areas of Post Secondary and Vocational Education.

F. Evaluation

Conclusions

1. In each of the five program areas of correctional education, a substantial percentage of the institutions, contacted by the NCEEP, report that some form of program evaluation has taken place since January 1, 1973.

2. The primary focus of program evaluations in correctional education over the past five years has been on the internal processes and immediate outcomes of the education programs.

3. Little, if any, attention has been given to the measurement and/or assessment of post-program followup, post-release followup, or recidivism rates in the evaluations of correctional education programs over the past five years.

4. Data collected concerning program evaluation indicate that there is a sizable degree of confusion and ambiguity about the meaning, content, and purpose of program evaluation.

5. The majority of correctional educators recognize

the need for program evaluation, but also urged that the responsibility for conducting such studies, their content, and their purpose be more clearly defined.

6. The NCEEP data suggest that there are a substantial number of correctional education program evaluations reported, but that the quality, effectiveness, and purpose of these evaluations may be, at best, questionable and, at worst, meaningless.

Recommendations

1. The overriding need in the area of program evaluation for correctional education is for the further refinement and development of the scope, form, and purpose of such evaluations. It is therefore recommended that program evaluation in correctional education: (a) enlarge its scope to include the systematic measurement of both immediate and long-range program outcomes, (b) develop a form that is adaptable to a diverse range of programs and institutions, and (c) establish as its central purpose the facilitation of program integration, development, and effectiveness.

2. It is recommended that the design of program evaluations include procedures for measuring the impact of education programs on inmates after program completion, and after release. In this context, criteria such as inmate needs assessment, inmate response to the program, post-program followup, and recidivism should be given priority in evaluation. This would achieve a greater balance in the scope of correctional education evaluations and increase the meaning and purpose of such evaluations.

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APPENDIX A

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APPENDIX A

INMATE FLOW THROUGH A GENERALIZED EDUCATIONAL PROGRAM

At the time of incarceration in a state or federal correctional facility the inmate, after intake and classification, is given or has the choice of an educational placement. The type and number of educational programs available to the inmate may vary, based upon the size and type of facility. However, in general there are four categories of educational programs which are common to correctional institutions and social education, a recent and as yet vaguely defined category, which is depicted as an integral part of all the four program types in the pictorial portrayal of the programmatic relationships in Figure 1.

It will be noted in Figure 1 that the inmate may enter the program which is most appropriate for his needs and proceed hierarchically from ABE instruction through a post-secondary program which could lead to a college degree. He may also opt to enroll in a vocational program at the same time as, or upon completion of the other three choices.

The integrated flow chart depicted in Figure 2 is predicated on the assumptions that all the major program offerings are available and that, as shown in Figure 1, the programs are open to entry at multiple points and can be pursued by the inmate, over time, from the initial elementary Adult Basic Education stage to the terminal degree offering in a Post-Secondary Education program. It is also assumed that Social Education, while still ill-defined, is an on-going and common aspect of all education programs.

The anlysis of any inmate flow is based on the critical decisions made by and for the inmate as he or she proceeds through the education programs available in the institution in which he or she is incarcerated. These critical decisions are based upon information received from various external and internal sources and result in process outcomes which may involve appropriate preparatory stages prior to their initiation. At certain times in the flow, the outcome of a process or decision may be the actual exit from the flow or the re-entry at

CORRECTIONAL EDUCATION PROGRAMS

SIMPLIFIED PROGRAMMATIC RELATIONSHIPS

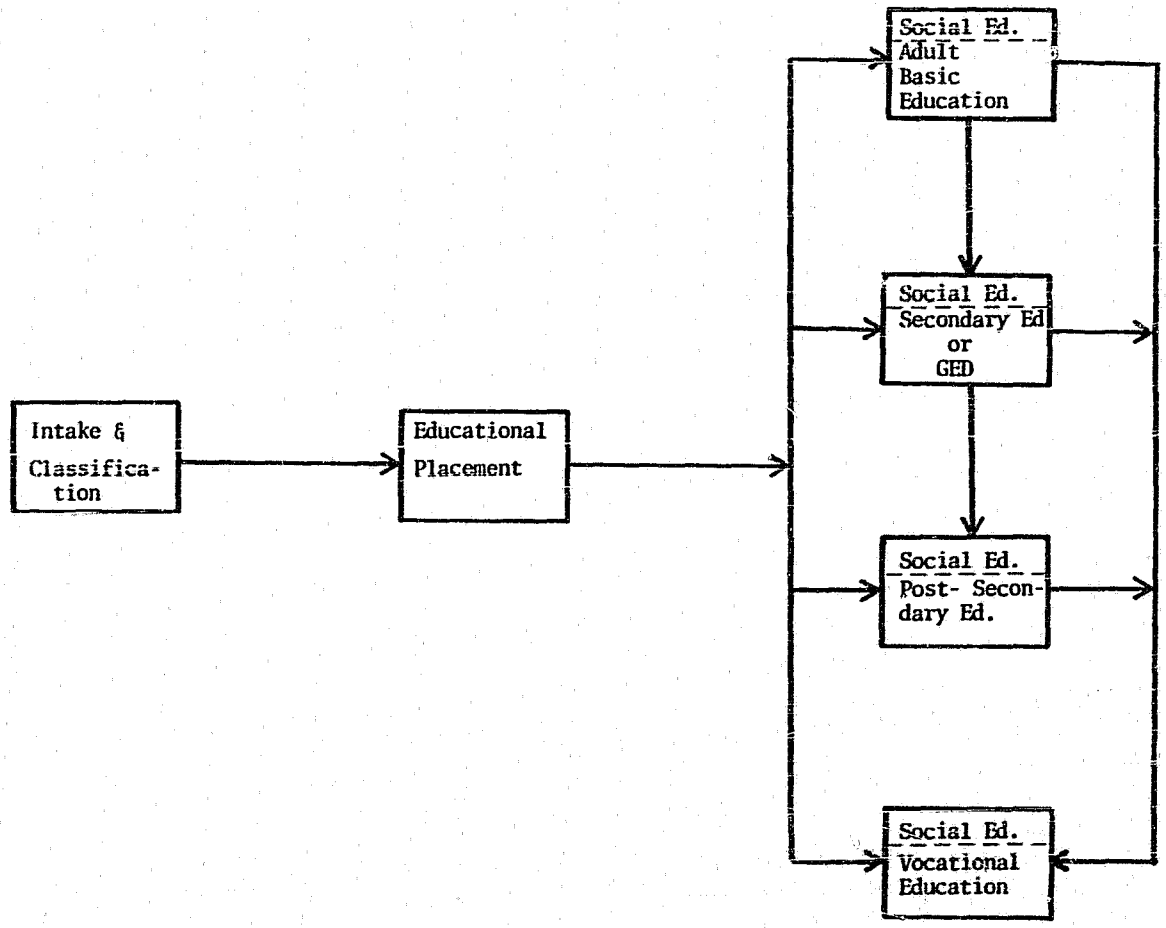
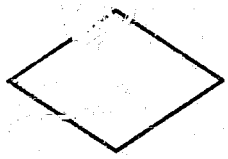
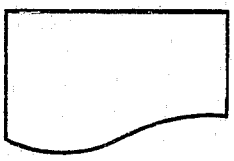


Figure 1

another point, should the decision made warrant it. These actions are portrayed in Figure 2 by geometric shapes, viz.:

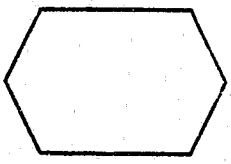


= Decision to make regarding the inmate

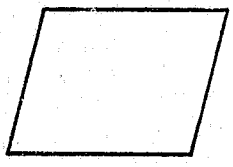


= Information received or transmitted, usually in document form

= Implementation of a process involving the inmate



= Preparation for a process or decision involving the inmate



= Exit of the inmate from the client flow

= On-page connector with corresponding part of the flow chart

= Off-page connector with corresponding part of the flow chart

The institutional education program is available to the inmate upon entry to the Federal or State prison facility (1). Upon incarceration and during the intake process, information is gathered regarding the inmate, including his present academic achievement level (2). Further assessment then takes place relating to the inmate's immediate and long term needs (3), upon which a diagnosis is made, including his security status (4), regarding his classification and the development of an appropriate treatment plan (5). This plan is discussed with the inmate and a decision is made about its acceptability (6). Should the plan not be acceptable, the inmate is reassessed (7) and possibly placed in another facility or referred for particular treatment (8). However, should the plan be deemed appropriate and acceptable to the inmate, he embarks upon the plan which includes an educational placement (9). If no educational placement is desired, warranted, or available, and if security conditions are acceptable, the inmate may embark upon his institutional job assignment (10).

Upon educational placement, all available information pertinent to such placement is forwarded to the education department (11). It is upon this initial information that the inmate is offered the option of one or more of four types of program: Vocational Education (including a Social Education component) (12), which is entered at point A in the flow; Post-Secondary Education (including a Social Education component) (13), which is entered at point B in the flow; Secondary Education or General Education Development Test preparation (including a Social Education component) (14), which is entered at point C in the flow; or Adult Basic Education (including a Social Education component) (15). Should the final alternative offering be unacceptable to the inmate, then he can seek alternative placement or, if his needs be extraordinary, he can be referred for particular help (19). If he does indeed wish to enter the ABE program, his special needs are diagnosed (16), based partially on information from multiple sources, including the Educational Counselor, treatment staff, security, and records collected at the time of intake (17). A determination is then made if a placement appropriate to the inmate's needs is available within the context of the ABE program (18). If not, the client may be referred out of the program or for special, extraordinary help (19). The selection deemed appropriate is made (20) and offered to the inmate (21) who may not accept it a-

appropriate, in which case the question regarding the necessity of exploring an alternative placement is raised (22). If alternative placement within the ABE program is possible, a further selection is made, but if no acceptable placement is available, the inmate exits from the educational program for an institutional job placement or referral (23). If the ABE placement is acceptable to the inmate, the teacher and inmate begin to design a program to meet the needs of the inmate, paying particular attention to writing a prescription for the remediation of his basic academic deficiencies and to establishing reasonable goals for the inmate (24). It may also be determined during this process that the inmate may benefit from enrolling at the same time in a Vocational Education program, thus developing basic academic skills together with practical, job-related skills (25). If he chooses this option A , he can continue on the flow in parallel with that of his ABE program. Regardless of this decision, however, he continues on to entry into the appropriate part of his ABE program (26), beginning his first unit of work (27), taking the pre-test for this unit (28). Should he pass the unit pre-test (29), he could continue on to the next unit, taking respective pre-tests until he fails a pre-test and establishes a beginning level in the program which is most suitable to his needs (30).

The type of instruction in this ABE unit is dependent upon the needs of the individual, the resources and material available, the expertise and training of the teacher, and the facilities of the institution. Instruction may include tutoring, computer-assisted instruction (CAI), Individually Prescribed Instruction (IPI), small group work, or traditional class work. All work is supplemented by work in Social Education. The student's progress is constantly monitored and he is counselled when necessary. Upon the completion of a program unit, the inmate takes the unit post-test (31). Should he pass the test (32), he continues in the program. If he fails, it must be decided if he should continue in the program (33), re-entering at the beginning of the unit previously taken, or if he should exit from the education program (34). If the inmate has not completed all units in the program (35), he continues with the next unit (36), but if he has taken all available units, a determination is made as to whether he has successfully completed his ABE program (37). All information about the educational progress of the inmate is passed on to the treatment

staff for use in the overall treatment plan (38). If the inmate has yet to complete the ABE program, a determination must be made if anything can be gained for the inmate by recycling him back into the flow (39). If this can be done, then another program must be designed and the inmate rejoins the flow at this point (24). Should nothing be gained, then he may exit from the education program for some alternative placement (40). It is possible, as in other places of the flow, that the inmate may be released upon completion of his sentence.

Upon successful completion of the ABE program, both the education personnel and the inmate must decide if he should continue further in his educational program (41). This decision, based upon internal, as well as external, information received from the treatment and security staff (42), if negative, will result in the exit of the inmate from the education program (43). However, if positive, the decision is made for the inmate to have the opportunity to begin or continue the Vocational Education option (44), which, if necessary, he can join on the flow at A . Regardless of whether he chooses the Vocational Education option, he can choose to enter the Secondary Education program (45).

When the inmate enters the Secondary Education/GED program, which incorporates a Social Education component (46), a diagnosis of his specific needs is made (47), based in part upon information from the educational reports of the Educational Counselor, treatment and security staff (48), and the ABE staff (48). After the diagnosis, the availability of appropriate placement is determined (49). If programs are not available to meet the identified needs of the inmate, then he may leave the flow for an alternative placement (50). Upon selection of an appropriate placement (51), the inmate decides upon its acceptability (52). When it is not acceptable, the possibility of an alternative GED placement is explored (53). If one is available, the inmate can return for a more appropriate selection (51). If no alternative GED placement is available, he may be referred for a job placement or other institutional or community program.

At entry, the inmate and the Secondary/GED instructor to whom he is assigned begin to design an individually prescribed program (54) after which the inmate embarks upon his program (55) and begins his first unit (56), taking the appropriate pre-test (57). If he passes this

test (58), he can then proceed to a more appropriate entry point, but should he fail, he then begins the assigned unit work (59). Upon completing this unit, he takes the appropriate post-test (60). Failure on this post-test (61) raises the question of the inmate's continuation in the program (62). If continuation is desirable, he may recycle and retake the unit and repeat the tasks or, if this is deemed inappropriate, he may exit from the program (63). If the inmate passes the post-test on a given unit, the question of the completion of all assigned units is raised (64). If all work has been completed and the program successfully finished (66), the inmate may, if in a diploma granting Secondary Education program, graduate (67), or, if enrolled in a GED program, take the GED test (68). if the inmate passes the GED test (69), he can choose to explore the possibilities for continuation of his educational program. If he fails the GED test, he may retake it at a later date or it may be necessary to decide if recycling is appropriate (70). If he can and wishes to recycle, he can return to the flow and redesign a suitable program (54). If this is not possible or is inappropriate, he may leave the flow (71). Whatever this decision is, all relevant information is forwarded to the treatment and security staff (72).

Once more the question regarding the advisability of the inmate's continuation in the education program is raised (73). After consultation with the inmate and using information on his status from the treatment and security staffs (74), he can be counselled to leave the program (71) or to continue. If the decision is made to continue in the educational program, the inmate then faces a decision regarding which educational option he wishes to take. He may either begin or continue in the Vocational Education branch (75), in which case he can re-enter the flow at D . What ever his decision regarding Vocational Education, he may choose to enter the Post-Secondary program, including the Social Education component (76). If he decides to do this, he then formally embarks on this course (78). In preparation for the Post-Secondary program, an assessment of the inmate's interests, abilities, and goals is made (79), using, in part, the information from the Educational Counselor and the teaching staff about previous programs he has participated in during his incarceration. Once this assessment is completed, the availability of an appropriate program must be determined (83) and information from the State Department of Education and a local

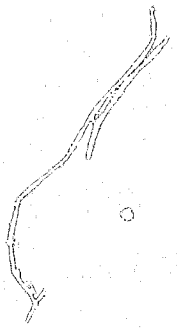
Institution of Higher Education (IHE) is collected (84) to decide if such a course or program can be offered to the inmate. If appropriate courses are not available, the feasibility of the inmate's continuation in the program is explored (81). If there is no justification for continuing, the inmate may be counselled to accept alternative placement (82) or return for reassessment of goals and interests (79). When an appropriate educational program can be made available, the student can then make a selection of course of study (85), using materials and information provided by the IHE (86). The next decision concerns the availability of funds to pay the cost of tuition (87). Such funding is usually available from sources within the State Department of Education. If, however, funds are not available, the question of continuation is once more raised (81) with the option of reassessing one's goals or leaving the Post-Secondary program for alternative placement (82). With the availability of funds to pay for tuition, a program is prepared, goals are set, and an educational prescription is written (88). It is conceivable that the inmate may be eligible to pursue his studies outside the institution under an agreement for educational release (89). If this is the case, he will leave the institutional education flow (90). Should arrangements for educational release not be possible, the inmate must begin his course work (92) and start the current course (93). Course requirements are established, texts and/or equipment obtained, and the assignments/tasks are undertaken (95). Upon completion of this work, an assessment is made to determine whether or not the inmate should be allowed to repeat the course (97), or if he should recycle or exit from the program for alternative placement (98). This process is repeated until all available courses in the program have been completed (99). The determination is then made as to whether the inmate has satisfactorily completed the program (101). If he has not, he may recycle back to F to be reassessed and to adjust his goals and prescription (88) or he may decide to exit from the program (103). At this time, the question of educational release may be raised again (104), with the arrangement of such release (105) or another type of placement (106). The inmate may also have completed all requirements for the associate or baccelaureate degree (107) or the technical certificate (108). If this is the case, the degree or certificate is awarded.

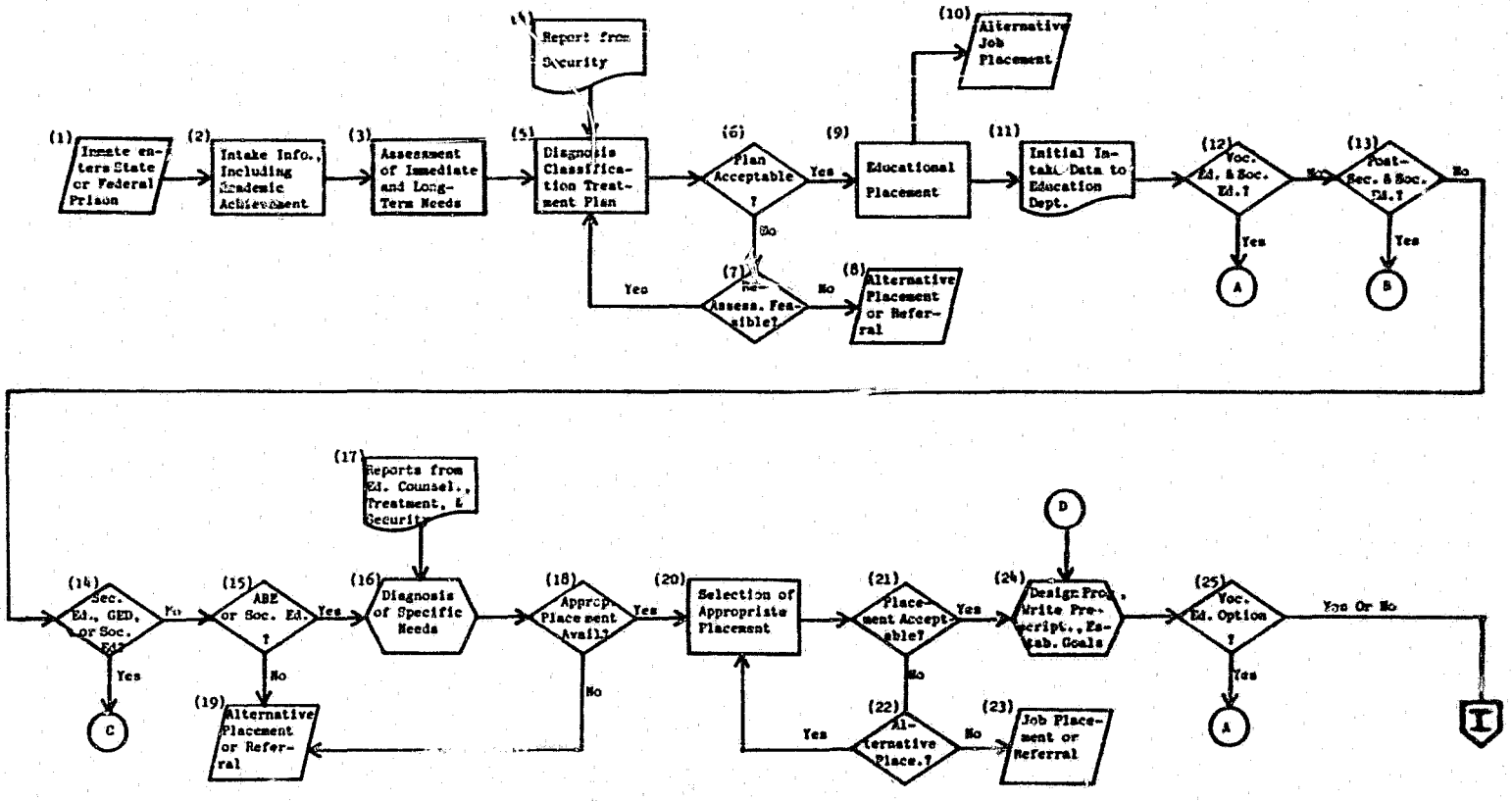
The inmate has the final option of either beginning or continuing in the Vocational Education program (109). If, based on the continued support of the treatment and security staff (110), he wishes, he can continue. If he chooses not to continue or if he is not allowed to continue for security reasons, he exits from the flow (111). Treatment staff is notified of any decisions made at this point (112). Should he choose his remaining option of Vocational Education (113), he then enters this program (114). In preparation for course selection, his interests, aptitudes, and goals are assessed (115), utilizing, in part, reports from the Education Counselor and the treatment and security staff (116). Such assessment may use various vocational aptitude batteries, including, but not limited to, the Singer-Graflex Vocational Evaluation General Aptitude Test Battery and the Differential Aptitude Test. A determination can then be made as to the availability of appropriate courses (117). When no courses are available, the inmate may exit from the program (118), but when appropriate Vocational Education courses are offered, a selection is made (119) and the inmate can choose to enter the program (120). If these courses are not acceptable to the inmate, the decision is made whether an alternative Vocational Education and Social Education course selection will meet the inmate's needs (121). If an alternative is available, the inmate then can be recycled for a further selection within the Vocational Education program, but when this cannot be done, he may leave the program (122).

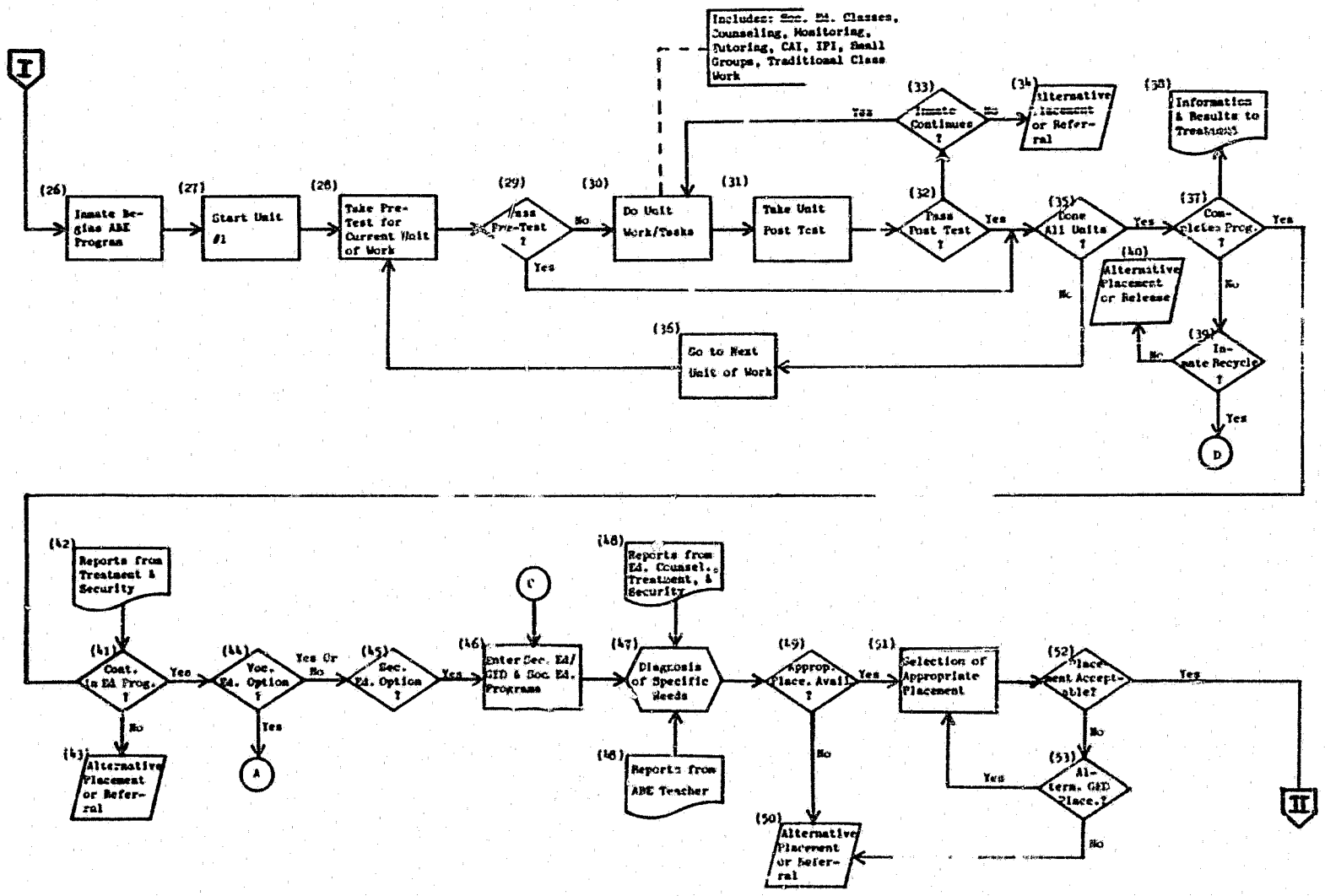
The inmate, having accepted his placement, then designs a program to meet his goals in conjunction with his Vocational Education instructor (123) and begins his work (124). It is possible, depending upon the nature of the inmate's choice of program, that the instruction consist of course work (125), on-the-job training (126), or a combination of both. Course requirements are established (127) and job competencies set (128), and the first unit of work is begun (129) with the tasks of this first unit (130). Skills are assessed and knowledge is tested upon completion of the unit (131). Should the inmate not successfully complete this assessment (132), a decision about recycling is made (133), allowing the inmate to begin the unit again (130) or exit from the Vocational Education program (134). If all tasks or units have not been completed, the next appropriate course is taken (135) or job assignment is begun (136), until all parts of the program have been satisfactorily

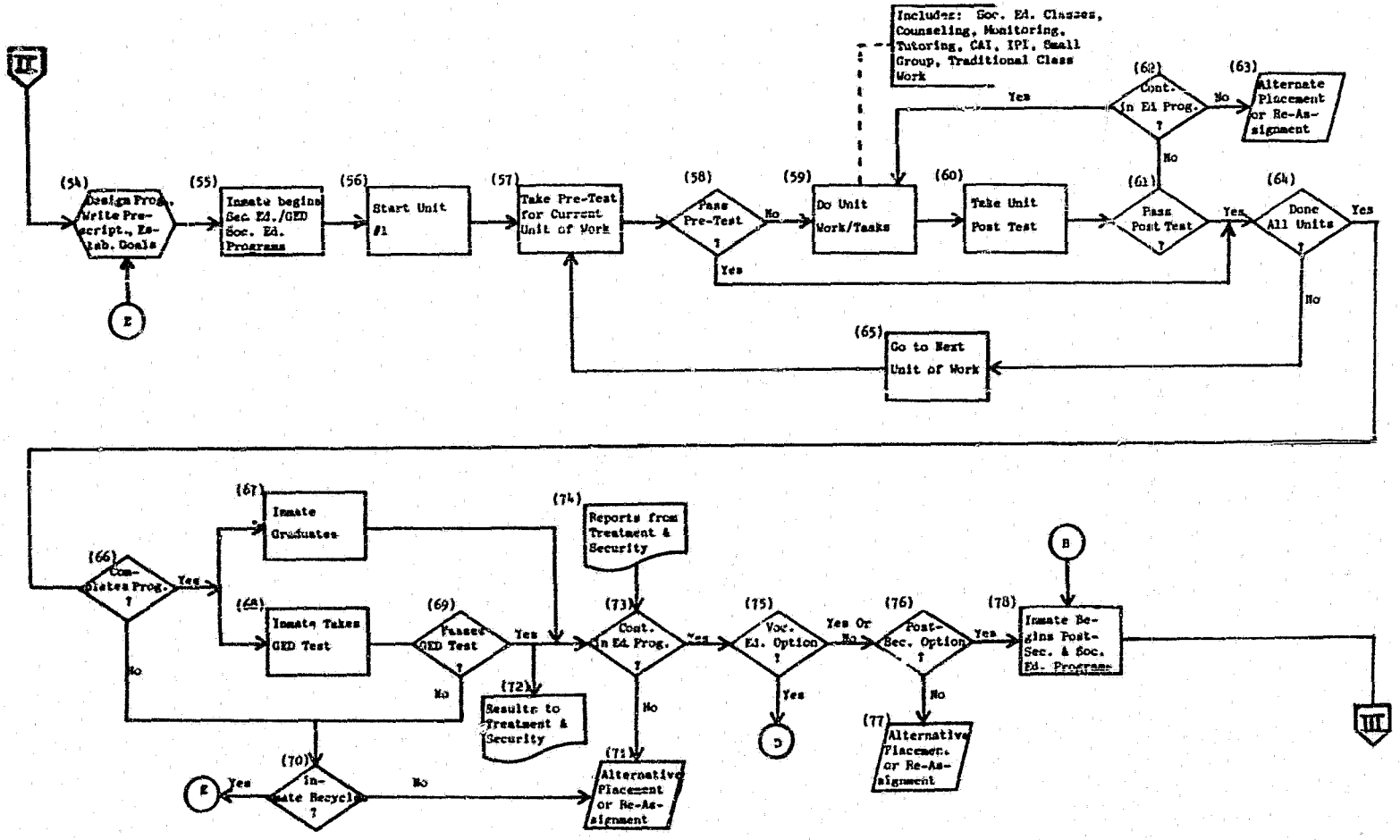
terminated (137). The decision can then be made as to the inmate's completion of the whole program (138). If the inmate has not reached a satisfactory level of competence (139), he can be recycled back to redesign a more appropriate Vocational Education program (123) or to exit from the program (141). All information on the inmate's program status is then forwarded to treatment (140).

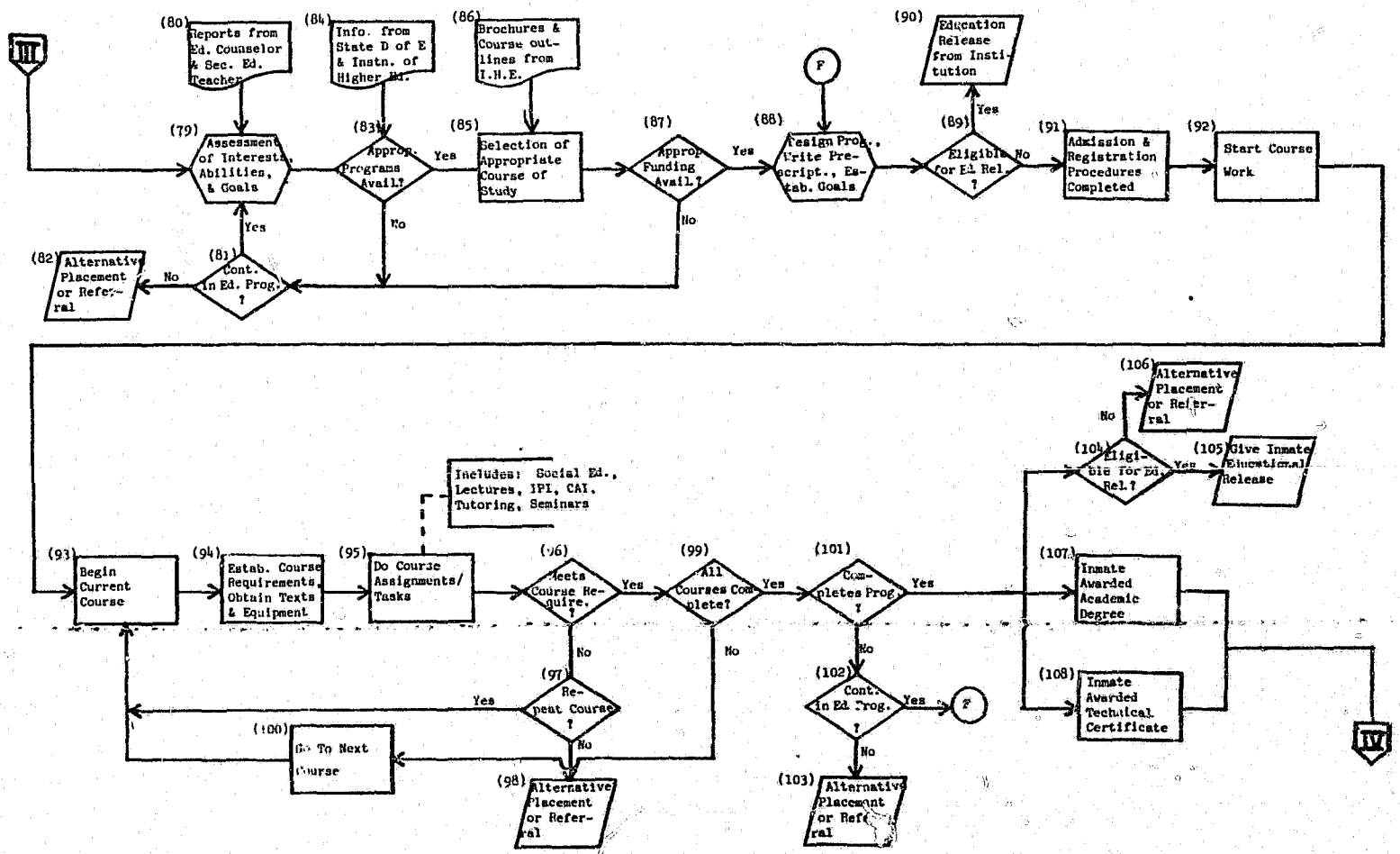
At this point, it is clear that the inmate can continue in further educational alternatives. A decision can be made regarding his status (142) and he can either exit the educational program completely (141) or seek to pursue his opportunities in any of the other program types.

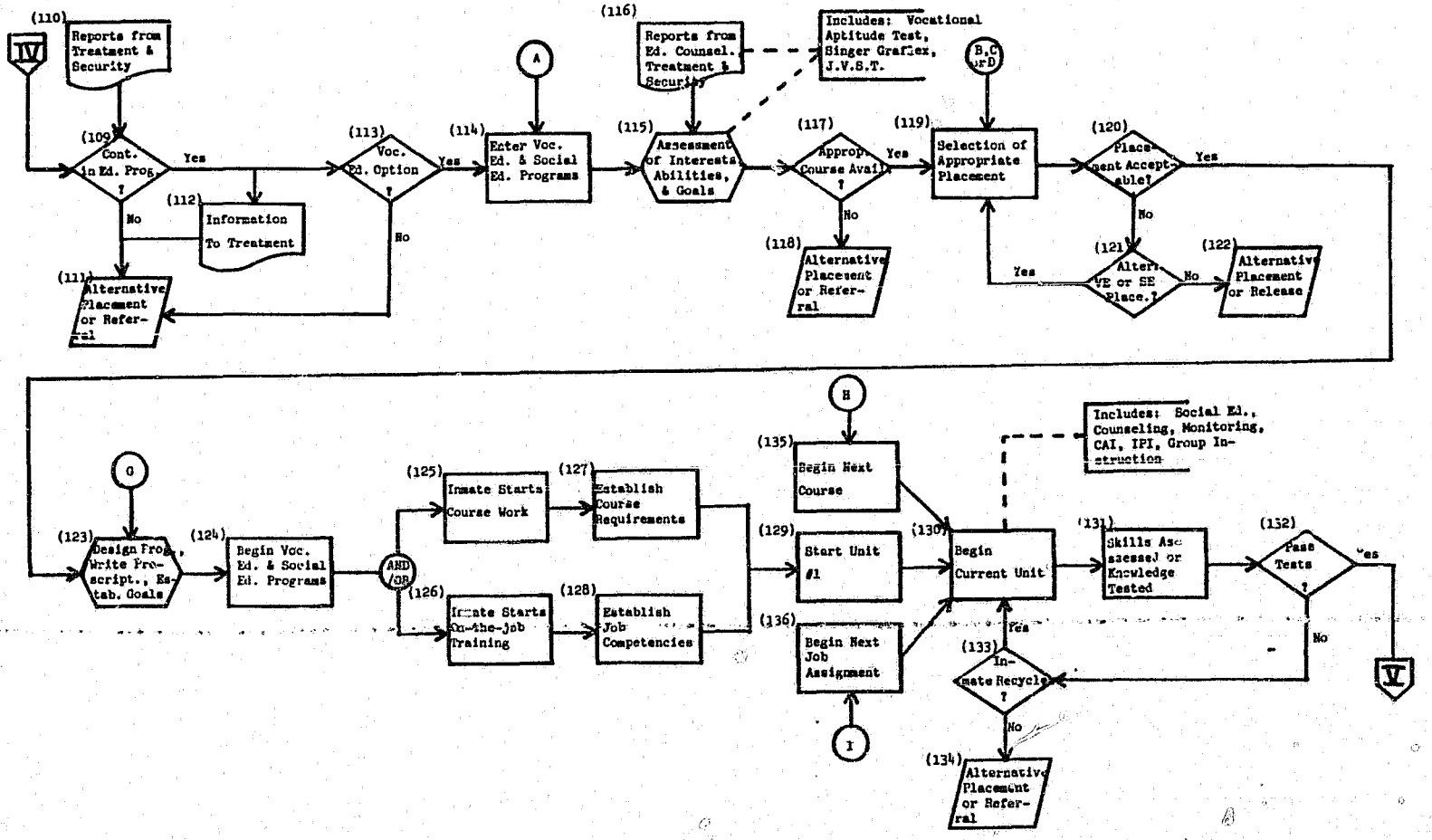


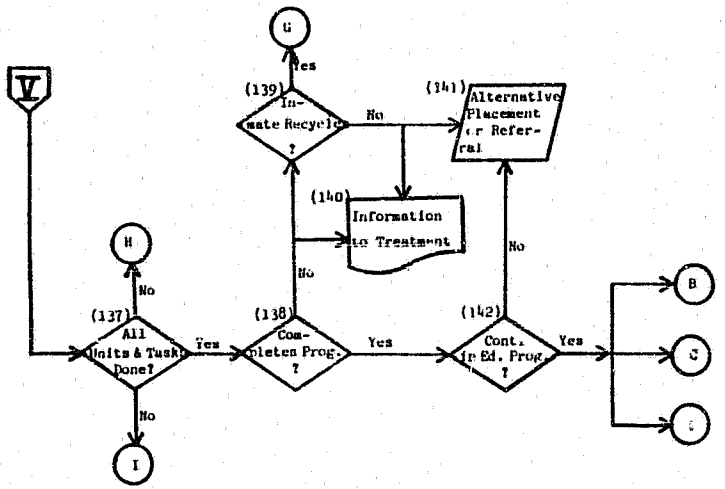

(1) Inmate enters State or Federal Prison
(2) Intake Info., Including Academic Achievement
(3) Assessment of Immediate and Long-Term Needs
(4) Report from Security
(5) Diagnosis Classification Treatment Plan
(6) Plan Acceptable ?
Yes
No
(7) Assess. Feasible?
Yes
No
(8) Alternative Placement or Referral
(9) Educational Placement
(10) Alternative Job Placement
(11) Initial Intake Data to Education Dept.
(12) Voc. Ed. & Soc. Ed.?
No
Yes
A
(13) Post-Sec. & Soc. Ed.?
No
Yes
B
(14) Sec. Ed., GED, or Soc. Ed.?
Yes
C
(15) ABE or Soc. Ed. ?
Yes
No
(16) Diagnosis of Specific Needs
(17) Reports from Ed. Counsel., Treatment, & Security
(18) Approp. Placement Avail?
Yes
No
(19) Alternative Placement or Referral
(20) Selection of Appropriate Placement
(21) Placement Acceptable?
Yes
No
(22) Alternative Place.?
Yes
No
(23) Job Placement or Referral
D
(24) Design Prog., Write Prescript., Establ. Goals
(25) Voc. Ed. Option ?
Yes
A
Yes Or No
I


I
(26) Inmate Begins ABE Program
(27) Start Unit #1
(28) Take Pre-Test for Current Unit of Work
(29) Pass Pre-Test ?
No
Yes
(30) Do Unit Work/Tasks
(31) Take Unit Post Test
(32) Pass Post Test ?
Yes
No
(33) Inmate Continues ?
Yes
No
(34) Alternative Placement or Referral
(35) Done All Units ?
Yes
No
(36) Go to Next Unit of Work
(37) Completes Prog. ?
Yes
No
(38) Information & Results to Treatment
(39) Inmate Recycle ?
Yes
No
(40) Alternative Placement or Release
D
Includes: Soc. Ed. Classes, Counseling, Monitoring, Tutoring, CAI, IPI, Small Groups, Traditional Class Work
(41) Cont. in EA Prog. ?
Yes
No
(42) Reports from Treatment & Security
(43) Alternative Placement or Referral
(44) Voc. Ed. Option ?
Yes Or No
Yes
(45) Sec. Ed. Option ?
Yes
A
C
(46) Enter Sec. Ed/ GED & Soc. Ed. Programs
(47) Diagnosis of Specific Needs
(48) Reports from Ed. Counsel., Treatment, & Security
(49) Approp. Place. Avail ?
Yes
No
(50) Alternative Placement or Referral
(51) Selection of Appropriate Placement
(52) Placement Acceptable?
Yes
No
(53) Alterm. GED Place.?
Yes
No
(54) Reports from ABE Teacher
II


II
(54) Assign Prog., Write Prescript., Establ. Goals
(55) Inmate begins Sec. Ed./GED Soc. Ed. Programs
(56) Start Unit #1
(57) Take Pre-Test for Current Unit of Work
(58) Pass Pre-Test ?
(59) Do Unit Work/Tasks
(60) Take Unit Post Test
(61) Pass Post Test ?
(62) Cont. in Ed Prog. ?
(63) Alternate Placement or Re-Assignment
(64) Done All Units ?
(65) Go to Next Unit of Work
Includes: Soc. Ed. Classes, Counseling, Monitoring, Tutoring, CAI, IPI, Small Group, Traditional Class Work
Yes
No
I
(66) Completes Prog. ?
(67) Inmate Graduates
(68) Inmate Takes GED Test
(69) Passes GED Test ?
(70) In-mate Recycle ?
(71) Alternative Placement or Re-Assignment
(72) Results to Treatment & Security
(73) Cont. in Ed Prog. ?
(74) Reports from Treatment & Security
(75) Voc. Ed. Option ?
(76) Post-Sec. Option ?
(77) Alternative Placement or Re-Assignment
(78) Inmate Begins Post-Sec. & Soc. Ed. Programs
B
III
E
D


III
(80) Reports from Ed. Counselor & Sec. Ed. Teacher
(84) Info. from State D of E & Instn. of Higher Ed.
(86) Brochures & Course outlines from I.H.E.
(79) Assessment of Interests, Abilities, & Goals
(83) Approp. Programs Avail?
Yes
No
(85) Selection of Appropriate Course of Study
(87) Approp. Funding Avail.?
Yes
No
F
(88) Design Prog., Write Prescript., Estab. Goals
(89) Eligible for Ed. Rel.?
Yes
No
(90) Education Release from Institution
(91) Admission & Registration Procedures Completed
(92) Start Course Work
(81) Cont. in Ed. Prog.?
Yes
No
(82) Alternative Placement or Referral
(93) Begin Current Course
(94) Estab. Course Requirements, Obtain Texts & Equipment
(95) Do Course Assignments/ Tasks
Includes: Social Ed., Lectures, IPI, CAI, Tutoring, Seminars
(96) Meets Course Require.?
Yes
No
(97) Repeat Course?
Yes
No
(100) Go To Next Course
(98) Alternative Placement or Referral
(99) All Courses Complete?
Yes
No
(101) Completes Prog.?
Yes
No
(102) Cont. in Ed. Prog.?
Yes
No
(103) Alternative Placement or Referral
(104) Eligible for Ed. Rel.?
Yes
No
(105) Give Inmate Educational Release
(106) Alternative Placement or Referral
(107) Inmate Awarded Academic Degree
(108) Inmate Awarded Technical Certificate
IV


(110)
IV
Reports from Treatment & Security
(109)
Cont. in Ed. Prog. ?
Yes
No
(112)
Information To Treatment
(111)
Alternative Placement or Referral
(113)
Voc. Ed. Option ?
Yes
No
(114)
A
Enter Voc. Ed. & Social Ed. Programs
(116)
Reports from Ed. Counsel. Treatment & Security
Includes: Vocational Aptitude Test, Singer Graflex, J.V.S.T.
(115)
Assessment of Interests, Abilities, & Goals
(117)
Appropriate Course Avail. ?
Yes
No
(118)
Alternative Placement or Referral
B,C or D
(119)
Selection of Appropriate Placement
(120)
Placement Acceptable?
Yes
No
(121)
Alternative VE or SE Place.?
Yes
No
(122)
Alternative Placement or Release
G
(123)
Design Prog., Write Prescript., Estab. Goals
(124)
Begin Voc. Ed. & Social Ed. Programs
AND OR
(125)
Inmate Starts Course Work
(127)
Establish Course Requirements
(126)
Inmate Starts On-the-job Training
(128)
Establish Job Competencies
H
(135)
Begin Next Course
(129)
Start Unit #1
(136)
Begin Next Job Assignment
I
(130)
Begin Current Unit
Includes: Social Ed., Counseling, Monitoring, CAI, IPI, Group Instruction
(131)
Skills Assessed or Knowledge Tested
(132)
Pass Tests ?
Yes
No
V
(133)
Inmate Recycle ?
Yes
No
(134)
Alternative Placement or Referral


V
G
Yes
(139)
In-
mate Recycle
?
No
(141)
Alternative
Placement
or Refer-
ral
(140)
Information
to Treatment
No
No
H
No
(137)
All
Units & Tasks
Done?
Yes
(138)
Com-
pletes Prog.
?
Yes
(142)
Cont.
in Ed. Prog.
?
Yes
B
C
D
I
No

APPENDIX B

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