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CITIZENS' INITIATIVE THROUGH
STREET LAW: AN EVALUATION
OF L.E.A.A. GRANT NO. 0330-99-DF-75

Prepared by
Richardson White, Jr. and
Catherine Teague

Blackstone Associates

February 1977

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ACQUISITIONS

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Citizens' Initiative Through
Street Law: An Evaluation

Executive Summary

I. Program Overview

"Citizens Initiative Through Street Law," or more simply Street Law, is a two year demonstration program funded by the Law Enforcement Assistance Administration, and the Robert F. Kennedy Memorial Foundation. Currently concluding its first year, the program provided training in the basic principles of practical law to inmates of six institutions of the District of Columbia Department of Corrections. Citizens from the free community attended classes in two institutions. Since 1974, Street Law has been taught in all of the District of Columbia's high schools. This phase of Street Law was continued as part of the demonstration.

The National Street Law Institute administers the Street Law program.

Street Law instructors are second and third year law students who in addition to their teaching duties also attend a weekly seminar conducted by Institute staff. The law student instructors receive course credit from their respective law schools.

Street Law covers criminal and corrections law and several aspects of the civil law such as family housing and consumer rights. In the corrections classes, these topics are covered

in 14 weeks in twice weekly sessions, whereas in the high schools Street Law runs a full academic year and is given three times weekly. During the program's first year Street Law was taught both spring and fall semesters in the high schools; in the Department of Corrections, classes were conducted this past autumn only.

Street Law classes for inmates and citizens culminated in mock parole revocation hearings conducted by the inmates and citizens before members of the D.C. Board of Parole. The high school classes conclude each spring with a mock trial competition presided over by members of the Federal and local judiciary.

The demonstration program also consists of a variety of activities intended to disseminate the concepts and principles of Street Law throughout the nation: these involve preparation of textbooks and other teaching materials, technical assistance to interested groups and organizations, the operation of a clearinghouse, and the replication of Street Law in prisons and high schools in other parts of the country.

II. The Evaluation Design for the First Year

The program's objectives are to:

- o Increase the participation of citizens in corrections;
- o Aid in the rehabilitation of inmates;
- o Conduct Street Law classes at a cost which is in line with the costs of comparable education courses for inmates; and
- o Serve as a stimulus for replicating Street Law for citizens and inmates in other states.

For purposes of the first year's evaluation the program's impact was assessed in terms of its progress in accomplishing a cluster of activities intended to achieve each of these four goals. Due to the small numbers of cases and other limitations in the data, however, most of the findings must be considered to be tentative.

Both behavioral and attitudinal measures were used. However, since none of the inmates who successfully completed the course had been released, indices of rehabilitation were limited to those applicable to confinement. The program's impact on inmate behavior while in the community will be assessed during the second year. Consistent with the demonstration's goals, the evaluation focused upon the corrections phase of Street Law.*

III. Increasing Citizen Participation

Street Law encouraged the increased involvement in corrections of two types of citizens: residents from the community who were invited to become members of the Street Law classes conducted at the D. C. Jail and Youth Center I, and law students who participated in their role as instructors. A total of 25 community residents and 11 law students were involved. Our data indicate the following:

*Street Law classes in two D. C. high schools are included in the evaluation, however. The results will be reported as part of the assessment of the program's second year.

- o Of the 25 citizens, 15 completed their Street Law class successfully. Ten voluntarily withdrew and one was dismissed.
- o 15 of the 25 citizens were in offender assistance work at the time of their joining Street Law.
- o Test results, classroom observations and self-reports all indicate that the citizens who completed the course substantially increased their knowledge of law.
- o Street Law appears to have increased the citizens' sensitivity to the needs and problems of inmates. Nearly all of the citizens who completed Street Law reported that they had personally attempted to assist at least one or two of their inmate classmates. Job referrals and placing a call to an attorney were the most common types of help. Ninety percent indicated an intent to continue to provide assistance in the future.
- o All of the citizens surveyed rated Street Law as having been either "very valuable" or "valuable" as an educational experience. Most recommended that an advanced course be offered.
- o All of the responding law student instructors reported that they increased their awareness of the problems of inmates.
- o Nearly all of the student instructors indicated a commitment to work on behalf of offenders in the future.

IV. Assist in the Rehabilitation of Inmates

The program sought to engender both more positive attitudes and more constructive behavior on the part of the participating inmates. The results are mixed:

- o Three-fourths of the sample of corrections officers reported that Street Law helps participating inmates adjust to their institutional environment.
- o Nearly half of the officers judged that Street Law reduced tensions between inmates and the Administration.
- o Officer observations of the behavior of inmates enrolled in Street Law and a control group of non-participating inmates indicated improvements in several aspects of the experimental group's behavior. However, the officers also reported that inmates in the program tended to resort to violence to settle arguments with other inmates more often than did the controls following the conclusion of Street Law.
- o The number and severity of disciplinary charges filed against participating inmates declined during the final 60 days of Street Law as compared with a like period during the two summer months preceding the course. The control group, however, experienced a similar rate of decline, suggesting that changes in both groups may have resulted from extraneous influences.
- o By and large, inmates enrolled in Street Law became more negative in their attitudes toward the law, legal institutions, persons in authority and themselves. However, for the most part, these changes did not achieve sta-

istical significance.

- o Nearly all of the enrolled inmates surveyed gave Street Law high ratings: 44 percent said that it was "the best" in comparison with other programs in their institution, and 43 percent reported that it was "one of the best."
- o Several of the officials in each of the institutions in which Street Law was conducted were interviewed. Most reported that they were satisfied with Street Law, although several also disclaimed sufficient information. The only major negative feedback was associated with a mix-up over the transportation of inmates to the mock parole revocation hearings.

V. Conduct Street Law at a Cost in Line with Those of Comparable Programs

Two cost analyses were conducted. One compared Street Law with two other education programs currently in operation in the D. C. Department of Corrections. The other compared the cost of Street Law's model program in the D. C. Department of Corrections with the costs associated with its replication in three other jurisdictions. Apart from these sponsored replications, only one other law program for inmates was found; had that program been able to generate cost data, a third comparative analysis would have been made.

- o The most likely average cost per student hour of Street Law conducted in the D. C. Department of Corrections (\$4.63) was greater than its counterpart in Colorado (\$2.78), and less than the projects in

California (\$5.88) and in Washington State (\$8.55).

- o There is reason to believe, however, that the two most expensive projects will be able to reduce costs appreciably by expanding the number of inmate student hours.
- o Street Law in the D. C. Department of Corrections is less costly per student hour than is a college level program conducted by Federal City College.
- o On the other hand, Street Law is considerably more expensive per student hour than is a G.E.D. program for inmates operated by the D.C.D.C. itself.

VI. Serve as a Stimulus for Replication

The program's goal of replication refers to the dissemination of the Street Law concept, program and methodology to both corrections agencies and high schools. To accomplish this goal, a variety of activities have been undertaken to acquaint law schools, bar associations, and other relevant organizations with the principles and methods of Street Law.

- o In response to technical assistance by staff of the National Street Law Institute, the following law schools initiated Street Law programs in cooperation with corrections agencies in their respective states: the University of Washington School of Law and the Puget Sound Law School; the University of California Law School at Davis, California; and the University of Denver Law School, Denver, Colorado.

- o The Institute staff has also identified and provided technical assistance to five law schools which have initiated Street Law High School Projects. These are located in the school systems of Cleveland, Ohio; Minneapolis, Minnesota; South Bend, Indiana; San Francisco, California; and Wilmington, Delaware. Other high school projects less closely modeled on the courses conducted in the District of Columbia have also been started with the Institute's assistance.
- o Institute staff adapted corrections law manuals for national use by inmates and teachers. It also has prepared materials on the major teaching techniques employed in Street Law classes. Supplemental materials dealing with local law are being prepared by the three corrections projects.
- o During the year, Institute staff provided technical assistance to five corrections agencies, ten school systems, and numerous bar associations and other interested groups. In addition, the staff attended various conferences such as the regional conferences sponsored by the American Bar Associations' Special Committee on Youth Education for Citizenship, national and regional conferences conducted by the National Council on the Social Studies, the American Correctional Association and other national, state and local organizations.

It has responded to hundreds of requests for information, and in addition sent out two special mailings to approximately 350 adult correctional institutions and a smaller number of clinical law programs. Street Law materials are now being used in educational programs in over forty states.

ACKNOWLEDGEMENTS

The authors wish to acknowledge the assistance of a number of persons without whose help this report could not have been prepared.

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Glossary

The main thrust of the proposed 'Citizens' Initiative Through Street Law' program is to promote the involvement of citizens in the problems of the criminal justice system and corrections through educating both inmates and citizens in practical law.^{1/}

"Citizens' Initiative Through Street Law" constitutes an unusual and perhaps unique method of increasing participation by laymen in the solution of problems impeding the control of crime and administration of justice. This report is an assessment of that program's first year of operation.

I. STREET LAW AND CITIZENS' INITIATIVE: DIVERSE APPROACHES TO A COMMON END

In 1972 a project of the Georgetown University Law Center in Washington, D.C. began teaching basic principles of practical law ("street law") to students in two District of Columbia high schools. Its premise was that ordinary citizens -- high school students -- would become more self-sufficient, more creative and constructive members of society if they were better able to cope with the legal aspects of their day-to-day problems. The project's approach was to reduce to manageable proportions the arcane complexities of the law while at the same time setting forth a series of pragmatic, uncomplicated techniques useable by lay persons. The project aimed at producing not half-trained lawyers but, rather, citizens possessed of an

¹Consortium of Universities, Revised Application, submitted to the Law Enforcement Assistance Administration (April 28, 1975) at page 9a. [Hereinafter cited as "Revised Application."]

enhanced understanding of the role of law and legal institutions on the one hand, and an augmented capacity to identify legal problems requiring the assistance of an attorney on the other.

Street Law rapidly gained acceptance within the D.C. school system and by 1974 was being taught in 15 high schools in the District. It also had expanded in rudimentary fashion into several institutions and a halfway house of the D. C. Department of Corrections. In addition, the National Street Law Institute had been formed for the purpose of providing technical assistance, curricula and materials to other jurisdictions interested in undertaking like efforts.

At about this same time, a related development was emerging within LEAA. Inspired by a similar concern for the legal disenfranchisement of whole segments of society, it focused upon the alienation of citizens from the criminal justice system. The National Crime Commission, the Commission on the Causes and Prevention of Violence and other prestigious groups earlier had marked the distrust within many sectors of the public toward the police and, to a lesser extent, the other institutions responsible for the administration of criminal justice. It remained for LEAA, however, to detail the scope and intensity of this disenchantment and to document its consequential damage to law enforcement, prosecution and the judicial process. Most importantly, LEAA coupled its recognition of the problem with the resources needed to make a beginning toward its amelioration. The organizational outcome was the creation of the Citizens' Initiative Program.

Responding to LEAA's leadership and financial support, numerous projects presently are underway. These projects combine the goals of sensitizing criminal justice agencies to the concerns of victims, witnesses, jurors and other citizens with efforts to upgrade the competence of these persons both to function effectively on their own behalf in dealing with legal issues and to engage them in attempting to alleviate the problems hindering the effective and fair administration of criminal justice. Citizens' Initiative Through Street Law is one such program.

II. CITIZENS' INITIATIVE THROUGH STREET LAW: AN OVERVIEW

The Citizens' Initiative Through Street Law program (or, in brief, the Street Law Program) is most usefully examined in terms of its two major activities. One of these is a demonstration education project in which laymen (in this case inmates of the D. C. Department of Corrections and residents of the free community) together are instructed in the basic elements of practical law. Street Law is also being taught in all D. C. high schools as part of this demonstration phase of the Program. The second aspect of Street Law comprises a variety of activities intended to stimulate the adoption of its concepts and methods in other jurisdictions throughout the country. At this writing the Street Law Program has nearly completed the first 12 months of its scheduled two years of operation. A brief review of each of the Program's major components will clarify its scope, content and method of operation.

Turning first to the demonstration education project, classes in Street Law were conducted this past fall in each of six D. C. Department of Corrections facilities. In five of these -- the new D. C. Jail,^{2/} the Central Facility, Maximum Security, Youth Center No. 1 and Youth Center No. II -- the instructors were second or third year law students who taught in teams of two. In the sixth institution, the Women's Detention Facility, a third year law student conducted the class by herself. The Jail and the Women's Detention Facility are in the city, while the other four are located in Lorton, Virginia, approximately 22 miles south of Washington.

Citizens, that is to say, members of the free community, attended the classes held in the D. C. Jail and Youth Center No. I. Given the novelty of combining citizens in classes with inmates, it was considered expedient to limit this phase of the demonstration to only two of the six participating institutions during the Program's first year.

In addition to teaching Street Law during two, 1 1/2 hour sessions each week over a 14-week period this autumn, the law students attended a weekly seminar conducted by the staff of the National Street Law Institute.^{3/} The seminar dealt primarily

²The new D. C. Jail is officially known as the New Detention Facility. The colloquial name will be used in this report.

³Two senior staff members led the seminar. Both are adjunct Professors of Law, Georgetown University Law Center, while the third is a recent law graduate and former Street Law student instructor

with the Street Law curriculum, comprising criminal law, prisoners' rights and other aspects of corrections law, and various elements of civil law relevant to the average person, such as consumer law, landlord-tenant law and domestic relations law. Texts consisted of three national manuals on Street Law^{4/} prepared by the National Street Law Institute together with supplementary caselaw, statutes and other materials pertaining to the District of Columbia.

The seminar also took up teaching methods, such as team teaching techniques, role play and so forth, including practical exercises and review of written instructions for participants in role play sessions. Attention also was given to the practicalities of teaching in a prison setting and to the goals and methods of the program's evaluation.

In addition to preparing for the seminar as well as for their two Street Law classes each week, the law students also prepared a paper on an approved topic. Their course work, including their performance as Street Law instructors, was graded and their successful completion credited by their respective law schools.^{5/}

Street Law instruction was conducted in classrooms within each of the six correctional facilities participating in the program. Teaching equipment was limited to blackboards and chalk.

⁴The three texts are a manual for teachers of Street Law, a student's manual covering criminal and civil law, and a second student's text on corrections law.

⁵Ten of the eleven student instructors were enrolled at Georgetown Law Center and one at George Washington University Law School.

Approximately two-thirds of the semester's class time was spent on criminal law and the law of corrections, with the former being given primary attention. The bulk of the remaining time was spent on civil law. Although the student instructors lectured from time to time, heavy emphasis was placed on participatory learning through the use of role play, the Socratic method, and class discussions.

In previous years, Street Law courses have culminated in mock trials, presided over by members of the Federal or District judiciary, in which the students play the roles of attorneys, litigants, witnesses and other courtroom actors. These experiences are reported by the Institute to have been very successful. This past fall, however, the format was altered and in place of the mock trials, the six classes held mock parole revocation hearings. Each class devoted about two sessions to preparing for the hearings. The chairman and a member of the D. C. Parole Board generously gave up a weekend to preside at these sessions.^{6/}

All inmates and community residents successfully completing the course received certificates from the Georgetown Law Center.

Street Law also was conducted in all 16 high schools in the District of Columbia. Juniors and seniors participated in the thrice weekly classes on an elective basis. In addition to their length -- a full academic year -- the high school courses differed from the program in the D. C. Department of Corrections in its

⁶Reverend Alvin Farrell, Chairman, and Ms. Joan Burt, Member.

greater stress on civil law and limited attention to correctional law (about one hour only). Criminal law, however, was covered in detail, consuming most of the autumn semester.

Civil law was taken up during the spring, and covered consumer, family, and housing law. As was also true in prior years, the section on individual rights was treated less thoroughly in deference to the mock trial competition which concluded the course. Presided over by members of the Federal and local benches, the competition received its customary coverage by the news media.

Classes in two of the high school were selected for evaluation. One was chosen because its student body is relatively free of problems with the police, while the other was selected for the opposite reason; that is, its student body is characterized by a relatively high rate of arrest. The assessment of these two classes will be reported as part of the second year evaluation.^{7/}

The second cluster of activities undertaken by the Street Law Program pertained to the national dissemination of the Street Law concept and practices. As a result of these efforts, law schools and departments of corrections in Washington, Colorado and California conducted pilot Street Law projects this past autumn. In addition, each of the participating law schools is preparing supplements to the nation Street Law texts reflecting the laws and practices of their respective jurisdictions.

⁷Limited resources as well as the fact that the Program's goals focus on its corrections component prevented a more extensive evaluation of Street Law in high schools.

The Institute also continued its work in disseminating Street Law to high schools throughout the country. At this writing, the Program has been installed in the high schools of Cleveland, Minneapolis, South Bend, San Francisco and Wilmington. For the most part, these local projects closely approximate the model being conducted in the District of Columbia. In addition, Street Law also has stimulated legal education courses in numerous other school systems throughout the country which less closely resemble the Program in the D. C. schools.

During the past spring and summer, the Institute drafted two national Street Law manuals on corrections law; one for use by inmates and community residents; the other for instructors' use. In addition, during the course of the year the Institute functioned as a national resource center. Street Law texts and other materials were disseminated to law schools, school systems, departments of corrections and other interested organizations; inquiries were answered; technical assistance was provided; and information given out at various education and corrections conferences.

III. PROGRAM GOALS, THE EVALUATION DESIGN AND DATA LIMITATIONS

A. Program Goals

The two year goals of the Street Law Program as set forth in the application to the Law Enforcement Assistance Administration are:

- o To increase citizen involvement in corrections;
- o To assist in the rehabilitation of inmates; and
- o To serve as a stimulus for replicating the Street Law

Program for inmates and citizens in other states.^{8/}

The proposal does not indicate the extent to which progress toward these objectives will be achieved during the first twelve months. It does, however, specify with respect to each goal a series of activities by which it is to be accomplished. The application's Schedule of Accomplishments^{9/} allocates certain of these activities to Year 1. For purposes of the evaluation, these selected activities constitute a baseline against which the program's progress toward its goals may be measured. Specifically, Street Law's success or failure during its first year will be assessed in terms of its accomplishment of the following activities:

1. With respect to increasing citizen involvement in corrections:
 - o Participation by various citizen groups in the project;
 - o Citizens from these groups learning about law and the legal system and becoming sensitized to correctional problems through interaction with inmates in classes;
 - o Citizen plans of action in corrections which will be initiated through participation in the project; and
 - o Sensitizing law students to the legal problems and needs of inmates so that as citizens they will become a constructive force in these areas.^{10/}

⁸Revised Application, pages 9c - 9d.

⁹Id, at page 9i.

¹⁰Id, at page 9c.

2. With respect to the goal of assisting in the rehabilitation of inmates, the Program can be expected to:

- o Provide inmates ... with practical legal knowledge to help them avoid legal entanglements [while incarcerated];
- o Develop in inmates ... a more positive attitude toward the law and legal system ... ;
- o Educate inmates regarding the legal parameters surrounding their incarceration, and thum improving their attitude toward their incarceration, thereby fostering a better atmosphere within the institution and assisting the Department of Corrections in its rehabilitative efforts;
- o Bring about interaction with citizens resulting in a more positive attitude on the part of the inmate toward the community;
- o Bring about interaction with citizens resulting in some inmates establishing lasting relationships with individual citizens who will assist them while incarcerated; and
- o Bring about interaction with citizens resulting in citizen plans of action to assist in the rehabilitation of inmates.^{11/}

¹¹Id, at pages 9d - 9e.

3. And, finally, in terms of its objective of transferring the philosophy and techniques of Street Law to other jurisdictions during its first year, the Program is expected to:
- o Establish a model Street Law course for inmates and citizens in the District of Columbia;
 - o Replicate the District of Columbia corrections program in three additional states;
 - o Establish new high school Street Law programs;
 - o Write national Street Law educational materials;
 - o Serve as a National Street Law Institute, including mailings, answering requests, preparation and distribution of kits on how to set up similar programs, presentation at conferences, and acting as a consultant in giving technical assistance to citizen groups, law schools, school systems, attorneys, corrections departments, and others.^{12/}

These three goals, together with the specified activities intended to accomplish them, provided the focus for the evaluation. In addition, however, it was recognized by the National Street Law Institute that programmatic effectiveness, while highly important, by itself is an insufficient index of the Program's potential for national reform. That is, although Street Law might be shown to be an effective vehicle for the rehabilitation of prison inmates and

¹²Id., at page 9e.

the expansion of citizen involvement in corrections, widespread adoption of Street Law would also depend upon the expense involved. It therefore was agreed that the evaluation would include an assessment of the costs of conducting Street Law both within the District of Columbia and at the sites in which replications would be undertaken.

Phrased in terms of a programmatic goal, this fourth objective became:

- o To conduct Street Law classes as a cost which would be in line with the costs of comparable education courses for corrections residents.

B. The Evaluation Design

Consistent with the goals of the Street Law Program, the evaluation attempted to assess the Program from the perspective of both effectiveness and cost.

Program effectiveness was measured in terms of whether, and to what degree, Street Law succeeded in accomplishing the cluster of activities or methods assumed to be necessary to the attainment of each of the three major programmatic objectives. Outcome or impact measures were supplemented by investigations of the processes which appeared to produce them. Cost measures of success/failure were applied by comparing expenses associated with the conduct of Street Law classes with those occasioned by other, reasonably similar, education courses for prisoners.

The evaluation design contemplated the selection of inmate control groups recruited in accordance with criteria designed to render them comparable to their fellow residents participating in

the Street Law classes. Approximately 20 - 25 subjects were expected to be included in each of the experimental and control groups within the six DCDC institutions. It was not deemed feasible, however, to establish control groups of community residents.

Emphasis was given to determining whether the Program impacted the behavior (as contrasted with the attitudes) of participating inmates. It was hypothesized, for example, that inmates in Street Law classes would demonstrate a reduction in the rate at which they acquired disciplinary reports during the last six weeks of the Program as compared with the eight weeks prior to the start of classes, and that their responses to the stresses of prison life during the 14 weeks of Street Law would become more constructive than they had been prior to Street Law. It was assumed, of course, that the control groups would display either no change or less change along these and other similar behavioral dimensions. During the Programs' second year, the evaluation will track the released members of both groups to determine their rates of rearrest, parole violation, use of attorneys, employment, and other indices of performance while in the community.

In addition to manifesting more positive behavior toward the conclusion of Street Law than at the start, it was also hypothesized that the experimental subjects would exhibit greater improvement in their attitudes toward the law, legal institutions, and so forth, than would the controls during this period.

Information was obtained from several sources, and in a variety of ways. With the cooperation of the D. C. Department of Corrections it was possible to make use of relevant files and to

conduct structured, pre/post interviews with the inmates in both experimental and control groups. Corrections Officers and officials in the six participating institutions also were surveyed. The Department made available budgetary and other information essential to the cost analysis. The two members of the D. C. Parole Board similarly were helpful. In addition, we relied extensively upon the Street Law Institute staff, the student instructors, and the community residents for information. Participant observation, informal interviews, and questionnaires were the principal data collection methods used.

C. Limitations in the Data Collection

As in any other empirical study, factors affecting the reliability and validity of the data collected influence the confidence which one can place in the results of this evaluation. Three such limitations are of particular importance.

1. Small Numbers

The first of these is that the analysis relies extensively upon relatively small numbers of cases. To a great extent, this small data base was a function of Street Law's programmatic design: small inmate classes, a handful of participating community residents, and fewer still law student instructors. No less important, for a variety of practical -- and to a large extent -- inescapable reasons, the number of persons in the Program was further diminished. Substantially fewer inmates actually signed up than had been expected, for example. Of those who did enter, some either dropped out voluntarily or were transferred, released, or administratively

removed from the course. Moreover, some of the inmates, particularly those in the control group, were suspicious of attitude surveys on the grounds that it could not benefit them personally and, despite assertions to the contrary, might be used to their detriment. They therefore either outright refused to participate, omitted or used spurious DCDC numbers, or turned in incomplete instruments.

Inauspicious timing also caused problems. In order to meet project deadlines, for example, it was necessary to poll the law student instructors during late December and early January, a period when most were either engaged in Christmas holidays or studying from their exams and therefore understandably short of time in which to fill out questionnaires. The citizens, a volunteer group, also suffered heavy attrition. Thus, for a variety of reasons, the initially small data base shrank appreciably during the evaluation.

A major consequence of the resulting low numbers is that many of the findings in this report are subject to margins of error which are greater than those which are acceptable under the canons of science. They lack, in other words, the precision to be expected of an experiment intended to test whether a set of hypothetical outcomes result under a specified cluster of controlled conditions. But having acknowledged this shortcoming, it is no less important to note that from a different perspective -- that of program management and planning -- these same findings also possess several redeeming features.

The first is that some of the information reported is important whether or not it has statistical significance. For example, it is no less and possibly far more important to know that one or two key officials of the D. C. Department of Corrections are strongly in favor of (or disapprove of) Street Law than to know at the .01 level of statistical significance that the majority of officials share (or disagree with) their opinion. (Such a findings actually was made, and is described in a subsequent section of this report.)

Second, a number of the findings provide insights which may justify either the D. C. Department of Corrections or the National Street Law Institute in taking a second look at some aspects of the Program. By themselves these results may be insufficiently clearcut to warrant changes in policy or procedures. They may, however, provide leads which administrators will find helpful.

And third, although subject to greater error than is tolerable for research purposes, the accuracy of these findings probably compares favorably with much of the information upon which project managers and criminal justice administrators routinely rely. For example, 11 of 15 citizens who completed Street Law returned completed questionnaires. Had six, or 55 percent of the sample, responded affirmatively to a given item, one can say with 100 percent confidence that their opinions could have misrepresented the entire group of 15 by no more than ± 15 percentage points. Moreover, the chances are good that the actual error is less than this amount.

In addition, had the sample been only a small proportion of a considerably larger population the margin of error would increase only slightly. For example, 28 corrections officers out of approximately 1,250 were surveyed. Had 14, or 50 percent, said "Yes" to a particular question, one could say with 95 percent confidence that the possible range of error would have amounted only to ± 17 percent. Appendix T contains additional discussions of these points.

2. Biased Samples

A second source of possible error in the data is that the sampling may have been biased, at least in certain instances. This may well have occurred in the case of the group of corrections officers who were selected, in part, because of their expected willingness to cooperate with the evaluation. Although selection on this basis had the practical benefit of producing a group of relatively willing respondents, it also may have had the unintended result of screening into the sample a large proportion of individuals predisposed to favor new programs -- including Street Law.

There also may have been a self-selection factor at work among the inmates, citizens and law students. That is, those willing to take the time to cooperate with the evaluation may have done so in part as a result of their good feelings about Street Law and a resulting desire to see it given a favorable evaluation.

3. Secondary Sources of Data

Third, and lastly, in two areas the evaluation depended heavily upon information whose accuracy could be assessed by the evaluation team only in a limited fashion. One of these consisted

of the National Street Law Institute's activities in transferring Street Law to other jurisdictions; the other pertained to the data used in the cost analysis, including estimates of personnel time and budgets supplied by the Institute, by its subgrantee projects, by the D. C. Department of Corrections, and by Federal City College.

In the case of transfer activities, the evaluation team relied upon Institute field reports, internal records and analysis developed by Street Law staff, and upon interviews with staff members. Given limitations in budget it was not able to survey subgrantee projects directly, or to otherwise confirm the completeness and accuracy of the information supplied by the Institute. Given the high level of cooperation and candor on the part of the Institute in supplying all information requested, both negative as well as positive, it appears probably that, if error has occurred, it is of marginal consequence.

The cost data presented more difficult questions of fact as well as of interpretation. A number of steps were taken in an effort to develop accurate figures. These measures are outlined in the text and in Appendices Q and R.

The remainder of this report sets forth the evaluation findings. In addition, it provides greater detail regarding the methodology employed. And when necessary to an understanding of the findings, it also discusses a number of the procedural difficulties which were encountered in carrying out this assessment.

IV. INCREASING CITIZEN INVOLVEMENT: COMMUNITY RESIDENTS

This section examines those portions of the Program intended to increase citizen involvement in corrections. It focuses on the community residents, the Institute staff's activities in setting up and managing this phase of the Program, the citizens' opinions respecting Street Law, what the inmates, student instructors and DCDC officials thought of them, and similar matters. It also takes account of that second group of citizens, the law students who conducted the Street Law classes.

The first part of this section reports how the staff enlisted qualified community residents, oriented them, and defined their role in the Program. Some judgments are offered regarding the success of these efforts. Thereafter, a series of findings based upon questionnaires and interviews with the citizens, inmates and others are presented. The final segment reports on the law student instructors' role in the Program.

A. Involving Community Residents in Street Law

1. Recruitment, Selection and Orientation

As noted previously, the National Street Law Institute had sponsored classes for DCDC residents prior to this Program. It had never done so with the participation of persons from the free community, however. Therefore, an immediate need, once LEAA support was assured, was to recruit a suitable group of citizens. Such persons would be expected to conscientiously attend three hours of Street Law classes a week for better than three months. More than that, they would have to be prepared to acquire their knowledge of the law in the company of prison or jail inmates, and in the case of those assigned to Youth Center I, to do so during normal working hours.^{13/} Youth Center enrollees would also have to spend an additional three or more hours per week in travel, as well as have transportation available. Other than reimbursement for out-of-pocket travel costs, volunteers could expect no material benefits from participating.

In anticipation of possible difficulty in rounding up a sufficient number of qualified candidates, Institute staff undertook an ambitious recruitment program. A list of groups and individuals with demonstrated interest in DCDC affairs (obtained

¹³Classes at Youth Center I were held from 9:30 - 11:00 am, on Mondays and Wednesdays; those in the Jail were at 6:00 - 7:30 on Tuesday and Thursday evenings.

from the Department's Coordinator of Volunteers) was solicited, as were a number of individuals, and agencies known personally by Institute staff. These included several churches, organizations who sponsor defendants under third party pretrial release agreements, the Visitor's Service Center,^{14/} the District chapter of the National Alliance of Businessmen and the D.C. Board of Trade. In addition to personal solicitations, invitations to enroll in Street Law^{15/} were mailed to several thousand organizations, groups and citizens throughout the community. The city's Advisory Neighborhood Councils assisted in these mailings.

By mid-August of last summer the campaign had generated about 50 inquiries which Institute staff judged to be "reasonably serious," plus another 25 - 50 less promising responses. A staff member interviewed approximately 30 of the relatively interested group,^{16/} the remaining 20 or so having declined to proceed further. The interviews were brief -- from 10 to 15 minutes -- and consisted of a brief orientation to the goals of the Street Law Program, to what the candidate might achieve by participating (education in basic law, a chance to meet and study with offenders, learn something about prison life, etc.). In addition, they were told that, "As far as being a

¹⁴A service organization for inmates and their families attached to the D.C. Jail.

¹⁵Appendix A.

¹⁶Persons referred by staff and to whom the Program already had been explained were not interviewed, however.

student is concerned, you will be treated just like the inmates."

Each person was asked to fill in a short form listing identifying information, class preference and similar data. He also received a handout similar to the mailed enrollment invitation in which basic information about the Program was set forth.^{17/}

The Institute made its selection by September 1, 1976 (approximately one week prior to the first class). Of the 30 candidates, 10 were picked to attend the Youth Center I class and 14 for the D.C. Jail. These compare reasonably well with the target figure of 15, which the Institute had judged to be an appropriate number for each class.

The Institute's screening criteria are of interest. The aim was to select both blacks and whites, a mixture of ages (early to mid-twenties as well as middle aged and older), and both sexes. In addition, all successful candidates were to have had prior contact with criminal justice, such as having been employed by or done volunteer work for a criminal justice agency, studied criminology, be an ex-offender or the spouse of one, and so forth.^{18/} It was not enough, in short, to be interested solely in learning basic law. The candidate also

¹⁷Appendices B and C.

¹⁸Of the 25 persons eventually enrolled, 15 were either employed by or worked as volunteers for agencies offering services to offenders, former offenders, or persons charged with law violations either as an adult or juvenile.

had to indicate a serious interest in the problems of inmates, corrections, or criminal justice. Persons desiring to study law but lacking sufficient commitment to prisoners and their rehabilitation were referred to another program offering instruction in law for lay persons.

Consistent with the D. C. Department of Corrections' regulations, both groups of community residents were given an orientation before starting their Street Law classes. At the Jail, this consisted of a tour of the facility (which had only recently been opened), supplemented by a display of photographs. Apart from an explanation of the physical characteristics of the facility, no other information was imparted. Institute staff report that the tour would have been considerably more valuable to the community residents had it included information regarding the differences between detention and imprisonment, the kinds of persons composing a jail population, the rules governing visitors and volunteers, and so forth.

The group at Youth Center II was taken on a similar tour of the grounds and facilities. In addition, however, both a C and P Officer and, later in the day, the institution's Administrator, provided much useful background information. This included a discussion of the policy behind the Youth Corrections Act, the goals and limitations of counselling in a prison setting, what life is like in a prison, and (at the request of an Institute staff person) the rules which the citizens would be expected to follow.

Although it constituted a considerable advance over the tour provided at the Jail, Institute staff report that Youth Center I's orientation would have been better yet had written materials been distributed which the community residents could review at their leisure. It was suggested that they should include applicable regulations and rules, a summary and explanation of the Youth Corrections Act, a discussion of how the institution operates, and a description of an inmate's typical day.

2. Comments

Before turning to a review of additional data regarding citizen participation, several comments on these initial activities are in order.

First, the Institute's decision to conduct an extensive campaign to attract qualified enrollees turns out to have been remarkably prescient. Despite canvassing several score individuals and groups known personally by the Institute staff and having solicited several thousand others via the mails, only 50 viable candidates turned up.

Second, the decision to restrict recruits to persons with demonstrated interest in corrections implies a significant policy decision. The goal, "To increase citizen involvement in corrections," can mean to augment the skills of persons already engaged in corrections-related work. Or it can mean to increase their commitment to such activities, or to expand the amount of time they spend on them (as in the case of

volunteers). On the other hand, it is also reasonable, and possibly most nearly in keeping with LEAA's intent, to conclude that the number of new volunteers enlisted on behalf of inmates and ex-offenders, corrections reform and the like, is to be increased.

As pointed out, the Institute's selection criteria resulted in 10 persons not currently employed (whether on a paid or volunteer basis) in corrections-related work being taken into the Program. Assuming that the goal of "increased citizen involvement in corrections" is taken to mean greater numbers of new citizen volunteers, the question arises whether accomplishment of this objective is possible when only 40% of a program's recruits qualify for consideration.

There is, unfortunately, no widely accepted ratio or guideline to which to turn. Moreover, given the Institute's difficulties in recruitment, it is not at all clear that it could have found enough persons meeting other essential standards who were not also employed or doing volunteer work in corrections. In addition, it is by no means unheard of for new projects to initially select recruits judged to possess a relatively low risk of failure. Should the project succeed with those likely to succeed, then more inclusive criteria can be applied -- and tested -- in the future.

Given these countervailing considerations together with the absence of relevant and well established standards, it appears inappropriate either to criticize or applaud the

Institute's decision. More useful, we believe, is to note its occurrence in the context of the Program's goals, and to examine its consequences for their achievement. We return to this discussion at a later point in this report.

A third comment respecting these early events is that the Institute appears to have been caught short by the inadequacies of the orientation sessions. With hindsight, it seems clear that it would have been useful for Institute staff to have gotten together with key personnel at both institutions prior to the tours. Not only would this have forewarned staff of the state of each institution's preparations (and thus better enabled the Institute to fill informational gaps with its own resources if need be), but it most likely would have resulted in more complete presentations by DCDC officials.*

With respect to the second year, preparations of this nature might well be supplemented by the development of written materials such as those discussed in connection with Youth Center I.

3. Efforts to Define the Citizens' Role

Institute staff expended some time and considerable thought to the question of what (beyond the learning of Street Law and becoming sensitized to prisons and prisoners) citizens should be doing in the Program. The principal vehicle for these considerations was several evening conferences to which all of the community residents and the four student instructors assigned to the Jail and Youth Center I

*Institute staff report that it provided both descriptive materials and a more extensive orientation for citizens participating in the January - April 1977 semester.

were invited. A brief account of these sessions follows.

The first meeting was held approximately two weeks after the start of classes. In addition to staff and law students, 15 citizens attended. It was there explained that this and subsequent conferences would:

- o "address individuals' problems or questions";
- o "discuss course progress generally";
- o "analyze roles that citizens can play in regard to inmates and the institution, if any"; and
- o "if the group so determines, mobilize to act on issues which pertain to institutional policy."^{19/}

A second meeting took place two weeks later; six community residents were present. The third and last session was held six weeks subsequently. Of the six citizens who participated, two had been at both earlier meetings and four had attended either the first or second meeting.

The first two meetings sought to surface any problems citizens were encountering and to elicit feedback as to what roles they professed to play vis-a-vis their inmate classmates. At the first of these, a lively discussion took place regarding the extent to which community residents should respond

¹⁹Appendix D, "Summary of Citizens' Meeting on September 18, and Other Matters" (memorandum prepared by National Street Law Staff, September 22, 1976).

to requests by inmates for assistance (such as calling his wife, contacting his lawyers, etc.), coupled with expressions of uncertainty regarding the nature of contraband and the Department's rules governing it. Staff offered answers to questions regarding contraband. No resolution, however, was realized on the issue of citizen services to inmates other than to defer it to the next session.

The second meeting, which was considerably briefer, indicated that, at least as far as those attending were concerned, no problems existed. Moreover, the issue of the citizens' role was handled by deciding to leave the question to the discretion of each community resident.

Most of the third session was spent in reviewing and revising a draft evaluation questionnaire. However, staff raised the question (which had been touched on briefly at the earlier meetings) whether some kind of group action would be appropriate. Specifically suggested was that the community residents draft a report to the Director of the D. C. Department of Corrections outlining some of the barriers to rehabilitation which they had learned of during the course and offering ideas for dealing with them. The citizens did not take to this proposal.

From the beginning of classes last fall it was clear to staff and community residents alike that the latter were in the program (1) to acquire legal knowledge of practical value

to them, and (2) to obtain greater insight into the perspectives and needs of inmates, barriers to rehabilitation, issues of criminal justice and so forth.

Staff, however, from time to time also had indicated that there might be additional functions which at least some citizens should perform. As disclosed by the preceding account, the two which received most attention were (1) helping individual inmates (without contravening Departmental regulations) on a one-to-one basis, and (2) citizen action to address broader issues of rehabilitation.

In approaching these additional roles for citizens, staff used considerable caution. While indicating that efforts along these lines would be a good idea and consistent with the Street Law Program's goals, it did not push them beyond what the community residents were prepared to accept. Moreover, staff were quick to point out where such actions might transgress DCDC rules and thus guided the activists in the group into services which would not endanger themselves or the inmates whom they sought to assist.

The Institute's circumspect approach was nowhere more apparent than in its efforts to define and implement that activity in which the application to LEAA was described as:

"Bring[ing] about interaction with citizens resulting in citizen plans of action to assist in the rehabilitation of inmates."^{20/}

²⁰Revised Application, page 9c.

During the first meeting with community residents, this aspect of their participation was raised. Staff pointed out that one of the options available to the citizens was to join together to assist the D. C. Department of Corrections alleviate some of the impediments to inmate rehabilitation.^{21/} However, those attending the meeting exhibited little if any interest in this approach and the topic was quickly dropped.

Following this meeting, several members of the staff indicated to the evaluator that they harbored serious reservations regarding both the feasibility and desirability of encouraging group efforts to effect correctional reforms. One result of these second thoughts was that, with the exception of the suggestion in the third meeting that the group send off a letter to the Director of the DCDC, staff avoided further encouragement to the citizens in this area.

A second and no less significant outcome was an effort by the Institute to clarify both its own role and those of the community residents. This internal review eventuated in a memorandum,^{22/} submitted to the evaluator in early December, which explained in retrospect how the Institute had approached the matter of citizen participation during the preceding months.

²¹As expressed in the minutes of the meeting: "If the group so determines, mobilize to act on issues which pertain to institutional policy." Op. cit., Appendix C, "Summary of Citizens' Meeting on September 18, and Other Matters."

²²"Clarification of Goals of Citizens in Corrections Element of the LEAA Grant," Memorandum from Jason Newman to Peter White (December 2, 1976), contained in Appendix S.

The memo noted that during the developmental stage of involving citizens in the Program, "Staff realized the need to refine and, to some extent, revise the goals articulated in LEAA grant proposal." It went on to explain that, "Staff, viewing citizen involvement as a group 'experiment,' has sought input from citizen participants throughout the operation of the course." As a result of staff observation and citizen feedback, "The goals of the project have become clearer and perhaps more feasible."

The memorandum restated the Institute's expectations pertaining to citizen plans of action as follows:

Finally, when the course is completed and citizen sensitization to corrections has heightened, increased citizen action may result. Particular problems, policies, or procedures in corrections may be addressed which citizens believe should be bolstered or revised depending on the issue. For example, if education programs are found lacking, some citizens may work to establish more such programs by mobilizing volunteer teachers ... Another example may be a citizen who seeks to help improve and expand inmate library facilities through fund-raising or other organizational efforts.^{23/}

Apart from the continued focus on correctional policy (as contrasted, for example, with assisting individual inmates), the restatement modified the original formulation in four respects. First, it made clear that citizen action was expected to occur only after citizens had completed their Street Law classes. Had the community residents in fact sent off a letter to the Director of the D.C. Department of Corrections while still enrolled, it would have constituted an exception to the anticipated pattern. Second,

²³Op. cit., Appendix S. Newman to White memorandum, page 2.

actions by individual citizens as well as by groups of citizens were to be expected, as illustrated by the two examples of citizen efforts given in the memo. As previously noted, during the first weeks of autumn, staff had conceived of citizen action as being a collective or group activity primarily, if not exclusively.

Third, Street Law's role in citizen action is all but eliminated, being limited to facilitating citizen sensitivity to corrections problems, policies and procedures. Citizens, on the other hand, are free to decide for themselves what manner of ameliorative efforts, if any, they will pursue.

And, finally, the memorandum indicated that citizen action is only a possible product of Street Law; it is not a necessary or even probable outcome.

4. Comments

Given the Institute's lack of prior experience with community residents and the difficulties inherent in conducting Street Law in a prison/jail environment, its caution appears to have been prudent. It allowed the Program to function without jeopardizing the Institute's relationship with its host, the D. C. Department of Corrections. At the same time it permitted those community residents with a strong service orientation to lend residents a helping hand or to undertake correctional reforms while not coercing into action those who preferred a less active role.

Citizen action, of course, can occur even under the Institute's redefinition. It will be of interest to observe during the second year whether, in fact, such action does take place and, if so, its nature and consequences.

5. Community Residents in Class

A substudy of the evaluation consisted of a survey of the activities, physical facilities and social relationships taking place in Street Law classes in each of the six DCDC institutions. Conducted by an attorney with wide experience in the delivery of legal services and training in anthropology, the survey was undertaken during the third month of the course. A report of this substudy is in two parts. The first consists of findings regarding each class including, of course, those at Youth Center I and the D.C. Jail. The second section is an analytical overview in which various features of Street Law classes are discussed. The role of the community residents is among the topics covered.

The results of the survey deserve attention in their own right and will not be summarized in the body of this report. The reader, instead, is referred to the relevant parts of the substudy, entitled "Street Law in Action: A Survey of Six Classes," by Ann Macrory, contained in Appendix H.

B. Citizen Participation: Five Perspectives

This portion of the evaluation reports the opinions and thoughts of various groups regarding the participation of citizens in Street Law classes and their involvement in corrections. These include the community residents themselves, their inmate classmates, their student instructors, and fourth, officials of the D. C. Department of Corrections. Also reported are the special views of the citizens who failed to complete the course, the dropouts.

1. Citizens' Perceptions

At the completion of classes in early December, question-

naires were mailed to the 25 citizens who at one time or another had been enrolled in Street Law.²⁴ Of this group, 9 had resigned or attended fewer than half the classes and another individual had been dropped. None of this group responded. A total of 11 questionnaires were returned, six from the class at Youth Center I and five from members of the D.C. Jail. The results of this survey are reported next.

a. Citizen Expectations and Accomplishments

A threshold matter of some interest was to discover what the citizens thought they were getting into when they signed up for Street Law. Should their perceptions either differ widely among themselves or with staff, then one might expect to encounter some tension within the Program, with possible significance for its outcome. One question, therefore, asked the community residents to describe in their own words and in the order of their importance, the three most important reasons for enrolling. Table I, on the next page, displays the distribution of the 33 possible reasons for participating.

These results are about what one might expect. But that in itself is important in the sense that the Institute staff evidently succeeded in recruiting persons whose expectations, overall, were consistent with the Program's aims.

²⁴ The evaluator is indebted to the Institute for its help in this survey. Institute staff mailed out the questionnaires together with a letter requesting completion and return. Thereafter, staff made personal phone calls to every citizen urging their cooperation. See Appendix I for the questionnaire used in the survey.

Table I
 Three Most Important
 Reasons for Enrolling
 (by Percent)

	D. C. Jail	YC # I	Overall Percent
To learn	0%	6%	3%
Enhance job skills or career/law related	20%	6%	12%
Learn about the criminal justice system	13%	6%	9%
Learn about inmates	27%	11%	18%
To learn law	20%	28%	24%
Service to inmates	0%	11%	6%
Learn about corrections	7%	22%	15%
Miscellaneous	7%	6%	6%
Omitted	7%	6%	6%

N = 15 N = 18 N = 33

Of interest also is the finding that learning about the law and an interest in inmates/corrections are the two major attractions. "To learn the law" and to "Learn about inmates" were mentioned with about the same frequency. This equivalency becomes even clearer when their cognate responses are grouped. Thus, if the reasons pertaining to learning about inmates are totalled with those reflecting an intent to serve inmates or to learn about corrections, their total comes to 39% of all responses. Adding the answer indicating an intention to learn law as a means of improving one's work performance or as a way of contributing to a

career ("Enhance job skills or career advancement/law related") to those pertaining to learning the law results in 36% of the total responses. In turn, these two sets of interests combine to account for 75% of all reasons listed.

From a management standpoint, it would be useful to know whether all or most of the community residents share both of these two principal interests in Street Law or whether they comprise two camps, each with its own dominant interest. Table II indicates that a slight majority (54%) of the citizens signed up either because of an interest in the law (36%) or an interest in corrections or inmates (18%), but not both; a large minority (45%), on the other hand, had both expectations in mind when enrolling.

Table II
Distribution of Citizens by
Reason for Enrollment
(by Number and Percent)

Law Only		Corrections/ Inmates Only		Both Reasons	
#	%	#	%	#	%
4	35	2	18	5	45

That about one-third of the citizens expressed reasons for participating which relate only to law is a somewhat surprising finding in view of the Institute's attempt to divert to other programs persons only interested in this aspect of Street Law.

At the same time it is no less startling to find two people (18%) who enlisted with apparently only marginal interest in the law. The Program did, of course, succeed in attracting a group comprised overwhelmingly (82%, or 9 of 11) of persons expecting to learn some law.

Returning to Table I, it is interesting to discover the omission of one reason which the Institute originally had defined as a function of Street Law: the opportunity to become involved in corrections reform. Staff's difficulty in arousing interest in a report to the Director of D. C. Corrections is consistent with this finding.

Did the citizens discover any reasons for participating in Street Law after they had joined the Program (as contrasted with their expectations before enrolling)? Four of the five members of the Jail class and three of the six at Youth Center I thought they had.

Most of the reasons listed reflected what they had learned from the course, such as, "What to expect when arrested," "How to file motions and writs," etc. However, other less obvious benefits were also listed. These included the suggestions that participation in Street Law is a way to produce fairer jurors, reduce citizens' fear of offenders, improve relations between the D. C. Department of Corrections and the community, and that it is a technique for encouraging inmates to seek community services.

The sample of community residents was, as a general proposition, satisfied with the Program. For example, 90% indicated that they had accomplished either more than what they'd expected (45%) or about what they'd expected (45%). Nine of the 11 respondents (81%) indicated that they had either greatly increased their understanding of the impediments to rehabilitation (27%) or increased their understanding slightly (54%). Given the group's prior exposure to offenders and corrections, even a slight increase represents a significant accomplishment. Similarly, all but two stated that their understanding of the problems of inmates had increased either greatly (55%) or slightly (27%). The pair who reported no increase in their understanding explained that, "I had substantial awareness before," or words to that effect.

b. Assisting Inmates; Relating to Inmates

As previously mentioned, one method proposed to accomplish the goal of assisting in the rehabilitation of inmates was, "To bring about interaction with citizens resulting in some inmates establishing lasting relationships with individual citizens who will assist them while incarcerated..."^{25/} The community residents, therefore, were asked whether during the previous three months (i.e., the period of their Street Law class) they had taken any action on behalf of any inmates or former inmates. Two had given no help; nine said that they had. The four community residents at the Jail who had provided help

²⁵Op cit., Revised Application, page 9d, paragraph (2) (g).

assisted a total of 12 inmates. At Youth Center I, one citizen said he had assisted the entire class by distributing copies of an equal rights law. As was the case at the Jail, however, most assistance was tailored to the inmate's particular needs. One person indicated that he or she had given service to seven inmates and another to six. Most community residents limited their aid to only one or two inmates.

Street Law can take credit for only a portion of this assistance, however. Five citizens indicated that they would have provided services anyway as a function of their job or existing volunteer work with offenders. Four, however, stated that their services were caused or facilitated by their participation in Street Law. Of these, one commented that, although he or she works with offenders, Street Law had provided greater insight into inmate needs and therefore deserved credit for the aid.

Most interesting of all are the types of aid which these persons provided.

Table III on the next page displays the various types of services which the citizens reported they had either provided or attempted to provide their inmate classmates.

Table III
Kinds of Help Given
Inmates by Citizens
(by Frequency and Percent)

	Frequency	Percent
Job related	5	26%
Education related	2	11%
Called attorney	3	16%
<u>Pro se</u> motion	1	5%
Called family	2	11%
Letter to Parole Board or Judge	2	11%
Referred to services	2	11%
Miscellaneous	2	11%

Although few of the services appeared to have required legal skills (except, perhaps, assisting in the drafting of a pro se motion), all were responsive to the problems of persons imprisoned. Several aimed at facilitating release,^{26/} such as inquiring about job openings, sending a recommendation to the Parole Board, or referring the inmate to a third party

²⁶ Or assisting in the offender's community adjustment.

custody agency. Others presumably helped to ease the distress of confinement. Examples include placing a call to a wife, attempting to find a college professor willing to conduct classes at the institution or sending books and a college catalogue. None, it may be added, appears to require extensive training in order to be usefully performed. Only one (looking into allegations of incompetent representation by counsel) appears to have been in any way controversial. In any event, these services constitute a roster of helping activities which seemingly would not be difficult to encourage future classes of community residents to take up.

The National Street Law Institute's application makes the assumption that the bringing together of community residents and prison inmates as Street Law classmates will result in "some inmates establishing lasting relationships with individual citizens who will assist them while incarcerated (and thereafter upon their release)." The application does not explain the dynamics of this expected chain of events. One question attempted a preliminary investigation of this matter by asking citizens to describe in their own words the ways in which they had interacted with inmates.

The responses were not altogether illuminating, since they constituted brief synopses of what may well have been complex, and fluctuating, interpersonal relationships. The most frequently mentioned description indicated that the community

resident had been reserved but friendly, leaving the definition of the relationship up to the inmate. Unfortunately, most of the responses do not give a sense of what kinds of relationships eventuated, so that it is impossible to even guess whether they were seen by the respondent as likely to endure past the end of the class. Two persons, however, indicated their initial generalized friendliness had given way to more focused attention on one or two inmates.^{27/} A relatively long lasting set of relationships may well have developed in these cases.

A second approach to estimating whether the Program had engendered long term commitments to help was to ask the citizens whether they planned future actions. The overwhelming response was affirmative (10 of 11, or 90%).^{28/}

By and large, the types of assistance which the community residents thought they would provide resembled the kinds that they had been offering. Interesting variations were:

- o Advocate citizen involvement [in corrections];
- o Continue to visit;
- o Monitor the Department of Corrections in my role as member of a Neighborhood Advisory Council;
- o Conduct corrections research; and
- o Support efforts to liberalize furloughs for residents.

²⁷These relationships were confirmed by a student instructor, as will be discussed shortly.

²⁸One respondent indicated that "planned" implied too strong a commitment but also indicated several types of activities which he or she was contemplating.

c. Citizens' Assessment of the Program and Suggestions for Change

The questionnaire gave the community residents an opportunity to register their evaluation of various aspects of their Street Law classes.

By and large, the Street Law texts were assessed favorably. No one thought they needed "much" improvement, two said they needed "some," and three thought that "slight" modification was in order. Examples of criticisms and suggestions for improvement were:

- o The function of the Bail Agency isn't clearly explained;
- o Updating of some portions is needed;
- o A new chapter on anti-discrimination should be included; and
- o Some problems/questions are not clear.

The citizens were asked to rate their student instructors' performance in several areas. Table IV indicates that law students nearly always attended their classes.

Table IV

Citizens' Rating of Instructors' Attendance (by Percent)

(Student)	D. C. Jail		Youth Center #1		Overall Percent
	D	E	F	G	
Every Class	100%	100%	83%	67%	86%
Most Classes	-	-	17%	33%	14%
DK/RO*	-	-	-	-	-
N =	5	5	6	6	

*Don't Know/Response Omitted

They also were reasonably punctual, or at least were so in the opinion of their citizen students.

Table V

Citizens' Rating of
Instructors' Punctuality
(by Percent)

(Student)	D.C. Jail		Youth Center I		Overall Percent
	D	E	F	G	
Every Class	100%	100%	83%	83%	91%
Most Classes	-	-	17%	17%	9%
DK/RO	-	-	-	-	-
N =	5	5	6	6	

Community residents generally found room for improvement in their instructors' explanations of the class materials. (The findings of the special study of classroom activities are consistent with this judgment.) However the citizens at the Youth Center made an exception in the case of one of the teachers, as is indicated by the table below.

Table VI

Citizens' Rating of
Instructors' Ability to Explain
(by Percent)

(Student)	D.C. Jail		Youth Center I		Overall Percent
	D	E	F	G	
Every Class	40%	20%	50%	100%	55%
Most Classes	60%	80%	50%	-	45%
DK/RO	-	-	-	-	-
N =	5	5	6	6	

The substudy of classroom activities found that the inmates frequently displayed a more thorough grasp of the realities of the criminal justice system's workings than did their law student instructors. The community residents appeared to have reached a complementary conclusion, namely, that the instructors need to know about how the system actually functions. Once again, however, an exception was made for one instructor who was rated as having "a lot of practical knowledge."

Table VII

Citizens' Rating of
Instructors' Practical Knowledge
(by Percent)

(Student)	D. C. Jail		Youth Center I		Overall Percent
	D	E	F	G	
Knows a lot	20%	20%	33%	100%	45%
Knows something	60%	20%	50%	-	32%
Needs to learn	20%	60%	17%	-	23%
DK/RO	-	-	-	-	-
	N = 5	5	6	6	

The law students report that they spent a substantial amount of time helping inmates with their personal problems. Indeed, as will be taken up in the next section, one of the complaints registered by several citizens who dropped out was that too much attention to personal problems took place during class time. The next table indicates how the community residents judged the student instructors' personal interest in their inmate

student's problems. The results generally are consistent with the instructors' perceptions of their involvement with their students' individual difficulties, although not overwhelmingly so.

Table VIII

Instructors' Personal Interest
in Inmates' Problems
(by Percent)

(Student)	D. C. Jail		Youth Center I		Overall Percent
	D	E	F	G	
Strong	80%	20%	67%	83%	46%
Some	20%	60%	33%	17%	32%
Little	-	20%	-	-	5%
DK/RO	-	-	-	-	-

N = 5 5 6 6

The final dimension of student performance rated by community residents was the quality of their instructors' preparation for class. Both instructors at Youth Center I scored very well, while those at the Jail were considered not to have been as consistent in their preparations.

Table IX

Citizens' Rating of
Instructors' Class Preparation
(by Percent)

(Student)	D.C. Jail		Youth Center I		Overall Percent
	D	E	F	G	
Every Class	60%	40%	100%	100%	77%
Most Classes	40%	60%	-	-	33%
Few Classes	-	-	-	-	-
DK/RO	-	-	-	-	-

N = 5 5 6 6

Community residents were asked to evaluate their fellow citizen-students. More specifically, the inquiry was whether the other citizens in their class were the kinds of people who should be invited to participate in future Street Law classes. Seventy-two percent (8 of 11) responded that "some were and some were not." Of the others, two saw no problem with their fellow community residents and one answered "No."

Their explanatory comments fall into two categories, as follows.

1. Those who should be excluded, consisting of:
 - o Those who fail to show interest, participate in class, show up for class, etc.;
 - o Those who allowed themselves to be intimidated and therefore exhibited poor participation; and
 - o The individual who was dropped for breach of institutional rules.
2. Those who should be included, consisting of:
 - o Housewives, senior citizens and others with no prior contact with offenders;
 - o Persons in a position to offer employment to offenders and ex-offenders;
 - o Persons committed to working with inmates; and
 - o Those who are underprivileged and community service people.

The questionnaire also gave the community residents an opportunity to judge two aspects of staff performance. One question asked what was thought of the direction provided to citizens by staff. Seven of the 11 respondents (63%) said that no change in direction by staff is needed, usually adding that the Program was going well, was important to the inmates, staff was doing a wonderful job, or similar positive comments. Of the four who recommended change, all thought that staff should provide more direction. Specific suggestions were:

- o There should be more guidance respecting the citizens' role;
- o Staff should brief citizens on the inmates;
- o Agendas for the evening meetings should be circulated beforehand; and
- o Staff should have a clearer idea of what they want from citizens; and
- o Specific objectives should be laid out in literature distributed prior to start of classes.

The second aspect of staff performance dealt with the usefulness of the evening meetings. Three persons explained that they had attended none and therefore had no opinion. Of the eight who evidently felt qualified to respond, four found them to have been "useful," two "not useful," and two reported that they were "a waste of time."

Community residents' views of the support and cooperation given to Street Law by the D. C. Department of Corrections varied depending on which class they attended. In the Jail, three rated the Department as having been "very supportive," one "fairly supportive" and only one said that it had been "not supportive." This pattern was reversed by the Youth Center I class, three persons indicating that it had been "not supportive," and three others as having been "fairly supportive." The three persons who gave the D. C. Jail high marks singled out the Education Specialist, Mr. Garland Poynter, for special commendation, and two also complimented the institution's Administration.

Four of the six citizens assigned to the Youth Center I class registered one or more specific criticisms. These include:

- o Recruitment of inmates into class was poor/not voluntary;
- o Pencils, paper and chalk never provided;
- o The Administrator did not attend the final day's ceremony, as had been promised; and
- o No heat in classroom until course was 2/3 over.

One person distinguished between Administrative and lower echelon staff as follows:

"Personnel defined as: (1) Correctional and C and P staff generally were very supportive and interested in the course; (2) Administrative staff were seemingly supportive Orientation Day, but did not facilitate regular attendance and special meetings as well as they could have. A sense of disinterest in the course, and the residents, prevailed from the Administration." (Emphasis in the original.)

Despite complaints by some of the community residents about some aspects of their experience, the entire group rated the educational worth of Street Law as having been either "very valuable," or "valuable." Of the six who had attended class at Youth Center I, four gave Street Law highest marks while two thought the course was "valuable." At the Jail, this pattern was reversed: one thought the class had been "very valuable" but four rated it only as "valuable."^{29/}

The citizens' comments breathe a bit of life into these statistics, as is illustrated by these verbatim examples:

- o "Helps to elevate governmental questions in the citizens' and offenders' minds, which could mean the difference in the fairness in Gov. status to people who don't believe or have faith in it."
- o "I improved my basic understanding of several areas of law and procedure. The experience has augmented my degree program (M.A.) and has motivated me to consider further study in law as opposed to my planned doctoral study."
- o "Changed some of my preconceived attitudes to prisoners.
- o The course provided me with the rudiments of law and cleared up a number of areas about which my information was fuzzy. "
- o "It gave me more insight into the maze-like workings of the law."

²⁹This is consistent with the differences in ratings of the student instructors at the two institutions.

- o "Learned authentic concerns and problems of the accused re the law ... and truly discovered how quite often the system itself violates the laws that govern its treatment of the accused."

The final question requested the respondent to list any changes which would make Street Law better. One person stated that none were needed. Of the 10 who contributed suggestions, most offered two, three or more, nearly all of which reflected a positive assessment. Eight recommended an advanced or follow-on course; three recommended more classes; three thought the class periods should be longer; two believed that the course should be longer.

Other suggested modifications included morning classes (at the D. C. Jail); outside speakers; reservation of one-third of the class time for face-to-face, citizen-inmate interaction; more detail on how to do legal research and on preparing motions; and use of audiovision and drama as teaching techniques.

2. Those Who Failed to Finish

a. The Statistics

Altogether 25 community residents signed up for Street Law; 10 of these (40%) failed to complete the course. What, if

any, significance does one attach to this?

One of the 10 was disqualified, having overstepped the bounds of common sense and institutional regulations. Of the remaining nine, eight were able to be contacted by phone and their reasons for quitting recorded. Their explanations provide useful insights into several aspects of citizen participation in Street Law.

b. Underlying Factors

Three persons are considered to have dropped out of the class at Youth Center I. Two of these attended only the first 2 - 3 weeks and then stopped coming altogether, while the third combined sporadic attendance with tardiness throughout the course. The first two gave Street Law a high rating, indicating that it was "very informative," "as good as they'd hoped," "relevant to their work with delinquent kids," and so forth. However, the long trip to Lorton combined with an unreliable means of transportation (one malfunctioning auto between them) caused them to give up.

The third community resident ran into a conflict with his full-time job. As a result, he frequently could not get away on time and often was so late as to give up the trip altogether.

Dropping out at Youth Center I, therefore, was a function of the classes' location and scheduling.

The situation at the D. C. Jail was different. One person attended the first six weeks of classes, two the first 3 - 4 weeks and two only the first 4 - 5 sessions before leaving. All five expressed disappointment in the content and pace of these early classes. Each indicated that he or she had enrolled because they wanted to obtain legal training. However, the first classes were spent in getting acquainted, discussing the legal and other problems of individual inmates, and in "settling down." There was, in their view, far too little instruction in the law.

The two persons who left after attending only 4 - 5 classes had other complaints as well. Both worked in an agency which offers services to inmates at the Jail, and their families. In their case, the Street Law class time spent on inmates and their personal difficulties constituted a redundancy, a repetition of what they themselves spent their working hours doing. This was aggravated by the fact that, because the list of citizen enrollees was passed out in class, their home phone numbers became known to the general inmate population, thereby resulting in calls for assistance during non-working hours.

Two of the other three community residents also were very negative about their Street Law experience, mainly because it failed to give them enough law. One simply left, while the other left to continue a course in a different subject. The third citizen, after her initial disappointment, felt that the pace of instruction picked up adequately. She also enjoyed the attention to inmates' individual problems (despite her work in a third party custody agency). However, a new job at hours which conflicted with her class caused her to leave.

c. Prevention and Correction

Could Street Law staff have done anything to prevent or replace these dropouts? As to replacement, staff did recruit a substitute for the two persons who left the Jail class after only a couple of weeks. The other early leavers were the two at Lorton whose transportation gave out. No replacement was found, but then again, recruiting for Youth Center I is obviously more difficult than for the more accessible Jail. Everyone else quit so late in the course that arranging replacements would have made little sense.

Prevention is more difficult to assess. Volunteer programs traditionally suffer from high attrition rates -- and Street Law, evidently, is no exception. One is justified in speculating that the losses at Youth Center I would not have occurred had more scrutiny been given to the travel arrangements and potential scheduling conflicts of the three who gave out. But the value of tightening up of screening criteria has to be

balanced against the shortage of persons willing to make the long trip to Lorton two week-day mornings each week. Moreover, in this instance, it seems that the three citizens simply misjudged their personal circumstances; Street Law staff with secondhand information to work with could not have been expected to do better.

The encouraging aspect of the attrition at Youth Center I was that it was not generated by any dissatisfaction with the programmatic content of Street Law. The same cannot be said of the losses at the Jail. The one complaint which was common to all five of these dropouts was the poor quality of their instruction.

Closer monitoring of the classes by the Institute staff or the evaluator might have resulted in a prompter awareness of citizen dissatisfaction and more active efforts to deal with it. Staff did respond in the sense that a replacement was brought in after the first two citizens had quit. In addition, a staff member who is an education specialist observed one of the classes in the Jail and thereafter provided the student instructors with advice.^{30/} But to have intervened more aggressively in this area might well have been unfair to the law student instructors who, after all, could scarcely be expected to perform at the level of a law professor.

There remains, however, the question of whether those who dropped out should have been allowed in the class in the first

³⁰The law student instructors reported to the evaluator that the specialist's encouragement and counsel had been very helpful. So far as could be discerned, however, this assistance did not result in a marked improvement in their teaching skills.

place, and that their departure should have been predicted. It is scarcely reasonable to fault Street Law, however, in the case of the person who left as a result of taking a new job. Not only would such an alteration in circumstances have been difficult to predict, but, as it turns out, the person had become satisfied with the class at the time of her departure and but for the new job would not have left.

The other four are more troublesome. One is tempted to conclude that a better job of initial screening would have prevented these losses. All now assert that they volunteered because they expected to learn law, and that involvement with inmates was a minor or even negative factor in their thinking. These views, if actually expressed, should have been a red flag.

However, in two cases the nature of their current work implied a strong and positive interest in prisoners and their problems; one also could reasonably infer much the same in the case of another one of the group whose job is in the area of enforcing equal employment opportunities. Only the fourth had no visible indicia of commitment to inmates, corrections or criminal justice. It seems fair to conclude that, in his case at least, a loss could have been relatively easy to prevent.

As the survey of community residents who successfully completed Street Law indicated, a paramount interest in the law need not indicate that the person will fail to finish the course. It does, however, appear to increase the risk appreciably --

the overall failure rate for this group of citizens being 50%.^{31/} At the same time it is of interest that employment in corrections-related work is not a good predictor of course completion. Eight of the 10 who failed to finish were employed on either a salaried or volunteer basis by agencies providing services to offenders. Put differently, of the 15 citizens in offender assistance work, eight (or 53%) dropped out or were removed, whereas only two of the 10 (or 20%) of those not so employed did so.

3. The Views of the Student Instructors.

The law students responsible for the instruction at the Jail and Youth Center I classes were asked what they considered to be the pros and cons of having community residents in Street Law.^{32/} Three of the four students turned in answers. In addition, one of the students (who had submitted written answers) also discussed his views with the evaluator.

The two student instructors at Youth Center I were uniformly positive in their opinion of citizen participation. The Jail instructor coupled his approval with several reservations. Advantages listed were:

- o It improved the class discussions by bringing in additional ideas, opinions and experiences to complement those of the inmates and student instructors;

³¹That is, four law-oriented citizens completed their classes while an equal number fell by the wayside.

³²Contained in questionnaire titled "Law Student Opinions Regarding Street Law," in Appendix J.

Inmates, at least some of them, did get something out of having citizens, particularly women, in the class. Residents [i.e., inmates] signed up because they heard women would be in the class; a big macho thing. But one woman became a mother figure, instead of a sex object, and was able to alter one resident's behavior toward more mature responses. The same was true of [another female citizen] and another inmate; a third woman, I forget her name, took the nonliterate student under her wing.^{33/}

It should also be added that the substudy of class activities as well as less structured observations, informal conversations with citizens and passing comments by the student instructors all tended to confirm the positive effects listed above.

A final item reported by the student instructors bears on the citizens' accomplishments as students of the law. At the Jail, two relatively short tests or quizzes were conducted, one after a month or so and the second near the end of the course. In both cases the inmates and community residents were told not to sign their names, since the testing was intended as feedback to the student instructors regarding the class' progress rather than as a grading device. The first test indicated considerable learning on the part of all class members, community residents and inmates alike. The second test indicated uneven progress; however, the student instructors believe this result may well have been produced by a faulty test design.

³³Field notes.

- o It integrated the class -- by race and gender (the latter being very important to men in the youth centers particularly).
- o It creates the possibility of providing inmates with post-release job resources.
- o It increased citizens' awareness of the problems of correctional facilities and inmates, thereby creating the possibility of citizen action.
- o Citizens provided a certain degree of probity by helping inmates to realize that Street Law is a serious class.
- o Citizens showed a personal interest in the inmates, making the class all the more a positive experience for the inmates.
- o Some citizens helped some inmates with their problems.

Disadvantages or problems associated with citizens in Street Law were reported to be:

- o Attrition of community residents (necessitating better screening).
- o The Administration's paranoia is increasing.
- o Too many citizens were already involved in criminal justice.

In the course of his interview, one of the student instructors commented on the relationships which three of the citizens had struck up with their inmate classmates:

At the Youth Center, the class completed a 60 item questionnaire near the end of the course. One inmate the curve, while three others also scored very high. The citizens generally did well, most of them finishing ahead of the other inmates.

4. Inmates' Reactions to the Presence of Citizens from the Outside Community

Inmates' opinions respecting various aspects of their Street Law experience were surveyed during the final week of classes or shortly thereafter. Included was their assessment of citizens' participation. Responses were reported by 13 inmates at Youth Center I and 10 at the D. C. Jail.^{34/}

One inquiry dealt with whether the inmates felt that having community residents in the class made learning easier or more difficult. Table X indicates that the class at Youth Center I had a considerably more positive reaction than did the group at the Jail.

Table X

Inmates' Perceptions Regarding Presence of Citizens on Ease of Learning (by Percent)

	D. C. Jail	Youth Center I	Overall Percent
Much Easier	18%	46%	33%
Easier	18%	15%	17%
No Effect	45%	15%	29%
Harder	-	-	-
DK/RO	18%	23%	21%
N =	11	23	

³⁴A copy of the instrument used, titled "Students' Evaluation of Street Law," is contained in Appendix K.

The difference becomes clearer still when those who failed to answer are omitted from the analysis.

Table XI

Inmates' Perceptions Regarding Presence of Citizens on Ease of Learning: Non-Respondents Omitted (by Percent)

	D.C. Jail	Youth Center I	Overall Percent
Much easier	22%	60%	42%
Easier	22%	20%	21%
No Effect	56%	20%	37%
Harder	-	-	-
N =	9	10	

Also probed was the inmates' perception of the help which they had received, if any, from their classmates from beyond the walls. The finding that a substantial number had obtained help is consistent with the citizens' survey reported previously.

Table XII

Inmates Receiving Help from the Citizen Classmates (by Percent)

	D.C. Jail	Youth Center I	Overall Percent
Yes	40%	46%	43%
No	50%	23%	35%
DK/RO	10%	31%	23%
N =	10	13	

Once again the response by the Youth Center inmates is somewhat more positive than their colleagues at the Jail. This becomes particularly apparent when those who gave no answer are dropped

out of the analysis.

Table XIII

Inmates Receiving Help from Citizen Classmates:
Non-Respondents Omitted
(by Percent)

	D.C. Jail	Youth Center I	Overall Percent
Yes	44%	67%	56%
No	56%	33%	44%
N =	9	10	

However, the inmates' idea of the kinds of assistance they had received, at least as reported by the few^{35/} who answered, generally differed from what the citizens thought they had been providing. The following verbatim responses illustrate this point:

- o "Friendliness and the understanding of how free people feel in reference to their property, etc.";
- o "In consumer law on car warrants, titles and buying, etc.";
- o "Getting a job, teaching me the law for my case";
- o "I received help in furthering my law studies";
- o "Legal aid, facts about law, how to file a suit";and
- o "Their involvement with residents helped."

Most perceived their assistance as an extension of the instruction in law -- a bit of tutoring either on topics raised in class or on their personal legal problems. Only one mentioned help in locating a job -- the type of assistance most frequently

³⁵Only 6 of the total sample of 23 responded to this item.

reported by community residents. None mentioned that citizens had drafted letters on their behalf, called their wife or attorney, or for that matter given them a copy of an Equal Opportunity statute. And only one reported "friendliness" as a form of assistance received.

The poor response rate to this item hinders interpretation of these answers. Apart from the possibility that the question itself was defective and therefore misinterpreted, there arises the possibility that what citizens perceive as "help," inmates view as the products of their skills as con artists and therefore more nearly akin to a "score" or winnings in a game of wits. This eventuality is supported by a remark made by one of the dropouts who noted disparagingly that an inmate known by her to be an adroit manipulator had persuaded several of her less knowledgeable citizen-classmates to send off letters on his behalf to a judge. There is, however, insufficient information to justify confidence in this or any other interpretation at this time.

5. The Response of Officials of the D. C. Department of Corrections to Citizen Participation in Street Law

The choice of the D. C. Jail and Youth Center I as sites for citizen participation was not made offhandedly. Instead, Institute staff determined that the Jail would be a favorable location because it was in-town (and therefore would be relatively accessible to community residents), and because its inmate class members (or many of them) could be expected to be released and

therefore become eligible targets for follow-up assistance on the street sooner than inmates confined in prison. The Women's Detention Center fell into the same category, but was disqualified because the Institute had not conducted classes in it prior to this Program.

Maximum Security was eliminated because it, too, would be a pilot site. Of the remaining institutions, Institute staff preferred one of those housing youthful offenders on the theory that younger inmates would be more amenable than older, more mature offenders. This recommendation was passed on to the D.C. Department of Corrections, which in turn designated Youth Center I (and the Jail) as sites.

Perhaps the single most important influence on a demonstration project's ultimate success is the response of the host agency. Certainly no project is likely to endure beyond the flow of special funding without the approval of the organization in which it is located. In short, the D. C. Department of Corrections' assessment of Street Law is one critical index of its potential for permanency.

As will be discussed subsequently, the evaluation team attempted to tap into the Department's response to Street Law at several levels. In the case of the citizens' component, the survey was limited to relatively highly placed officials at both the Jail and Youth Center I. Corrections officers and education specialists were not polled in this instance.

At Youth Center I the officials reported that they had received relatively little feedback regarding the Street Law class as a whole, and still less respecting the participation of community residents. Their only firm information was that some of the citizens were in the habit of arriving late. These persons were asked to arrive within a half an hour of the start of class (and, if possible, before class) so that they could be escorted in a group to the school building. The facility, like all others in the D. C. System, is short of personnel.

None of the top officials spoken to at the Jail had any complaints about the citizens. As one pointed out, "That's a good sign because I usually hear only the bad news." However, it was reported that the participation of citizens was an indirect cause of difficulty,

The original roster of inmates in Street Law included several who were charged with major felonies, including first degree murder and rape. Because of a restriction on the use of overtime funds coupled with a basic shortage in correctional officer personnel, the Department could not provide adequate security during Street Law classes.^{36/} The presence of citizens, particularly the women from the community, aggravated an already high risk situation. As a result, mid-way through the course all of the inmate participants who were considered

³⁶Several of the inmate students were women.

dangerous were taken out of Street Law.

It is the opinion of Jail officials that the inclusion of serious offenders was a mistake whether or not citizens were participating in the class.

In summary, the Department's reaction to the involvement of community residents remains minimal up to this point. Other than some inconvenience occasioned by stragglers at the Youth Center, citizens have been no special burden. On the other hand, officials are in possession of no information indicating that they are an asset. There is, in short, too little known about their role to warrant judgment at this time.

C. Major Findings and Several Recommendations

This section does not attempt a synopsis of data reported previously. Instead it highlights what are felt to be the more significant aspects of citizen participation occurring during the first year. We first examine the Program's progress with respect to the various activities or tasks specified as the means to the accomplishment of its goals.

1. Progress Towards Program Goals

a. Instruction in the Law

There is good evidence that the community residents who completed Street Law learned a substantial amount of law. The great majority were motivated to learn practical law when they signed up, while an even larger proportion reported accomplishing as much or more than they originally expected. In addition, the student instructors' test results are direct, and positive, indicators of achievement in this area.

b. Sensitization to Corrections Problems

Although most community residents entering Street Law knew more than the average person about the needs and problems of prisoners, obstacles to rehabilitation and the like, the citizen enrollees plainly felt that the Program had helped them to learn even more. Additional evidence of this are the friendly, helping relationships which several citizens established with several of their inmate classmates and the services which were performed for many of the inmates.

c. Provision of Assistance to Inmates

There appears to be little question but that assistance was provided to at least some inmates. What is unclear is whether what the citizens thought they were providing as help was perceived as such by the inmates.

With respect to the enduring qualities of the citizen-inmate relationships which apparently developed, the evidence is also not definitive. Despite an absence of confirmation by the inmates, it appears that more than casual acquaintances were struck up. But even without personal commitment to individual inmates, nearly all of the citizens expressed a willingness to provide some sort of assistance in the future. The second year's evaluation will attempt to keep track of whether this, in fact, occurs.

d. Participation by Citizen Groups

The evaluation obtained no information to indicate either that citizen groups were participating in the Program or that they were not.^{37/} We surmise that had such participation occurred on more than a sporadic or inconsequential basis it would have been learned of. But, in any event, it may well be that this is an area for more aggressive effort by staff during the second year. Parenthetically, it should also be noted that this proposed activity raises the basic question underlying the goal of increased citizen participation, namely, whether it is sufficient to encourage the continued engagement of groups and organizations already involved in work with prisoners, offenders and so forth, or whether those not presently engaged in corrections should be an included, if not necessarily preferred, target.

e. Initiation of Citizen Plans of Action

In this area the National Street Law Institute substantially reduced its originally proposed activities. Consistent with this modification, our information indicated that no citizens enrolled in Street Law for the purpose of effecting correctional reform and that only two were considering undertaking efforts to improve

³⁷Many of the community residents continued to be active in their prisoner/offender service agencies. However, so far as is known, their agencies did not alter the volume or content of their services, their delivery techniques, or their clientele as a result of their staff members' participation in Street Law.

conditions and services for inmates in the future. There is no evidence, moreover, that they anticipate doing so in conjunction with the Street Law Program or with any of their former fellow students in Street Law.

Assuming that the Institute plans to continue its current interpretation of citizen plans of action during the second year, we recommend that the Law Enforcement Assistance Administration be so advised. Specifically in need of amendment are appropriate portions of the Institute's application for second year funding.

2. Achievements in Other Areas

a. Citizen Orientation

The orientation provided at Youth Center I was not satisfactory in all respects; that which took place at the Jail was even less helpful. Institute staff already has developed a number of ideas for an improved presentation which are eminently sensible, including written materials for distribution to enrollees. These documents as well as the content of the presentations to be made by Department of Corrections staff and officials, will need to be worked out jointly with the Department.

Assuming DCDC approval, the latter might also be taped and an edited version incorporated with the written materials into a package for national dissemination. Other Street Law projects would be expected to modify such a package to meet their local needs.

b. Selection Criteria

As a means of insuring a high level of commitment, staff attempted to enroll only community residents with existing or prior ties to prisoners, demonstrated concern for correctional problems, and so forth. The Institute should, we believe, expand its definition of qualified candidates to include persons who may have little or no prior experience with offenders, corrections or even criminal justice, but who (1) express a serious interest in both corrections and Street Law, and (2) have demonstrated by their previous actions commitment to social justice. This recommendation is grounded on the finding that current or previous service to or familiarity with inmates, prisons and so forth is not highly predictive of successful completion of Street Law.

It also is based upon the belief that LEAA's goal of increasing citizen participation in corrections will be better served if persons without prior involvement with prisons and prisoners are included. And third, as the pilot for the country, the demonstration in the District of Columbia should, we think, test alternative models even in the face of some additional risk.

c. Dropouts

Nearly half the community residents who signed up for Street Law failed to graduate. Most of those who dropped out did so after three to four weeks, thus making it all but impossible, and probably pointless, to find replacements. Moreover, the information at hand, while no means definitive, suggests that

only one of the 10 failures probably could have been predicted and therefore should not have been admitted in the first place.

Predicting human behavior is tricky at best and under circumstances such as Street Law is likely to operate under, virtually impossible. We suggest as an alternative approach that staff attempt to smoke out as early in the course as practicable those who are dissatisfied and encourage them to drop out at that point rather than four or five weeks later, when it will be difficult to find replacements.

"Smoke out" tactics might include a reasonably thorough explanation of the program to candidates instead of the 10 - 15 minute briefings conducted last fall; supplementing the orientation put on by the D. C. Department of Corrections with a staff-conducted preview of Street Law instruction and curriculum; and notice to all new enrollees that they should promptly inform staff of any dissatisfaction rather than postponing doing so.*

d. Citizen Roles

Nearly all of the community residents provided some kind of assistance to the inmates in their classes. They did so with staff's blessing but not its leadership. That is, although staff made known its endorsement of those forms of aid which would not transgress institutional rules it left it to the citizens to determine for themselves (1) whether they would offer assistance at all, and (2) if so, to which inmates and in what form.

*The Institute reports that all these actions were, in fact, taken.

This absence of direction from staff, while benevolent in the sense of not forcing anyone into actions they found distasteful, we believe also discouraged those citizens who were willing but unsure of how to proceed. We recommend, instead, that staff early in the Program (perhaps at the orientation) review with the enrollees various types of services they might perform.* These could include assisting C and P officers^{38/} in the preparation of parole plans including the lining up of jobs, schooling, housing and so forth; appearing at parole review hearings; and preparing letters on behalf of residents.

We also recommend that citizens assist law students, attached to the Lawcore and Antioch Law School projects, in representing inmates at disciplinary hearings. Indeed, some citizens with advocacy experience could, perhaps, effectively represent inmates themselves. In addition, citizens might function as liaison between the inmates and services, resources and facilities in the community.

Tendered more as a suggestion than a recommendations is the possibility of exploring the availability of follow-on training and experience which citizens could look forward to upon completing Street Law. The Public Defender Service, for example, has had experience in training and employing paralegals and law

*Having reviewed these recommendations, Institute staff reports that it is disinclined to follow them.

³⁸C and P Officers, we've been told, carry caseloads of well over 100 and presumably would welcome assistance of the kind recommended.

students, and might be willing to develop such a program for Street Law graduates.

Not all citizens would be expected to relish these types of activities. But for those who have the time, interest and energy, they could well constitute a fulfilling, even exciting way of applying Street Law training to meaningful participation in corrections. It also must be acknowledged that expansion of the Program in this direction carries risks which need to be weighed. One of these is that the additional burdens involved in supervision and coordination will divert scarce staff time from other aspects of management and operation. Another is that without careful and ongoing coordination with the Department of Corrections, stresses might arise which could jeopardize the total Program. Neither problem appears to be insoluble though both doubtless will require attention.

The second group of citizens participating in the Program were, of course, the student instructors. Their role in Street Law is next discussed.

V. INCREASING CITIZEN INVOLVEMENT: THE STUDENT INSTRUCTORS

Student instructors perform a dual function in Street Law. On one hand, their function is as that of line staff: teaching two classes a week, assisting inmates with the personal/legal problems, acting as liaison with their counterparts in the Department, and so forth. But on the other hand, these same

instructors are also students of law who soon will become attorneys. It is this latter capacity that the Institute had in mind when it proposes to:

Sensitize law students to the legal problems and needs of inmates so that as citizens they will become a constructive force in these areas.^{39/}

The evaluation drew upon three sources of information in attempting to assess the Program's achievements with respect to its law student instructors. These are the opinions and thoughts of the student instructors themselves, the special sub-study of classroom activities mentioned earlier, and the reactions of their inmate students. In addition, it sought the community residents' judgments of their student instructors' performance as instructors. These latter findings were reported in the preceding section, and will not be repeated here.

A. The Perceptions of the Student Instructors

Following the conclusion of Street Law, the student instructors were asked to complete a questionnaire.^{40/} Eight of the 11 did so. In addition, four of the group kindly consented to individual interviews. In reporting these findings information obtained during the interviews will be used to supplement the questionnaire results.

³⁹Op. cit., Revised Application, page 9c, paragraph C(1)(d).
⁴⁰Op. cit., "Law Student Opinions Regarding Street Law."

There is substantial evidence that Street Law helped to sensitize the student instructors to the legal difficulties and, indeed, the lives of their inmate students. Their responses (in their own words) to an item asking for a listing of the benefits to themselves from participating in Street Law conveys this heightened awareness. The following are excerpts from the full responses given by each student instructor to this question:

- o "Advanced knowledge of the law and legal system. I learned a lot of law -- both from the books and seminar and from my students."
- o "I did achieve an eternal loving relationship with 15 black men."
- o "To establish an open and meaningful dialogue with residents of a correctional institution; to assist residents in solving individual legal problems [and] to begin to understand and function in the correctional area of the criminal justice system."
- o "What impressed me most was how helpful and supportive these people are toward one another."
- o "I think I personally gained a great deal simply by interacting with other people, many of whom come from a wholly different environment. I also think -- and this is probably equally important -- that I learned a lot of law, particularly in corrections."

- o "Confirmation of my suspicion that I would never be able to reconcile my values and sense of justice with that 'justice' I saw in the District's correctional institutions ..."
- o "A better understanding of the lives of inmates -- why they commit crimes, what their life is like incarcerated, etc."
- o "I accomplished my two anticipated goals -- in that I had a first-hand exposure to inmates' points of view, and the experience reinforced my good feelings about teaching law."

As the first response listed above indicates, the student instructors were exposed to the legal problems of prisoners in several different ways. But in addition to the learning which took place as a function of participating in the seminar and teaching Street Law, the student instructors also learned by helping their inmate students with their individual legal problems. Informal conversations with the law students indicate that all of them from time to time looked up points of law or offered advice to inmates in addition to their regular assignments. Several, moreover, stated during their interviews that they regularly put in substantial amounts of time -- two to three hours a week -- on such activities.

Will the student instructors become "constructive forces" on behalf of inmates, corrections reform and so forth in the future? Obviously, the evidence is not yet in. However, six

of eight (75%) responded affirmatively to a question asking whether they planned to continue work with offenders following graduation. In addition, one student instructor reported during the interview that Street Law had confirmed his tentative decision to become a criminal lawyer.

The law students had a number of useful insights into various aspects of their Street Law experience. Table XIV reports the major problems they encountered as teachers.

Table XIV

Major Problems Encountered by
Student Instructors as Teachers
(by Frequency and Percent)

	# Responses	% Responses
Inadequate support from DCDC	8	38
Problems with inmate students	7	33
Personal limitations as a teacher	3	14
Quality/volume of the materials	2	10
Inability to assign mandatory homework	1	5

Seven of the eight student instructors mentioned difficulties with the D. C. Department of Corrections.^{41/} These varied from generalized complaints about insufficient support for Street Law to detailed, occasionally lengthy lists of grievances. The following (verbatim) statements are illustrative:

⁴¹One respondent mentioned problems with the Department twice.

- o "Getting my class called is an almost insurmountable problem. Correctional officers won't call the class if they are engaged in anything else... I would sit for half an hour ... [before] discovering that the class hadn't been called."
- o "Being at the mercy of the correctional institution in trying to get some things done (e.g., get a blackboard, start class promptly, etc.) Inadequate law library."
- o "Procedural difficulties: getting in, maintaining consistency of time, place and attendance in the face of needed prison security measures."
- o "Logistical bungling by the Administration ..."

The second most frequently mentioned difficulty -- "problems with inmate students" -- included:

- o Establishing credibility with the inmates (mentioned by three student instructors).
- o Establishing discipline.
- o Apathy.
- o Wide spectrum of capabilities.
- o Fluidity of students (i.e., sporadic attendance, lack of punctuality, dropping out, scratched by Administration, etc.)

In contrast to their general disenchantment with the Department of Corrections,⁴² the student instructors generally

⁴²It should be mentioned that one student instructor described the Principal, Career Development Program, at Youth Center II, Ms. Angela Brown, as being "as cooperative as anyone could ask for."

had a favorable impression of the Institute staff. Five of the eight (63%) reported that staff's instruction at the weekly seminars was good or very good, while three felt that it was something of a mixed bag. Two respondents felt that more time should be given to helping the law students master teaching techniques, while three would like to see a more thorough coverage of the materials.

The latter problem was a serious source of concern to three of the four students interviewed, who felt that the course should either be lengthened (the majority view) or more narrowly focused so that they could: (1) better master the materials, and (2) have the time needed to present them effectively to the inmates. As presently structured, they felt they were forced into an unacceptable choice between trying to cover too much too quickly, or of ignoring some topics so that others could be dealt with. Worth noting, too, is that the field observations of the six classes found that the twin problems of insufficient preparation by the law students and superficial and inexpert expositions of the law occurred not just in three classes but, to at least some degree, in all of them.^{44/}

With respect to its handling of administrative and organizational matters, the staff was rated as either "no problems," "good" or "very good" by five of the eight (62%). Two student

⁴⁴Op. cit., Macrory, "Street Law in Action: A Survey of Six Classes."

instructors indicated that audio-visual equipment should be used, two stated that the Program should provide photocopying services so that students would not have to bear the expense of Xeroxing class materials, and two urged greater communication between staff and the D. C. Department of Corrections.

All eight student instructors believe that Street Law should be continued, and several were markedly enthusiastic about the course (e.g., "An exciting course," "The best academic experience I've had," etc.). All but one had one or more suggestions for improvement. Only two recommendations were listed by more than one student instructor, however. Mentioned twice each were:

- o Additional Street Law courses; and
- o Provision of help (such as reimbursement of travel costs) to law student instructors who want to continue to assist inmates with their legal problems.

The following suggestions were made one one time each (and are repeated verbatim):

- o "Keep narrow scope so that quality program can be delivered;"
- o "Teach officers Street Law;"
- o "Should be a three hour, not four hour course, with no paper required;"
- o "Law students should be required to have criminal law and procedure as prerequisites to taking Street Law;"

CONTINUED

1 OF 4

- o "The Institute should do a more aggressive job of recruiting;"
- o "The course should be made available to probationers and parolees."

Several additional suggestions and comments which emerged during the course of the interviews were:

- o "Street Law leaves inmates with an impression of the law, but with no residual skills in how to use it. It should, therefore, devote two full classes to teaching legal research."
- o "Tests are very helpful, and the inmates don't seem to mind."
- o "Role play sessions are tremendously helpful in giving inmates insight into the problems of police and other officials."

B. The Student Instructors in the Classroom

As indicated previously, site visits were made to all six classes for the purpose of obtaining a feel for their dynamics. One focus of these observations was the job being done by the student instructors.

The report on these findings is contained in the previously mentioned "Street Law in Action: A Survey of Six Classes." Interested readers are referred to this report, which is contained in Appendix H.

C. Street Law Instructors as Seen by Inmates

How well did the student instructors come across in the eyes of their imprisoned students? Was there substantial variation in the inmates' opinions of their instructors between institutions? How do their ratings compare with those of their classmates from the outside community? Some tentative answers emerge from the following series of tables.

The data presented below are derived from the inmates' responses to a questionnaire administered during the final week of Street Law, or shortly thereafter.^{45/} As will be discussed more fully in another section of this report, four of the six Street Law classes had shrunk to less than half their original size by this time. The number of inmates participating in this survey, by institution, is as follows:

Table XV

Inmates Responding to
Opinion Survey, by
Institution
(by number of respondents)

	Central	WDC	D.C. Jail	YC I	YC II	Max
Number of Inmates	20	9	10	13	20	7

⁴⁵Op. cit., "Students' Evaluations of Street Law."

One pair of questions probed the inmates' perceptions of their teachers' attendance and punctuality. As can be seen, the inmates at the Jail and Youth Center I agreed with their citizen classmates that the student instructors at the Jail (located, it may be recalled, within the District's limits) did somewhat better than their colleagues teaching at Lorton.

Table XVI

Inmates' Rating of
Instructors' Attendance.
(by Percent)

	Central		WDC	Jail		YC I		YC II		Max		Overall Percent
	A	B	C	D	E	F	G	H	I	J	K	
Every Class	55%	70%	88%	90%	90%	85%	77%	35%	65%	71%	57%	68%
Most Classes	40%	30%	12%	10%	10%	7%	23%	65%	35%	29%	29%	30%
DK/RO	5%	-	-	-	-	7%	-	-	-	-	14%	2%
N =	20	20	9	10	10	13	13	20	20	7	7	

Also notable, however, is that this difference is not confined to these two institutions but represents a common pattern. That is, Lorton-based student instructors appear to get to class less regularly than do those teaching at the Women's Detention Center (also located in D.C.) and the Jail.

Although one might expect that punctuality would also be a function of distance, the relationship is thrown off by the student instructor assigned to the Detention Center. There is evidence, however, that WDC inmates frequently were not released

on time to attend Street Law.^{46/} This may have caused the student instructor to have delayed her arrivals so as to minimize wasting time waiting for her class to assemble. In addition, one delay resulted from an auto accident, an entirely legitimate reason for being late.

Table XVII

Inmates' Rating of
Instructors' Punctuality
(by Percent)

	Central		WDC	Jail		YC I		YC II		Max		Overall Percent
	A	B	C	D	E	F	G	H	I	J	K	
Every Class	75%	75%	67%	100%	100%	62%	54%	45%	55%	57%	43%	66%
Most Classes	15%	15%	33%	-	-	31%	46%	55%	45%	29%	43%	30%
DK/RO	10%	10%	-	-	-	7%	-	-	-	14%	14%	4%
N =	20	20	9	10	10	13	13	20	20	7	7	

Apart from the mechanics of getting to class, how well did the student instructors do once they had entered the classroom? By and large, the inmates were favorably impressed with their teachers' skills at explaining.

The community residents, it may be remembered, rated their instructors rather less well, only 55% being of the opinion that they "explain things well" in every class. In addition, those attending the Youth Center I class gave higher ratings than did

⁴⁶See the discussion of the Women's Detention Center class in *op. cit.*, Macrory, "Street Law in Action: A Survey of Six Classes."

the citizens in the class held at the D. C. Jail.^{47/} One student instructor was given highest marks, 100% of his citizen students responding that he explained well in every class. As Indicated by Table XVIII, the inmate students differed on all of these points.

Table XVIII

Inmates' Rating of
Instructors' Ability to Explain
(by Percent)

	Central		WDC	Jail		YC I		YC II		Max		Overall Percent
	A	B	C	D	E	F	G	H	I	J	K	
Very Well	85%	80%	44%	70%	60%	62%	62%	85%	85%	86%	57%	74%
Quite Well	10%	10%	33%	30%	40%	31%	38%	10%	15%	14%	43%	21%
Not Very Well	5%	-	22%	-	-	7%	-	5%	-	-	-	3%
DK/RO	-	10%	-	-	-	-	-	-	-	-	-	1%
N =	20	20	9	10	10	13	13	20	20	7	7	

At this time there is no evidence available to account for these discrepancies, assuming their validity. One is tempted to speculate that the better educated community residents are better judges of what constitutes good explanation, or alternatively, employ higher standards. There are, however, no data at this time to support these or any other possible hypotheses.

Another point of interest raised by Table XVIII is that the inmates tended to rate their students similarly. That is, if

⁴⁷ See Table VI, page 37, above.

one was scored high (or low) on ability to explain, so also was the other member of the team. Also notable is that the one solo teacher (at the Women's Detention Center) did relatively poorly.

By and large, the student instructors were not thought to possess much practical knowledge of how the criminal justice system operates. However, one of the law students assigned to Maximum Security was a clear exception, an interesting finding considering the relative sophistication of his evaluators on such matters.

Table XIX

Inmates' Rating of
Instructors' Practical Knowledge
(by Percent)

	Central		WDC	Jail		YC I		YC II		Max		Overall Percent
	A	B	C	D	E	F	G	H	I	J	K	
Knows a Lot	70%	75%	56%	30%	30%	38%	54%	50%	70%	86%	29%	56%
Knows something	25%	20%	22%	60%	60%	46%	46%	40%	30%	14%	57%	36%
Needs to learn	-	5%	22%	10%	10%	15%	-	10%	-	-	-	6%
DK/RO	5%	-	-	-	-	-	-	-	-	-	14%	1%
N =	20	20	9	10	10	13	13	20	20	7	7	

The final aspect of teacher performance rated by the inmates was their instructors' personal interest in their individual problems.

Table XX

Inmates' Rating of
Instructors' Interest in
Their Personal Problems
(by Percent)

	Central		WDC	Jail		YC I		YC II		Max	Overall Percent	
	A	B	C	D	E	F	G	H	I	J	K	
Strong	80%	75%	56%	50%	40%	69%	77%	55%	70%	100%	57%	67%
Some	20%	25%	44%	50%	60%	23%	15%	35%	30%	-	29%	29%
Little	-	-	-	-	-	8%	8%	10%	-	-	-	3%
DK/RO	-	-	-	-	-	-	-	-	-	-	14%	1%
N =	20	20	9	10	10	13	1	20	20	7	7	

The citizens in the classes at the Jail and Youth Center I came out about the same way as the inmates at those two institutions.^{48/} Once again, Mr. J, at Maximum Security, is given top rating.

D. Major Findings

The principal finding regarding the participation of law students in Street Law is that the Program has had a strong and positive impact on their understanding and awareness of the legal and other problems of inmates. A related result is that, so far as can be determined at this time, the majority of them will continue to commit their time and energy to the defense of offenders and inmates, corrections reform, and so forth.

Another significant outcome is that this group of student instructors generally were seen by their inmate students as doing

⁴⁸The citizens were asked to judge the law students' personal interest in inmates' (not citizens') problems. See Table VIII.

a good job. They received their lowest ratings in the area of practical knowledge of the legal system, a scarcely surprising outcome. However, as the Macrory Report indicates, the law students appear to have handled their relative lack of worldly knowledge well. They did not respond defensively but, rather, were able to weave their students' information into the class discussion.

Street Law is not an easy course for law students. They put in long hours, they suffer from the usual problems of neophyte teachers, compounded by the need to cover a complex subject matter with insufficient time for thorough preparation, and the Department of Corrections, they find, has other priorities than trying to make life easier for them. On the other hand, most of the law students liked the instruction provided at the weekly seminar and the administrative support provided by Institute Staff. A minority expressed reservations on both counts, however.

Several of Street Law's contributions to the rehabilitation of inmates already have been touched upon. The next section takes up this aspect of the Program in more detail.

VI. AIDING IN THE REHABILITATION OF INMATES

A. Overview of Methodology and Problems Encountered

The second major goal of Street Law is, in the words of the Institute's application, to "assist in the rehabilitation of inmates."^{49/} This is to be accomplished by:

- o Providing the inmates with practical legal knowledge to help them avoid legal entanglements;
- o Developing in inmates a more positive attitude toward the law and legal system;
- o Educating inmates regarding the legal parameters surrounding their incarceration, and thus improving their attitude toward their incarceration, thereby fostering a better atmosphere within the institution and assisting the Department of Corrections in its rehabilitative efforts; and
- o Bringing about interaction with citizens, resulting in a more positive attitude... toward the community.^{50/}

In short, the Institute proposed a mix of actions, some designed to achieve more positive attitudes on the part of participating inmates and others intended to produce more constructive behavior.

The evaluation employed a variety of measures to learn whether and to what extent Street Law succeeded in achieving

⁴⁹Op. cit., Revised Application, page 9d.
⁵⁰Op. Cit., Revised Application, page 9 d, paragraph C(2)(a)-(c),(f).

attitudinal and behavior change. Attitude shifts were measured by comparing inmates' scores on an attitude scale administered shortly after classes began with scores achieved on the same test administered during the final two weeks of the course.

Behavior change was measured in several ways. One consisted of a before and after survey of corrections officers reported to know members of the experimental and control groups relatively well, and to be in a position to observe changes in their behavior better than other officers. The survey polled the officers' observations of various aspects of inmates' behavior indicative of adjustment to prison life.

Another behavioral measure used was disciplinary reports. The number, seriousness and other characteristics of offenses and rule infractions charged during a base period prior to Street Law were compared with those filed in a period of like duration during the final two months of the course. Lastly, enrollment in academic classes other than Street Law and use of the inmate's institution's law library were employed as indices of behavioral response to Street Law.

In order to determine whether shifts in behavior or attitude occurred as a result of Street Law or as a byproduct of extraneous influences, the measures just listed were applied to control groups as well as to experimental subjects (i.e., the inmates participating in Street Law classes). Selection was done collaboratively, the staff of the D. C. Department of Corrections identifying the controls in accordance (insofar as possible) with

criteria recommended by the evaluator.^{51/}

In addition to this controlled phase of the evaluation, inmates' opinions about Street Law were surveyed at the end of the course; enrollment loss also was investigated; the views of DCDC officials and corrections officers regarding the Program were solicited; and, finally, a special study of the mock parole revocation hearings was conducted.

Before turning to a report of the findings generated by these investigations, the reader should be aware of several difficulties which were encountered. One, referred to earlier, consisted of the attrition in both experimental and control subjects. The rate of loss was considerably higher than had been anticipated, particularly among the experimental subjects. A total of 124 inmates were initially enrolled in the six classes. Only 73 (or 58.9% of those who signed up) received certificates indicative of successful completion of the course. Approximately one of every five members of the control groups was lost.^{52/}

For purposes of the evaluation, however, the loss among the experimental subjects was even greater than the 41.1% rate of noncertification. An inmate student was awarded a certificate if, in the judgment of his student instructors, he had attended class

⁵¹The selection standards used are presented in Appendix L.

⁵²The original rosters of control subjects numbered 93; by the completion of classes 18 had been lost, leaving 75 in the final rosters, for an attrition rate of 19%.

with reasonable regularity and his classroom performance was satisfactory. Inspection of attendance records supplemented by conversations with the instructors indicated that virtually all successful graduates attended at least three out of every five classes, and most attended a substantially higher rate. However, few inmates attended 100% of their classes. The result was that on days on which pre-testing took place, substantially less than the full class (at that time) was present. Moreover, by the time the post-test occurred much larger numbers were missing, while some of those who were in class had not taken the pre-test. Their responses, therefore, could not be used in a before/after comparison. Moreover, because participation in the evaluation was voluntary, a few additional losses occurred due to inmates opting out. The major consequence for the evaluation of reductions in the number of experimental subjects was that interclass analyses could not be done.

Establishing control groups also proved to be more difficult than was expected. The major impediment was that, from the inmate's perspective, he had little to gain and possibly something to lose from answering questions posed by members of the evaluation team whom he did not know and had no particular reason to trust. And since participation was voluntary, the result was both small numbers of controls and greater delay in test administration than was desirable.^{53/}

⁵³The problem was remedied to a considerable degree by offering to pay inmates a stipend in return for their assistance.

And, thirdly, the Department of Corrections quite properly maintains records for the purpose of meeting its administrative and other needs. They are not, however, maintained for purposes of research and evaluation. The result was that several behavioral indices originally included in the evaluation design had to be dropped while others could be employed in less than all six institutions.

B. Changes in Inmate Attitudes

The attitude questionnaire contained 66 items. All of the items were derived from existing attitude scales modified only to the extent necessary to make sense to a confined population of respondents. The instrument was pre-tested on groups of high school students and inmates.

Factor analysis was used to sort the 66 items into 19 measures of attitudes believed to be related to the goals of Street Law.^{54/} These 19 scales are described in Appendix M.

Results of the attitude test were analyzed from several perspectives. The first consisted of a comparison of the scores of the control and experimental subjects registered at the start

⁵⁴Factor analysis is a technique that assesses the multidimensionality of a set of indicators and determines empirically those indicators or questions that measure the same dimension of an attitude. Questionnaire items that correlate highest with the underlying attitude dimension are, by definition, the best measures of that attitude. Scales are then constructed by summing responses to each item that "loads" on the attitude dimension. The attitude scales used in this analysis are described, along with the questionnaire items that were used to construct them, in Appendix M.

of Street Law. If the control group was formed in accordance with the criteria recommended by the evaluators, there should be no differences in the mean scores of the experimental and control subjects. The analysis presented in Table XXI, on the next page, confirms that there are no statistically significant (p less than .50; two tail test for difference of means) differences between the experimental and control group subjects on the 19 attitude measures. The small differences in means that do occur in each of the attitude scales are attributable to chance variation as indicated by the low magnitude of the "t" statistic and its correspondingly high probability value.

Inspection of the table also reveals that the sample sizes for both the control and experimental groups differ across the 19 attitude measures. These differences are a consequence of the deletion of cases for reasons of missing data on one or more of the items that comprise each scale. In short, the analysis presented in Table XXI provides no reason to suspect that the control and experimental groups differed in any significant way at the start of Street Law.

The second type of comparison permitted by the evaluation design consists of an assessment of differences between the control and experimental subjects on the post-test measures of attitudes which were obtained during the final stages of the administration of the Street Law course. In this set of comparisons we expect to find significant differences between the mean

Table XXI

Pre-test Differences; Experimental and Control Groups

<u>Scale *</u>	<u>Means/N</u> <u>Experimental</u>	<u>Means/N</u> <u>Control</u>	<u> t </u>	<u>p(2 tail)</u>
Self-Respect	2.19/64	2.10/71	.58	.57
Self-Ability	1.96/70	1.91/81	.93	.36
Self-Esteem	1.90/69	1.91/80	.26	.79
Alienation	0.53/70	0.38/79	1.25	.22
Opportunity	0.85/71	0.88/80	.52	.60
Integrity	1.76/68	1.96/70	.88	.38
Impartiality	1.30/67	1.42/77	.70	.49
Equity	1.39/69	1.38/72	.10	.92
Power	1.11/71	1.06/72	.35	.73
Lawyers	1.96/69	1.65/72	1.20	.23
Police	1.41/61	1.22/67	.73	.47
Civic Duty	0.54/61	0.53/69	.04	.97
Functional Necessity of Law	2.62/68	2.66/80	.44	.66
Norms	1.97/65	2.03/71	.27	.78
Codes	0.75/69	0.61/75	1.28	.20
Protection of the Law	1.67/69	1.76/78	1.12	.27
Efficacy of Knowledge	0.51/70	0.48/77	.38	.71
Importance of Legal Education	1.62/69	1.78/79	1.76	.08
Quality of Education	2.33/69	2.25/81	.64	.52

*See Appendix M for the questions comprising the scale.

scores on each of the attitude scales for control and experiment subjects. In particular, one indication of the positive impact of Street Law on the attitudes of the experimental subjects would be an increase in their attitude score on each of the measures. Thus, in this particular comparison, "t" scores are expected to be greater than zero (i.e., a one-tailed test is appropriate).

Table XXII, on the next page, presents the results of the post-test attitude measures. Two aspects of these results warrant comment. First, as previously mentioned, the sample sizes are appreciably smaller in the post-test than in the pre-test (see Table XXI). This indicated that there was considerable attrition over the duration of the Street Law course. However, in contrast to the generally higher losses among experimentals, the attrition among the attitude test respondents is not limited to nor particularly large among the experimental subjects. Rather, an attrition rate of between 50% and 60% occurs in both the control and experimental groups.

The second aspect of the findings that is important is that many of the differences between the control and experimental groups are in a direction opposite to that expected and that four of these differences are statistically significant beyond the .05 level. Twelve of the 19 t-tests show that the control group tends to have "more favorable" attitudes than the experimental group after the experimental group has completed the Street Law course. It may be that part of these unexpected

Table XXII

Post-test Differences: Experimental and Control Groups

<u>Scale*</u>	<u>Means/N</u> <u>Experimental</u>	<u>Means/N</u> <u>Control</u>	<u>t</u>	<u>p(1 tail)</u>
Self-Respect	1.96/25	2.36/33	-2.00	.03***
Self-Ability	1.96/27	1.97/36	-0.20	.42
Self-Esteem	1.96/26	2.00/35	**	
Alienation	0.52/23	0.64/36	-0.53	.30
Opportunity	0.96/26	0.94/35	0.34	.37
Integrity	2.08/24	2.48/33	-1.15	.13
Impartiality	1.61/23	2.00/34	-1.68	.05 ***
Equity	1.26/27	1.21/34	0.23	.41
Power	1.16/25	1.43/35	-1.06	.15
Lawyers	2.33/27	2.25/32	0.22	.41
Police	1.38/24	1.62/34	-0.65	.26
Civic Duty	0.56/25	0.88/33	-1.61	.11
Functional Necessity of Law	2.65/26	2.69/35	-0.20	.42
Norms	1.83/24	1.75/32	0.25	.40
Codes	0.57/23	0.63/35	-0.40	.35
Protection of the Law	1.74/27	1.78/36	-0.33	.37
Efficacy of Knowledge	1.89/27	1.72/36	1.71	.05 **
Importance of Legal Education	0.65/26	0.61/36	0.32	.38
Quality of Education	2.12/26	2.47/34	-1.70	.05 ***

*See Appendix M for the questions comprising the scale.

**Statistically significant in the predicted direction.

***Statistically significant but not in the predicted direction.

findings are attributable to differences in the type of individuals who dropped out of the experimental and control groups. Whatever the reason, these data indicate that after the completion of the Street Law course, experimental subjects had lower self-respect, regarded the criminal justice system as being less impartial, and had more negative attitudes toward the quality of education courses offered in the institution than did the control subjects. However, on the positive side, these data show that those who have had Street Law are more likely than control subjects to regard knowledge of the law as important for avoiding getting into trouble.

The third type of comparison permitted by the research design assessed attitude change and differences in the direction and magnitude of change between the control and experimental subjects. This type of assessment is the most important for judging the consequences of the Street Law program. If the Street Law Program is an effective agent for attitude change, then one would expect to find an increase in the favorableness of attitudes among experimental subjects; virtually no change between the pre- and post-test measures among the control subjects; and, therefore, a positive difference between experimental and control group changes. The data analysis of this comparison is presented in Table XXIII.

Table XXIII

Mean Differences in Attitude Change: Experimental and Control Groups

<u>Scale*</u>	<u>Means/N</u> <u>Experimental</u>	<u>Means/N</u> <u>Control</u>	<u>t</u>	<u>p(1 tail)</u>
Self-Respect	.00/24	.20/30	-0.82	.21
Self-Ability	.04/26	.03/35	0.21	.42
Self-Esteem	.08/24	.06/33	0.31	.38
Alienation	.05/22	.23/35	-1.10	.14
Opportunity	-.04/25	.03/35	-1.07	.14
Integrity	.45/22	.53/30	-0.21	.42
Impartiality	.05/21	.38/34	-1.57	.06****
Equity	-.07/26	.15/33	-0.75	.23
Power	-.13/24	.27/33	-1.48	.07****
Lawyers	.24/25	.87/30	-1.64	.05***
Police	-.23/22	.37/30	-1.58	.06****
Civic Duty	.18/22	.25/28	-0.31	.38
Functional Necessity of Law	-.13/24	.03/34	-1.00	.16
Norms	-.05/22	-.39/28	1.09	.14
Codes	-.23/22	.00/33	-1.29	.10****
Protection of the Law	.04/25	.00/34	0.29	.38
Efficacy of Knowledge	.12/26	-.09/35	1.40	.80**
Importance of Legal Education	.04/25	.11/35	-0.42	.33
Quality of Education	-.44/25	.21/34	-2.47	.008*****

*See Appendix M for the questions comprising the scale.

**Statistically significant at the .1 level of significance and in the predicted direction.

***Statistically significant at the .05 level of significance and in the predicted direction.

****Statistically significant at the .1 level of significance but not in the predicted direction.

*****Statistically significant at the .01 level of significance but not in the predicted direction.

These results are not encouraging. Of the 19 comparisons made, only five are in the predicted direction. In other words, for 14 attitude measures, the control group subjects tended to have more favorable attitudes than the experimental subjects. Further, at the .05 level of statistical significance, inmates participating in Street Law had significantly poorer or less favorable attitudes toward lawyers than do those respondents who did not take the Street Law program.

At the .1 level of significance, the data indicate that experimental subjects have less favorable attitudes toward police, are more inclined to endorse the inmate code of conduct and regard the criminal justice system as less impartial than control subjects.

In only one instance did the results show a positive impact of the Street Law program and this was in the measure of attitudes toward the efficacy of legal knowledge. Individuals who have taken Street Law are more likely than the control subjects to regard knowledge of the law as useful for avoiding getting into trouble. One could argue that this single positive effect of the Street Law course is of disproportionate importance on the grounds that this attitude measure may be the single most important predictor of the individual's future conduct. In any event, it also is consistent with other data indicating inmate approval of Street Law's pragmatic approach to the law.

An ambiguous finding pertains to the measure of the quality of educational courses offered in the institution. Individuals who have taken the Street Law course show a dramatic change toward

less favorable attitudes, whereas individuals in the control group show an increase in the favorableness of their attitudes. These changes and the differences between them are statistically significant beyond the .01 level. While not in the predicted direction, this outcome nevertheless may be favorable in the sense that experimental subjects now have higher expectations or standards respecting education courses.^{55/}

C. Changes in Inmate Behavior

1. Corrections Officers' Observations of Inmates' Behavior

It was not deemed feasible to attempt direct observations of inmates for the purpose of learning what impact Street Law might be having on their behavior within the institution. As an alternative, the evaluation sought to tap the knowledge of corrections officers. Corrections Officers are generally in closer contact with inmates and have more opportunities to observe them than do other categories of staff.^{56/}

In order to maximize the accuracy of these observations, an attempt was made to survey officers assigned to the experimental or control subjects' cell blocks (whenever possible, those on the evening shift), or to his work squad (if it was small in size).

⁵⁵This interpretation is consistent with the finding (to be discussed subsequently) that inmates taking Street Law report that it is better than other courses in their institutions.

⁵⁶In his study of the Federal penal system, for example, Daniel Glaser found that inmates most frequently selected custodial officers as being the staff members they either liked most, or most disliked. Daniel Glaser, The Effectiveness of a Prison and Parole System. Bobbs Merrill (1964), pp. 134 - 140.

However, it was not feasible to give the officers training in field observation techniques nor to pre-test the reliability of their observational skills.^{57/}

The officers were asked to evaluate the inmates on 17 dimensions of behavior.^{58/} These evaluation dimensions were scored so that zero indicated that the inmate never engaged in the behavior while a value of 8 indicated frequent exhibition of the behavior. In several instances, more than one officer reported on a single inmate. In these cases the average evaluation of the two officers was used. Twenty-eight officers participated in the survey.

The analysis of these data indicates that the control and experimental groups differed in three ways. First, according to the officers, inmates enrolled in Street Law tended to be more helpful to others with their legal problems than those inmates who comprised the control group. Secondly, the corrections officers' observations suggest that those who enrolled in Street Law were more likely to "mouth-off" to officers in the presence of other inmates than were the control group subjects. However, control group subjects were more likely than the experimental subjects to rely on violence to settle disputes and arguments. In other words, the officers' observations suggest that there was a self-selection process operating in that individuals who signed up for Street Law were helpful to others, tended to "mouth-off" to officers more frequently, but relied on violence less than those individuals who were selected as the control group.

⁵⁷See Appendix N for the instrument used in the pre-test phase of this survey.

⁵⁸An 18th item proved to be unusable.

Table XXIV

Corrections Officers' Observations:
Pre-Test Differences between Control and Experimental

ITEM *	Means/N Experimental	Means/N Control	t	p(2 tail)
Discusses law	3.85/59	3.22/51	1.30	.20
Works on legal problems	3.10/59	3.45/49	-0.68	.50
Punctual to work	5.29/62	4.56/62	1.51	.13
Assists with legal problems	2.69/52	1.64/44	2.37	.20**
Relies on violence	6.10/52	7.41/59	-3.39	.001**
Attempts to con	2.28/60	1.48/65	1.92	.06
Discusses legal problems	1.90/63	1.63/59	0.72	.48
Respected because of legal knowledge	2.35/46	1.81/42	1.09	.28
Dresses neatly	5.05/61	4.90/67	0.34	.73
Tries to talk way out	4.42/60	4.24/58	0.35	.73
Good attitude toward officers	4.61/61	4.09/67	1.13	.26
Relied on to "cool" tense situations	2.11/53	2.27/54	-0.12	.91
"Mouths off" to officers	2.39/56	1.27/66	2.45	.02**
Gets facts straight	3.15/54	3.87/39	-0.24	.81
Knows the law	3.90/51	3.87/39	0.05	.96
Embarrasses staff <u>re</u> legal knowledge	1.39/57	0.92/63	1.24	.22
Does what he says he'll do	3.30/61	3.94/63	-1.47	.14

*See Appendix N for the wording of each question.

**Statistically significant.

The observations of inmates made by officers after the conclusion of the course are presented in Table XXV, on the next page. The mean scores for the control and experimental groups show that those who took the course continued to be less likely than the control subjects to rely on violence to settle arguments with other inmates. Further, in the opinion of the officers, experimental subjects discussed law with other inmates and legal problems with correctional officers more often than did those subjects comprising the control group. In addition, experimental subjects are regarded by the corrections officers as dressing more neatly than the control subjects.

Apparently, at the time the Street Law course was completed, those who enrolled in the course did not differ from other inmates in their tendency to "mouth off" to officers in the presence of others. However, the absence of difference on this measure is not a consequence of Street Law students "mouthing off" less. On the contrary, the data indicate that those who have had the course tended to do so more frequently after the course than before. However, it is also the case that the control subjects were evaluated as "mouthing off" more frequently in the post course evaluations. This may indicate that there was a general increase in this type of behavior in the institution that is unrelated to the administration of the Street Law course. On the other hand, it may mean that corrections officers were particularly sensitive to inmates who "mouthed off" at the time when the post test was conducted.

Table XXV

Corrections Officers' Observations:
Post-Test Differences between Control and Experimental

ITEM *	Means/N Experimental	Means/N Control	t	p(1 tail)
Discusses law	4.13/53	3.09/53	2.09	.02**
Works on legal problems	3.55/49	3.07/53	0.88	.19
Punctual to work	5.05/61	4.51/64	1.12	.13
Assists with legal problems	3.51/51	2.23/44	1.47	.07
Relies on violence	7.03/60	7.50/60	-1.97	.03**
Attempts to con	1.38/60	1.16/68	0.71	.24
Discusses legal problems	2.46/59	1.31/65	2.87	.003**
Respected because of legal knowledge	2.94/52	2.52/40	0.85	.20
Dresses neatly	5.28/61	4.22/67	2.32	.01**
Tries to talk way out	4.64/58	5.27/52	-1.28	.10
Good attitude towards officers	4.51/61	4.39/67	0.27	.39
Relied on to "cool" tense situations	2.46/53	2.84/44	-0.64	.26
"Mouths off" to officers	1.21/57	1.62/65	-1.13	.13
Gets facts straight	3.98/57	4.25/61	-0.54	.30
Knows the law	4.94/52	4.79/43	0.31	.38
Embarrasses staff <u>re</u> legal knowledge	1.13/60	0.98/62	0.45	.33
Does what he says he'll do	4.02/59	3.86/65	0.33	.37

*See Appendix N for the wording of each question.

**Statistically significant in the predicted direction.

The analysis of change between pre and post measures for the control and experimental groups appear in Table XXVI. There are five statistically significant differences in the changes between pre and post Street Law measures. Four of these differences suggest positive benefits of the Street Law program, while one indicates a negative impact.

On the negative side, the experimental group was judged by the corrections officers to have significantly increased its reliance on violence to settle arguments with other inmates. While there was also an increase in this type of behavior among control subjects, the increase was significantly greater among those individuals who had enrolled in the Street Law course.

On the positive side, the experimental group showed a marked decline in their tendency to "mouth off" to officers in the presence of other inmates while the control group showed a modest increase in this type of behavior. The other measures indicating positive consequences of Street Law involve those dealing with manner of dress, whether the inmate "does what he says he'll do," and frequency of discussions of legal problems with correctional officers. This latter change is important in that it offers some clarification of the results obtained with the attitude data collected from inmates which revealed a rather negative attitude toward the quality of educational courses offered in the institution. The fact that the Street Law students were more likely to discuss legal problems with correctional officers after having the course suggests that the negative evaluation of educational courses was directed more to courses in general

Table XXVI

Correctional Officers' Observations:
Changes between Pre and Post Test
for Experimental and Control Groups

ITEM***	Means/N Experimental	Means/N Control	t	p(1 tail)
Discusses law	0.20/50	-0.13/47	0.63	.26
Works on legal problems	0.32/47	-0.26/43	1.03	.15
Punctual to work	-0.23/60	-0.10/61	-0.28	.39
Assists with legal problems	0.66/41	1.08/39	-0.78	.22
Relies on violence	0.86/50	0.13/53	2.42	.009**
Attempts to con	-0.84/57	-0.29/65	-1.39	.08
Discusses legal problems	0.59/58	-0.34/58	2.62	.005*
Respected because of legal knowledge	0.76/38	0.97/31	-0.31	.38
Dresses neatly	0.20/59	-0.67/66	1.95	.03*
Tries to talk way out	0.14/56	0.60/50	-0.80	.21
Good attitude toward officers	-0.14/59	0.32/66	-1.03	.15
Relied on to "cool" tense situations	0.13/46	0.62/42	-0.75	.23
"Mouths off" to officers	-1.25/51	0.40/63	-3.69	.000*
Gets facts straight	0.88/49	1.14/56	-0.48	.32
Knows the law	1.13/40	0.65/31	0.88	.19
Embarrasses staff re legal knowledge	-0.24/54	0.12/57	-0.85	.20
Does what he says he'll do	0.77/57	-0.16/62	1.75	.04*

*Statistically significant at the .05 level and in the predicted direction.

**Statistically significant at the .05 level but not in the predicted direction.

***See Appendix N for the wording of each question.

than to the Street Law course in particular.

2. Disciplinary Reports

Did participation in Street Law increase inmates' ability "to avoid legal entanglements," as proposed in the National Street Law Institute's application? On the face of it, such a hypothesis appears to be plausible. The acquisition of practical legal knowledge should equip inmates with the additional skills needed to employ institutional rules and procedures to their own advantage and thus to decrease their need to rely on violence and other illegitimate means. It should enhance their awareness of the sanctions likely to be imposed as a consequence of transgressions and thus function as a deterrent to violations of rules and laws. One might also posit that Street Law should help inmates to appreciate the advantages of an ordered society and thus to increase their respect for the legitimacy of duly constituted regulations and laws, including those governing their own actions as inmates of the D. C. Department of Corrections.

There are, in short, reasons to support the expectation that participants in Street Law would exhibit a decline in the frequency, and presumably also the seriousness, of their infractions. Control subjects, by the same logic, should demonstrate no change in either the quantity or quality of their offenses unless, of course, some influence other than Street Law were to occur.

So far as is known, there is no practical way to directly test this hypothesis. An indirect (and admittedly imperfect) measure which could be used, however, was the inmates' disciplinary reports.^{59/} These were employed as follows. The disciplinary reports of the experimental subjects (72 in number) were compared with those of the controls (73) during pre- and post-test periods. The pre-test period extended from July 1 through August 31, 1976, while the post-test phase ran from November 1 through December 31, 1976.

Experimental and control groups were compared on the basis of three measures: (1) total charges contained in the disciplinary reports each group received; (2) the number of inmates in each group who were written up; and (3) the total number of disciplinary reports given to the members of each group. Table XXVII, on the next page, displays the results of this analysis.

As can be seen, the experimentals experienced significant declines on all three measures, an encouraging outcome except for the fact that the controls exhibit even greater reductions in each category.

⁵⁹It seems reasonable to assume that disciplinary reports, like arrest records in the free community, are better indices of rule enforcement workload than of actual violations.

Table XXVII

Comparison of Disciplinary Reports
Received by Experimentals and Controls
(by Frequency and Percent)

		<u>Experimentals (72)</u>			<u>Controls (73)</u>		
		July/ Aug.	Nov./ Dec.	Change	July/ Aug.	Nov./ Dec.	Change
<u>Total</u>	Number	30	28	-2	18	16	-2
<u>Charges</u>	% of Group	41.6%	38.89%	-6.7%	24.65%	21.91%	-11.1%
<u>Inmates</u>	Number	21	16	-5	13	7	-6
<u>Written</u>	% of Group	29.16%	22.22%	-23.8%	17.8%	9.58%	-46.2%
<u>Up</u>							
<u>Total</u>	Number	24	21	-3	16	9	-7
<u>Write Ups</u>	% of Group	33.33%	29.16%	-12.57%	21.19%	12.32%	-41.8%

This finding suggests that some influence other than Street Law was affecting both groups. While the evaluation design did not include procedures for investigation, informal checking with corrections officials indicated that infraction rates are associated with the seasons of the year, summer months having substantially higher rates than the winter. It also is possible that some disciplinary reports had not been placed in the inmates' files when the record check was conducted in December.

Also of interest is that the inmates in Street Law appear to be in trouble considerably more often than the controls in both pre- and post-periods. This suggests that there may have been a self-selection process at work, with more trouble-prone inmates signing up for Street Law.

We also attempted to learn whether Street Law had an impact on the seriousness of inmates' infractions. It is possible, for example, that even though the quantity of write-ups, the number of inmates written up, and the volume of charges might not be affected, the gravity of the infractions would be. In particular, it was hypothesized that Street Law would have a positive effect on offenses involving violence. In the case of minor offenses, however, a lesser impact would be expected. Indeed, with respect to certain of these lesser offenses, an increase could be anticipated. Specifically, one could anticipate that instruction in law would cause some inmates to become not only more familiar with their rights but also more willing to assert them, thus bringing them into more frequent confrontations with corrections officers.

The first measure used was the Department's codification of violations, which classifies offenses into four categories. Class I consists of felonies and other serious offenses, Class II major offenses, and so forth down to Class IV, made up of petty charges.^{60/} Class I offenses were scored as 4, Class II as 3, Class III as 2, and Class IV as 1. Table XXVIII indicates the results of this analysis.

⁶⁰See Disciplinary Report Scoring, paragraph 1, contained in Appendix O for a listing of the offenses included within each class.

Table XXVIII

Comparison of Severity of Offenses
Charged to Experimentals and Controls
(Based on D.C.D.C. Code)

	<u>Experimentals</u>			<u>Controls</u>		
	Jul-Aug	Nov-Dec	Change	Jul-Aug	Nov-Dec	Change
Severity Score	86	72	-16.3%	46	33	-28.3%
Av. Sev./Charge	2.86	2.57	-10.2%	2.55	2.06	-19.3%

The experimental subjects exhibited a substantial drop in both total and average severity of offense scores. However, the controls do even better on both counts. Thus, the pattern is consistent with the frequency of offense findings.

Prison codes are structured with the special concerns of security and maintenance of order in mind. As a result, they often differ from criminal law codifications governing behavior in the community. In the case of the D. C. Department of Corrections, for example, "gambling" and "murder" are both Class I offenses. Class II contains "assault-bodily injury"; it also includes "disrespect."

In order to learn whether experimentals and controls differed with respect to the severity of their offenses based on criteria more nearly akin to those which are applied "on the street," the offenses charged against them were reclassified. This somewhat arbitrary codification separated out the very serious offenses involving violence or its threat from two which amount to little

more than derogations of corrections officers' status. These are "lack of cooperation/disrespect" and "abuse of privileges." The behavior proscribed by the former consists primarily of talking back to an officer or swearing at an officer. The latter, "abuse of privileges," involves attempts to take advantage of an officer or situation. All other offenses with which the inmates were charged were grouped together in a miscellaneous third category. For the most part, these also are minor infractions which in the community would either be misdemeanors (e.g., creating a disturbance) or not covered by the criminal code at all (e.g., out of place/absent at count).^{61/}

The offenses charged to the experimentals and controls were then re-scored. Table XXIX, on the following page, reports the results of this analysis.

The experimentals, as was predicted, did show a substantial decline in the number and proportion of violent offenses charged against them. The controls, starting from a lower plateau, displayed the same pattern, however. Moreover, it is the control group rather than the inmates in Street Law who engaged in increased amounts of wrangling, insults and manipulations classified as "lack of cooperation/disrespect" and "abuse of privileges." The category, "Other" consists primarily of minor offenses not involving challenges to an officer's authority. Here the

⁶¹Id., paragraph 2, lists the offenses contained within.

Table XXIX

Comparison of Severity of Offenses
Charged to Experimentals and Controls
(Based on D.C.D.C. Code)

	<u>Experimentals</u>			<u>Controls</u>			
	Jul-Aug	Nov-Dec	Change in % Total Charges*	Jul-Aug	Nov-Dec	Change in % Total Charge	
	#	% Total Charges	#	% Total Charges	#	% Total Charges	
Violence Charges :	9	30	4	14	4	0	-100
Disrespect	14	47	13	46	5	56	+100
Other	7	23	11	39	9	44	-12.C
TOTAL	30	100	28	100	18	100	-11.1

*Percentages calculated across rows. Due to different Ns, gains and losses do not total zero.

experimentals showed an increase while the controls displayed a decline.

There is no easy interpretation of these results. Moreover, perhaps because of the small numbers involved, they should not be given much credence. Nevertheless, there is some comfort to be had in learning that although the experimentals did not much reduce the total number of charges filed against them, the gravity of their alleged offenses was much reduced. Moreover, they also appear to have become more deferential to corrections officers, and less inclined to "mouth off" than the controls, whose infractions in this area increased.

3. Use of Law Library and Enrollment in Academic Classes

a. Law Library Use

One byproduct of Street Law, it was anticipated, would be that inmates in the course would acquire both greater skills in legal research and an increased awareness of how to apply those skills to their own and other inmates' legal problems. It was expected, as a consequence, that these experimental group members would make greater use of their institution's law library after having participated in Street Law than before. Their control group counterparts, on the other hand, were not expected to exhibit a similar increase in law library use.

Only Maximum Security and the D. C. Jail maintain logs of law library use, however. Moreover, at the Jail, inmates taking classes or working in the library are logged in in the same manner as inmates using the library for legal research. For this reason, the log at Maximum Security constituted the only record useful to the evaluation. Table XXX displays the findings.

Table XXX

Law Library Use by Experimentals and Controls
(Maximum Security)

	<u>Experimentals (10)</u>			<u>Controls (17)</u>		
	Jul-Aug	Nov-Dec	Change	Jul-Aug	Nov-Dec	Change
Number of Uses	17	8	-9	9	13	+4
No. of Uses/ month/inmate	.85	.40	-4.5	.26	.38	+.12

As can be seen, the experimental group exhibited an appreciably greater use of the law library at Maximum Security than did the control group members. However, their reliance on this resource declined (although to a point still greater than the controls), while the control group members significantly increased their use. In addition, the experimentals clearly differed from the controls in their relatively extensive use of the library prior to Street Law. These findings, of course, are contrary to what had been anticipated.

b. Academic Class Enrollment

Participation in Street Law, it was hypothesized, would help inmates to understand that the successful application of legal knowledge depends upon the possession of a solid grounding in basic academic skills and that this awareness, in turn, would result in increased use of such opportunities for self-improvement as exist within prison. D.C.D.C. policies and records, however, permitted only a limited testing of this hypothesis.

Only at the Central Facility, D.C. Jail and the Women's Detention Center is enrollment in academic courses voluntary in the sense that inmates are under no apparent pressure to participate.^{62/} However, at these institutions class enrollment records

⁶²At Youth Center #1 and #2, residents are assigned to an academic program based on their capabilities. While participation is technically voluntary, board recommendations are virtually mandatory. At Maximum Security, G.E.D. classes are taught to a limited number of residents. A list of residents in the class was obtained, but it was not possible to determine when the residents enrolled.

were not available for the semester preceding the start of Street Law in September. For purposes of the evaluation, therefore, two methods of determining academic enrollment were used. At the D. C. Jail and the Women's Detention Center, where enrollment is open-ended, enrollment records were obtained for residents of both groups who had started classes after November 1 (the point at which it was decided that Street Law could have begun to have had an impact.) At Central Facility, which is on a closed semester system, enrollment records for the semester beginning January 1977 were used.

Analysis of the available data showed that 37.5% of the experimentals and 20% of the controls had either enrolled or been placed on the waiting list in these institutions. Table XXXI indicates that the experimentals enrolled in academic courses at a higher rate than did controls. However, it is not possible to tell from these data whether either group changed its proportionate enrollment prior to Street Law as compared with a period toward the end or after Street Law.

Table XXXI

Enrollment in Academic Courses
by Experimentals and Controls

	<u>Experimentals</u>			<u>Controls</u>		
	Number Enrolled	Class Total	% Enrolled	Number Enrolled	Class Total	% Enrolled
Central	4	18	22.2	4	17	23.5
D.C. Jail	7	10	70.0	2	10	20.0
WDC	1	4	25.0	1	8	12.5
Totals	12	32	37.5	7	35	20

D. Other Findings

In this section the Program is examined from the perspective of two groups whose opinions are critical to its ultimate success: the inmates, and officials and staff of the Department. The section also reports what was learned about those who failed to complete Street Law. And, finally, because the mock parole revocation hearings constitute something of a showcase for Street Law, they, too, are discussed.

We turn first to the inmate students' assessment of their Street Law classes.

1. Street Law as Seen by Inmate Participants

As noted elsewhere, the inmates in Street Law were surveyed during the last week or shortly thereafter to learn their opinions about various aspects of the course.^{63/}

One series of questions dealt with the students' reactions to the various teaching methods. Specifically, the inmates were asked to report their evaluation of:

- o Short talks or lectures;
- o Role play;
- o Homework assignment; and
- o Instruction whereby student instructors ask questions and the inmates give answers.

The great majority in all six classes (89.98% overall) either

⁶³See Appendix K for the questionnaire employed in the survey. The number of respondents by institution was: Central, 20; Women's Detention Center, 9; the D. C. Jail, 10; Youth Center #1, 13; Youth Center # 2, 20; and Maximum Security, 7 inmates (N = 79).

"liked very much" or "liked" all four techniques, with lectures (92%) being given a slight edge over the others. No appreciable differences between classes appeared to exist.

The Street Law textbooks were also given high marks, being rated highly in terms of their understandability, interest and usefulness. Role play written materials similarly were described as either "very understandable" or "understandable" by 97%. A smaller proportion (72%) stated that the materials made role play sessions either "much better" or "better", while 17% reported that they couldn't tell whether they made a difference. Only one individual was of the opinion that they made "no improvement."

All classes invested a relatively large amount of time on criminal law at the expense of corrections law, landlord-tenant, domestic relations and other civil law topics. When asked whether "too much time was spent on some topics," 82% indicated, "No, the right amount of time was spent on every part."^{64/} On the other hand, when asked whether, "Too little time was spent on some topics," only 68% agreed, while 29% thought that some subjects had been given short shrift. Most of these would have preferred even more time on criminal law.

One question sought to explore the inmate students' interest in legal research. The overwhelming majority (94%) answered

⁶⁴ Ten percent thought that too much time was spent on some topics and 8% either didn't know or failed to answer.

in the affirmative. This response is significant in light of the very small amount of time allocated, usually only a portion of one of the classes early in the course.

Two questions asked the inmates their assessment of Street Law in comparison with other courses they had taken. The first asked the students to compare Street Law with courses they had taken in school. The analysis contained in Table XXXII indicates that four out of five inmates judged Street Law to be either "the best" (20%), or "one of the best" (65%).

Table XXXII

Inmates' Appraisal of Street Law in Comparison with Other Courses in School (by Percent)

	Central	WDC	Jail	YC #1	YC #2	Max	Overall Percent
Best	30%	22%	-	15%	30%	-	20%
One of the best	65%	44%	80%	46%	65%	100%	65%
About like other courses	5%	11%	20%	23%	5%	-	10%
Poor	-	11%	-	-	-	-	1%
Worst	-	-	-	-	-	-	-
DK/RO	-	11%	-	15%	-	-	4%
N =	20	9	10	13	20	7	

When compared with other institutional courses, Street Law rated even higher, 44% stating that it was "the best" they had taken. Interestingly, however, the inmates at the two Youth Centers, in which relative emphasis is given to academic programs, were slightly less enthusiastic about Street Law than the others.

Table XXXIII

Inmates' Appraisal of Street Law in Comparison with Other Courses in Institution (by Percent)

	Central	WDC	Jail	YC #1	YC #2	Max	Overall Percent
Best	45%	44%	77%	31%	35%	57%	44%
One of the best	50%	44%	11%	31%	60%	43%	43%
About like other courses	5%	11%	-	15%	5%	-	6%
Poor	-	-	-	-	-	-	-
Worst	-	-	-	-	-	-	-
DK/RO	-	-	11%	23%	-	-	6%
N =	20	9	10	13	20	7	

When asked to state what they considered to be the best thing about Street Law, the most frequent response (43%) among those who answered^{65/} was that, "It taught me some law," or words to that effect. Next most often given (29%) were answers indicating general approval, such as "I liked it," "It was nice," or "I learned things." No other responses were mentioned more than four times (or 6% of all answers).

⁶⁵N = 69 responses.

The most common answer (48% of the total responses)^{66/} to the question, "What was the least satisfactory part of the course?" was "None," "Nothing," "No least satisfactory part," "Class coming to an end," and other indication of a positive reaction. No other response was given more than twice.

Suggestions for change also tended to reflect approval.^{67/} Most often stated (28%) were "None," "No change needed," and so forth, while 20% of the responses indicated that "More time" or "A longer course" would be improvements. An advanced course was recommended four times, or 5% of all responses given. All others were listed only once or twice.

These survey results describe a high level of satisfaction with Street Law among those inmates who were still in the course during its final weeks. However, as previously mentioned, barely more than half of the original enrollment made it through to that point. The next section reports what was learned about those who failed to complete the course.

2. Dropouts: Voluntary and Involuntary

As has been reported previously, nearly two out of each five (or 41.1%) enrollees in Street Law failed to satisfactorily complete the course.^{67/} A rough indication of the factors at work which produced this attrition rate is given in the next table.

By combining the first three categories it can be seen that

⁶⁶There were 56 responses to this question.

⁶⁷A total of 75 responses were given to this item.

⁶⁸Of 124 inmates originally enrolled, only 73 satisfactorily completed the course. In addition, however, a small number of inmates entered Street Law at various times after classes had begun. Due to incomplete records these late starters are not included in the analysis.

that is, they apparently abandoned Street Law of their own volition. This compares with the 41.1% who left through no choice of their own. These individuals, in other words, were released, transferred to another institution or scratched from the course by action of the Department.

Table XXXIV

Reasons for Failing to Complete Street Law

	No.	Percent
Attended less than 60% of classes	18	35.3
Attended 80% of classes/no certificate ^{69/}	1	2.0
Dropped out by mid-October	11	21.6
Released or transferred	17	33.3
Scratched by D.C.D.C.	4	7.8
TOTAL	51*	100

*Omits inmates who started late.

This analysis, however, may be misleading in the sense that anyone who was released, transferred or scratched was so categorized no matter what his participation or performance in class had been up to that point. It therefore may underestimate the percentage of those whose actions would otherwise have led to his or her being classified as a dropout (or unsatisfactory) performer. On the other hand, inmates with poor attendance may have been highly motivated but were unable to attend regularly due to conflicting duty assignments, competing class schedules, and so forth.

⁶⁹It is surmised that this individual's performance in class was judged to be unsatisfactory by his instructors.

In an effort to obtain a clearer picture of the factors associated with noncompletion, the evaluation team attempted to interview samples of both voluntary and involuntary leavers. Unfortunately, however, it was the investigator's impression that the inmates were being less than candid in their explanations. The substudy, therefore, was abandoned.

Whatever the nature of the factors at work may have been, their impact was not uniformly felt by the six classes. Table XXXV indicates, for example, that the class at Youth Center II was far more stable than any other. The two detention facilities (D. C. Jail and the Women's Detention Center), on the other hand, had the highest loss rates, with Maximum Security not far behind.

Table XXXV

Loss of Experiment Subjects by Institution
(by Number and Percent)

	YC II	Central	YC I	Max	Jail	WDC	Totals
Original Enrollees	23	26	15	23	24	13	124
Final Enrollment*	22	18	9	10	10	4	73
Percent Decline	4%	31%	40%	57%	58%	69%	59%

*Omits inmates who started late.

Two of the Detention Center's class were transferred; the other seven, however, either dropped out early or attended class sporadically. At the Jail, by way of contrast, all of the 14 inmates not

finishing were involuntarily separated.^{70/} At Maximum Security five dropped out early (immediately following administration of the first attitude scale), six attended less than 60% of the classes and two were transferred.

At the other end of the attendance spectrum, the one individual failing to complete the course at Youth Center II was administratively withdrawn (scratched). At Central, of the 8 inmates not on the final roster, five had attended less than 60% of the classes, one attended all but three classes but was not awarded a certificate, one was released, and one dropped out early.

Youth Center I presents something of an anomaly. As in Youth Center II, class participation is encouraged by policies gearing early release to satisfactory academic progress. Nevertheless, four of the six who failed to obtain certificates attended less than 60% of the classes (the other two were transferred), suggesting a failure of motivation in their cases. Assuming that this is what occurred, it may be due to their being involuntary enrollees in the first place.^{71/}

For those inmates who completed Street Law, the course culminated in a weekend program of mock parole revocation hearings presided over by the Chairman of the D. C. Parole Board, Reverend Alvin Farrell, and its Member, Ms. Joan Burt. The next section briefly assesses the reactions of Rev. Farrell and Ms. Burt as well as those of several of the student instructors.

⁷⁰ Eleven were transferred or released, and three were scratched.

⁷¹ Several of the citizens and both student instructors report that the inmates claim they had no choice in the matter but instead were assigned by the Administration to Street Law.

3. The Mock Parole Revocation Hearings

In previous years the National Street Law Institute had sponsored mock trials as the culmination of its courses. Members of the Federal and local benches presided; the proceedings were video taped; the press was invited; and the students without roles in the performance were in the audience. This past fall the Institute altered this format to substitute parole revocation hearings for trials. It did so partly upon the advice of officials in one institution that the D. C. Parole Board, in its deliberations, apparently did not attach any special significance to the fact that an inmate had successfully completed Street Law. By shifting to a mock revocation hearing, staff hoped not only to familiarize the Parole Board with Street Law, but to persuade its members of its rehabilitative value for participating inmates. A secondary objective was to demonstrate to the Department's own officials and staff the benefits of the course.

Six members of each Street Law class participated in individual hearings, playing the part of the parolee, attorney for the parolee, parole officer and witnesses. The D. C. Parole Board members played themselves. Each hearing involved a different set of circumstances surrounding parole violation charges.

The mock hearings generally opened with presentations by the parolee's attorney; witnesses and parole officers gave statements and in some cases were cross examined; and, throughout, the Board members interjected questions and occasional commentary. At the conclusion of the presentation of evidence, the Board engaged in its deliberations which, the Chairman explained, would

ordinarily be done in camera. Following this, one of the members announced the Board's decision together with its rationale. At the end of two such sessions, which together consumed about three hours, the members of the Parole Board responded to questions from the audience. The Board used these inquiries as vehicles with which to explain not only its reasoning and assessment of the evidence in the cases just heard, but also to expound the policies governing its decision making in actual hearings. The Board also explained in what ways the mock proceedings differed from what generally takes place at real hearings. And, at the prompting of staff, the members offered their reactions (mostly complimentary) to the performances of the inmate actors.

a. The Parole Board's Evaluation

Several days after the hearings, both Board members were interviewed individually by phone.^{72/} One question dealt with their appraisal of the value to the Parole Board of the mock proceedings. Both members felt that two ends were served. One of these was an educational function, not just for the participants but also for the inmates in the audience. In the words of the Chairman, "They presented in as dramatic a way as possible what a revocation hearing is all about." The second benefit was the reciprocal of the first; that is, it enabled the Board members to see the quality of the work going on in the course.

⁷² See Appendix P for the questionnaire used in these interviews.

The members disagreed in their answers to the question whether the situations in the mock hearing were authentic and typical of those routinely encountered. One indicated that they were typical, particularly in the sense that in the great majority of its cases the allegations respecting the violation are not in dispute. On the other hand, it was felt that the attorney's roles were overly adversary and that in a real hearing lawyers act in a more low key manner.

The other member felt that the situations were not typical, and that more realistic cases should have been constructed. The facts in actual cases, this member asserted, are often less clear cut and therefore more controversial than was presented. An example: the legal significance of dirty urine. Moreover, there are a number of procedural steps which parole officers must take in developing their cases which are subject to challenge, a topic largely overlooked in the mock hearings. Third, there should have been more data presented on the parolees' criminal histories.

A fourth criticism was that parole plans were not recommended, except in one case. And, finally, the member felt that the mock proceedings were far too structured. In real hearings, instead of examining and cross examining witnesses, as had been done, there is an opening statement by the parolee's attorney followed by a general discussion in which the Board asks questions of the parties and witnesses. The hearings then usually conclude with recommendations by the attorneys. This member urged Street Law

staff and law students to make use of actual files as models in developing parole revocation cases in the future. Also recommended was that they sit in on several hearings.

The third question probed the Board's assessment of the inmates' performance. One member indicated that the presentations were much more polished than those encountered in real life, reflecting planning and preparation on the part of the Street Law students. According to this member, the inmates compared favorably with second year law students. The other member of the Board felt that comparisons with law students were not relevant. The students' performances were uneven in quality, it was felt.

A fourth inquiry was directed to the Board's future availability. Both members indicated that they would be willing to conduct similar hearings next spring should they be invited to do so. Both, however, mentioned their heavy schedules by way of indicating that they would prefer not to do so on weekends.

A fifth question inquired whether a record of an inmate's participation in Street Law is in his file, and whether it is considered by the Board in hearings on request for parole. One member answered that such records do appear "quite often" and are regarded as an indication that the inmate had attempted to make constructive use of his time.

The other Board member could not recall seeing any Street Law certificates in inmates' files. However, it was recalled that in one instance a recommendation on behalf of an inmate favorably described his participation in Street Law, and that this evidence was helpful to the Board's decision. This Board

member urged that certificates be accompanied by the inmate's attendance records, descriptions of their class performance and other details useful in deciding on a case by case basis whether the individual benefitted from Street Law.

The final question asked what weight the Board would give in the future (i.e., after having participated in the mock hearings) to evidence that an inmate had successfully completed Street Law. One answered that, although more weight would be given, by itself such evidence would not be persuasive. However, if the inmate had successfully completed other programs as well, the cumulative evidence would be favorable to his chances. The other Board member felt that if the certificate were accompanied by additional (and positive) information about the quality of the inmate's participation, it would receive serious attention by the Board.

b. The Assessments of Three Student Instructors

Three of the four law students offered opinions about the mock parole hearings.^{73/} Their reactions were very personal -- and in most respects, different.

One student felt that the exercise was worthwhile. Particularly valuable, he felt, were the preparations which captured the class' imagination and caused it to work hard in getting ready for the presentation.

⁷³It will be recalled that four student instructors kindly took the time to participate in rather lengthy, appended, interviews.

The second stated that the hearing was not a useful experience, and that whatever was gained was accomplished in the class preparations. This instructor felt that the Board members should have been briefed to be much more hardhitting and detailed in their criticisms and praise of the inmates' performances. Vague approval and pulled punches resulted in the inmates' thinking that they could get by with poor performances the next time.

The third law student reported that the mock hearing was valuable to his students. It not only taught them what goes on but it also helped them to develop more confidence in themselves. However, the instructor was critical of staff's preparation of the law students. Neither he nor his teammate had much of an idea what goes on in a parole revocation hearing and the simulated hearing conducted at the weekly seminar "was nothing like what happened on Saturday." By chance, however, the member of the evaluation team conducting the classroom evaluations did have experience in revocation hearings and contributed helpful information and advice during the class preparation. The law student felt that without this assistance his class would have been poorly prepared.

c. An Untoward Incident

Some days before the mock revocation hearings were to take place, Institute staff notified the Department of the dates, times and places when it hoped the hearings would occur, and

extended an invitation to the Director and other officials interested in learning more about the project. Included was a request that the students not actually participating in the hearings be permitted to be in the audience (thereby requiring the class at Youth Center #2 to be brought to Maximum Security where the hearing was to be held). Also requested was permission to invite representatives of the news media and to videotape the proceedings.

Although the Department initially gave its approval, officials at Youth Center #2 were reluctant to comply with the request to transport the Street Law class, since the institution was already short of personnel and Saturday, being visitors' day, would require additional security precautions. Moreover, funds for overtime payments were not available. These considerations had not previously been taken into account. In addition, there was a misunderstanding respecting the nature and purpose of the videotaping.

The Department ultimately determined that, while the hearings could take place in accordance with the requested schedule, the class at Youth Center #2 (other than the participants) could not attend, and the proceedings would not be videotaped. This decision was reached on Friday, the day before the hearings, and was communicated without explanation to the inmates and their student instructors who, needless to say, were much disappointed.

Acting on behalf of their students, the instructors sought to go outside the City Government chain of command in an attempt to reverse the unfavorable portions of the Department's response.

These attempts at lay advocacy succeeded only in causing stress to the otherwise generally harmonious relationship then existing between the Institute and the Department.

At this writing, the smoke has cleared, explanations and apologies have been given and accepted, and so far as can be determined, matters are back to normal.

The episode, while unfortunate, nevertheless provided a useful reminder of the institutional precariousness of Street Law. The section reports additional information on this subject as well as other data pertinent to the project's acceptance within the Department.

4. The Reactions of D.C.D.C. Officials and Staff

It was noted in connection with the discussion of the citizens' component of the Program that the perceptions of the officials and staff of the Department will ultimately determine whether Street Law survives beyond its current pilot stage. Two surveys were undertaken in an attempt to obtain a sense of whether, and to what extent, Street Law has managed to achieve acceptance. One tapped the opinions of line staff, the other the views of middle echelon personnel and top officials.

a. Corrections Officers

A sample of line staff were polled in connection with the survey of officer observations on inmate behavior previously reported. This group was not chosen randomly, and so far as is known, it is not representative of all corrections officers. Instead, it is comprised of officers who, by and large, are

relatively experienced and who, in the opinion of the education specialist or official in each institution, would be willing to cooperate with the evaluation.^{74/} These officers, therefore, may well be more progressive in their views than some of their colleagues, but at the same time they also may be somewhat more influential as opinion leaders due to their greater experience. Twenty-eight officers responded.

Two questions attempted to learn what the officers thought about legal education courses for inmates. One asked whether the number of Street Law classes should be increased. To this, 39% responded that there "definitely should be more" and 54% would have "no objection to more." Two officers, or 7% of the sample, would like to see all such classes eliminated.

The second question of this pair asked whether there should be additional law courses for inmates. Exactly half of the sample favored an increase ("definitely should be additional courses"); 39% would have no objections; and three officers (11%) were against having any more such classes.

The survey also attempted to learn what the officers thought Street Law's impact on institutional tensions and inmate adjustment had been. Table XXXVI tabulates their opinions regarding its relationship to prison tensions.

⁷⁴See Appendix N for the instrument used in this survey.

Table XXXVI

Corrections Officers' Opinions Respecting
Street Law's Impact on Institutional Tensions
(by Frequency)

	YC #1	YC #2	WDC	Jail	Central	Max	Overall Percent
Reduces a lot	-	-	-	3	-	-	11%
Reduces a little	1	4	2	2	-	1	36%
No effect	2	-	2	-	2	3	32%
A little worse	1	-	-	-	-	1	7%
Much worse	-	-	-	2	-	-	7%
DK/RO	-	-	1	-	-	-	7%

Nearly half, or 47%, believe that Street Law has had at least some positive effect on institutional tensions. A third believe that it has exercised no influence, while four officers, or 14%, of the sample, believe its impact has been negative.

An even larger proportion of the officers found that Street Law helps inmates to adjust to prison life. Twenty of the 28 officers (or 75%) believe that Street Law either "helps a great deal" (36%) or "helps a little" (36%). About one in five (21%) thought it had no effect, while four officers (or 7% of the sample) viewed its impact as being negative.

The answers to these four questions suggest that at least for this group of officers, a large proportion, perhaps as many

as half, is generally in favor of Street Law and similar programs; a fairly large minority is basically neutral, while a small group is hostile. The officers' comments on Street Law inform these bare bones statistics:

- o "Makes our job easier when residents understand the law;"
- o "Resident learns something that could help him;"
- o "Street Law should be taught on the street and not in this institution;"
- o "Definitely an asset to institution and inmates;"
- o "Good if residents use what is taught -- need stricter screening;"
- o "Helps resident understand problems of the Administration;"
- o "Street Law should be taught to youth offenders doing time for the first time. Officers should be offered this course."

b. Officials and Other Staff

In addition to corrections officers, we talked to a number of middle and upper echelon custodial personnel as well as to the academic staff in each of the six institutions. As a general rule, the academic personnel were the only ones with substantial amounts of firsthand information; most other staff and officials knew of Street Law through casual comments from a few enrollees or by means of feedback from school personnel. The principal exceptions were the officials at Lorton who had been involved in the brouhaha involving the mock parole revocation hearings.

Reports from the D. C. Jail and Women's Detention Center for the most part were highly favorable:

- o "The feedback is positive as hell. The inmates like it."-- George Holland, Superintendent, Detention Facilities.
- o "It keeps them [the inmates] from getting erroneous information from 'jailhouse' lawyers."-- Calvin Scott, Administrator, Women's Detention Center.

In both facilities, however, some problems had arisen. At the D.C. Jail Mr. Holland and Mr. Lester Robinson, Deputy Administrator for Operations, were displeased with the selection process which permitted two rapists and a first degree murderer to enter the class. (The resulting threat to security had forced the removal of these individuals from the course.) Both Mr. Holland and Mr. Robinson favor a special Street Law class for corrections officers.

Mr. Scott indicated that he had been in favor of Street Law from the first time he heard of it, and that nothing since then has changed his mind. He agrees with Messrs. Holland and Robinson in believing that staff would benefit from Street Law.

Although no major difficulties had arisen, Mr. Scott acknowledged that there had been a problem in getting the inmates called out on time for class. This could be corrected, he felt, if the student instructor called at 7:30 or 8:00 on the mornings the class was to be held. His only criticism was that he had heard

that the student instructor occasionally lost her temper with the inmates and staff. This could be avoided in the future, he believes, by an orientation session for the student instructor before the start of classes.

Ms. Barbara Howell, Miscellaneous Documents Examiner at the Detention Center also functions as the institution's education specialist. Her impression was that, "It is a worthwhile class that many inmates seem to be interested in; attendance is better than any of the other classes we've had ... and the teacher has done a good job with the class." She suggested that the class should be offered at a later hour, "Because many of the women are not out of bed by 9:00."

Mr. Marion Strickland, Superintendent, Lorton Facilities, stated that, "Overall, the reaction to Street Law is positive. Street Law is conceptually valid, and the inmates are interested in it." He also strongly approves of the participation of citizens.

The only negative feedback Mr. Strickland had received was the incident at Youth Center #2 involving the mock parole revocation hearing. Despite the student instructors' mishandling of the situation, which was "not conducive to a good relationship," Mr. Strickland did not feel that serious or long term damage had been done. "Many young professionals starting work in corrections are overwhelmed by the experience," and therefore tend to identify too closely with the inmates.

At Maximum Security, Mr. E. P. Slothouber acknowledged that he didn't know much about Street Law. However, "I would recommend it because it causes us no trouble and may do some of the inmates some good... I need programs. I've got nothing to offer these men."

Capt. Shirley, Supervisor of the morning shift, on the other hand, was enthusiastic about the course:

"It helps us in the long run. It gives these fellows an idea about law, so when we tell them we are working within the limits of the law they know what we are talking about."

"Street Law should be continued ... It helps the residents fill out their writs and so forth. I'd like to see some of the officers get it, too."

"Street Law is beneficial because it gives the inmates an understanding of the law. Since they have had Street Law they come in and ask for a copy of the Disciplinary Procedures handbook. They spread the word through the blocks -- this helps the officers."

The only problem Capt. Shirley had heard of is that, "Hodges [Assistant Administrator] had a problem with the instructors. One of them is trying to reform the prison; that's not his job."

Mr. Benny Hodges, Assistant Administrator (referred to by Capt. Shirley) feels that "On balance, it's a good program." However, he acknowledged that the student instructors had not been turning in attendance records, which in turn meant that he was unable to tell whether the inmates who are supposed to be in the class are, in fact, there, or somewhere else within the institution. Moreover, "There's a tendency for the law students to sympathize with the inmates and to see us as having shackles and whips." But, "This is also true of many young people who come in here to work -- such as C and P officers," he said.

Mr. Hodges also reported that one of the student instructors had represented one of the inmates (a Street Law student) at a disciplinary hearing without first being listed on the institution's register of persons authorized to participate in such hearings. In addition, he pointed out that the incident involving the mock revocation hearing had been included in a list of inmate grievances. At the time of the interview, the inmates in Maximum Security had gone on strike and were negotiating with the Administration. The strike lasted a day or two.

Mr. Salanda Whitfield, Administrator, Central Facility, reported that the feedback from his academic program staff indicates that Street Law:

"Increases residents' communication skills -- makes them more articulate. It also helps them to understand the law and why it is as it is and therefore to understand where we as corrections people are coming from. In other words, it improves cooperation."

Mr. Whitfield also had talked to several inmates, "who beam when talking about Street Law. They're proud of their accomplishment in learning about the law and that achievement is good for them -- and us."

Mr. William Hedrick, Principal of the Academic School at Central stated that:

"I'm high on Street Law. I look on Street Law as a program with no cost to me, and as a volunteer program I would rate it as the best because of the instructor incentive" (i.e., the student instructors receive academic credit and therefore maintain their interest, unlike most volunteers.)

Mr. Hedrick also gives Street Law a high rating because of the inmates' interest. He has observed no direct benefits, such as improvement in the students' behavior or attitude, however.

Mr. Book Hinton, Librarian, Central Facility, is also in favor of the program. He thinks Street Law should be expanded to include staff, and that a night class would be a good idea since, "The people in industry and many others on details can't attend during the day." The only adverse comments he has heard of involved problems which arose in previous years. Mr. Hinton, however, believes that it would be helpful to have the institution's staff meet with the Street Law staff:

"First, the staff could learn something about Street Law and secondly, the Street Law staff and instructors could be advised of the Department's regulations."

At Youth Center #2, Mr. James McKenna, Assistant Administrator, was interviewed shortly after the episode of the mock revocation hearing. He listed three aspects of Street Law which he felt were unsatisfactory. The first involved the difficulty over the sending of the full class to attend the mock parole revocation session. Second, he believes that Institute staff should have submitted its LEAA proposal, copies of the text books and the evaluation design before coming into the institution. However, having by this time seen Street Law's manuals, he acknowledged that they were of high quality. And third, he reported hearing from the academic staff that the law students were frequently late in arriving.

Major James Black, Chief Correctional Supervisor at the Youth Center, also found fault with Street Law. "It produces writ writers and therefore harrassment for the Department." He also was critical of the difficulties created around the mock revocation hearing.

Mr. Albert Tuminia, Assistant Administrator, and Mr. James Parker, Chief C and P officer, Youth Center #1, were interviewed together. Both Mr. Tuminia and Mr. Parker stated that they know relatively little about the program and therefore have no feeling for whether it is doing any good or not. They have heard of no serious problems.

Mr. Parker stated that he picked up feedback to the effect that, "There's a hardcore that seem to go regularly." In addition, he had heard from a few officers that, "The course is teaching materials which are not in the interest of the Department."

Mr. Tuminia and Mr. Parker believe that there's a lack of communication with the National Street Law Institute which they feel could result in difficulties. Both urged that Institute staff and instructors attend a staff meeting at the institution. Street Law could be explained to staff, while at the same time the Institute staff and law students could become familiarized with the procedures, regulations and so forth of the Department.

E. Major Findings and Recommendations

The evidence pertaining to Street Law's accomplishments with respect to assisting in the rehabilitation of inmates is mixed: there are data indicating substantial achievements, but so also is there reason to believe that Street Law has not been as successful in other areas. This section briefly reviews both sets of data.

1. Development of More Positive Attitudes towards the Law and Legal System

It was hypothesized that inmates enrolled in Street Law would become less negative in their attitudes toward legal institutions, the law, persons in authority, themselves, and so forth. In five out of a total of 19 different comparisons, the experimental inmates showed more favorable attitudes than the controls. In four of these, however, the results are not statistically significant. The one outcome which is statistically significant (though only at the .1 level) indicated that the enrolled inmates are more likely than the control subjects to regard knowledge of the law as useful for avoiding getting into trouble. This single positive effect of Street Law tends to confirm other data indicating that its enrollees approve of the course's practical benefits.

A related though more ambiguous finding was that the Street Law students shifted dramatically towards a negative view of educational courses in their institution. Although not in the predicted direction, this finding may mean simply that exposure to Street Law raised the experimentals' standards or expectations, causing them in turn to become far more dissatisfied with other academic programs than they had been.

The major finding in this area, however, is that the experimentals became less rather than more positive in their attitudes after having taken Street Law. Although most of the results were not statistically significant, the analysis indicated that

(at the .1 level) enrolled inmates finished Street Law having less favorable attitudes toward the police, being more inclined to endorse the inmate code of conduct, and viewing the criminal justice system as less impartial, than did the control subjects.

2. Development of More Positive Attitudes toward the Community

As previously noted, the Institute proposed that the Program would encourage inmates to acquire more positive attitudes toward the community by bringing about interaction with citizens. Two subscales of the attitude instrument measured various aspects of the respondents' attitudes toward their community as distinguished from those respecting the law, legal institutions and actors, and themselves. These subscales are "alienation" and "opportunity."

Unfortunately, the small numbers of subjects precluded inter-institutional comparisons. As a result, there are no findings respecting differences, if any, between the classes at the Jail and Youth Center #1 and the other classes. Overall, experimental subjects became more alienated and less inclined to feel that hard work pays off in success than did the controls at the end of Street Law. These results, however, were not at the level of statistical significance.

3. Fostering of a Better Atmosphere within the Institution

Systematic measurement of institutional tensions and other aspects of the prison environment were beyond the scope of this

evaluation. However, preliminary exploration produced findings which were generally positive. For example, the survey of corrections officers indicated that 11% believed that Street Law reduced tensions between inmates and the Administration "alot," and another 36% thought that it did so "a little." Only 14% judged Street Law to have worsened tensions.

In addition, nearly three-fourths of the sample (72%) believed that Street Law either "helps a great deal" or "helps a little" in aiding inmates' adjustment within the institution.

The officer observation survey disclosed that in the opinion of corrections officers the experimentals had markedly declined in their tendency to "mouth off" to officers, as compared with the controls. The officers also reported that experimental subjects were more likely than the controls "to do what he says he'll do," to dress neatly, and to discuss legal problems with corrections officers. All of these findings were at the .05 level of statistical significance or better.

Only one reported observation by the officers indicated that experimental subjects were more likely than the controls to exhibit behavior detrimental to institutional tranquility. This was in their use of violence to settle arguments with other inmates. It should be noted, however, that this finding is inconsistent with the data pertaining to the numbers and severity of disciplinary reports.^{75/}

Finally there was some limited evidence that the experimentals made more constructive use of their time. In the three institutions

⁷⁵See pp. 108 - 115.

which could be checked, they enrolled in academic courses at a higher rate than the controls. On the other hand, in the one institution where data could be gathered, the experimental group lessened its use of the law library while the controls increased their use.

4. Avoidance of Legal Entanglements

Street Law's impact on inmates' ability to steer clear of legal difficulties was measured by comparing the frequency and severity of the charges filed against the experimental and control subjects during pre and post test periods. Analysis of the two groups' disciplinary reports showed that both groups had gotten into trouble far more frequently in the two summer months preceding Street Law than they did during November and December. The fact that the control group declined at a somewhat greater rate suggests that, while Street Law may have contributed to the experimentals' reduced difficulties, other factors outside of the project accounted for a greater proportion of the change. Informal checking with D.C.D.C. staff turned up evidence that disciplinary report rates regularly fluctuate with the seasons, the hotter months being associated with the higher rate.

The hypothesis that Street Law reduces the gravity of inmates' legal difficulties also was tested. Here, too, the result was negative: both experimental and control groups got into far less serious trouble in the fall than they did during July and August. This was true whether the code of conduct followed by the Department or a classification more akin to what might be employed in the free community was used. About the only difference between the two groups was that the experimentals seemed

to have become less inclined to challenge the authority of corrections officers, while the controls increased in this respect. This finding is consistent with officers' observations.

5. Other Findings

The evaluation design included a survey of the participating inmates' reactions to Street Law. The findings in this area were almost entirely favorable. Forty-four percent of the sample rated the course as being "the best" in comparison with other academic programs in their institution, and another 43% thought it was "one of the best." The great majority felt that the right amount of time was being spent on each of the topics covered, that texts were understandable, useful and interesting, and that the teaching techniques were good.

One salient finding was that a very high proportion (94%) expressed an interest in legal research. This appears to be significant in light of the relatively minor amount of time devoted to this topic. Two of the student instructors recommended that Street Law give greater emphasis to training inmates in various aspects of legal research in order that they be left with a residuum of skills needed to continue their legal education on their own after completing the course. This recommendation appears sensible, despite its implication for a corresponding reduction in some other aspects of the course.^{76/}

⁷⁶A substantial number of inmates and citizens as well as several of the student instructors favor either expanding or intensifying Street Law. These alternatives raise a number of questions pertaining to the role of clinical education, as well as other considerations beyond the scope of this evaluation. For additional comments and recommendations regarding the curriculum, see Ms. Ann Macrory's report in Appendix H.

In light of the generally favorable reactions of those who completed Street Law, it was interesting to find that the loss rate among enrollees was heavy -- on the order of two out of every five. However, inspection of the data showed that about 40% of those not receiving a certificate apparently had no choice in the matter. They were either released, transferred or scratched.

Moreover, it also turns out that each of the classes exhibited different patterns with respect to the proportions of enrollees who failed to finish. At Youth Center #2, for example, there was only one loss, whereas at the Women's Detention Center only four of 13 received certificates. The Jail class experienced the greatest proportion of losses due to actions by the Department or the courts: all 14 inmates were either transferred, released or scratched. At Youth Center #1, on the other hand, a substantial proportion of the class apparently elected to drop out despite policies designed to encourage their participation.

The wide variation among insititutions in rates of attrition suggests that those facilities in which the losses were high may well be able to do better, provided, of course, that the Department determines that it is in its interest to encourage more consistent participation.^{77/} In that event, our findings suggest

⁷⁷The final section of this report examines some of the financial consequences associated with differential rates of inmate student turnover.

that within each institution a somewhat different complex of factors will have to be dealt with.

These may require development of recruitment procedures designed to encourage enrollment of students who are both aware of what the course entails as well as willing volunteers, use of screening criteria which eliminate certain types of applicants (such as persons who present high security risks or who will be released prior to the course's conclusion) and establishment of policies encouraging successful completion (which could include giving inmates the option of having a detailed record of their class performance submitted to the Parole Board). We urge that the staff of the National Street Law Institute assist the Department in these efforts to the extent it deems them to be needed and useful.

The mock revocation hearings were generally successful in the eyes of the two members of the D. C. Board of Parole who participated in them. Moreover, there is evidence that the Parole Board now has a greater appreciation of what Street Law is doing than in the past and that it may be inclined to review with greater favor petitions for parole accompanied by evidence of satisfactory performance in the course. However, it also is clear that one member will do so only if the documentation is reasonably detailed and not confined simply to a certificate of completion. *

*Staff reports that the Institute provides the law student instructors with a form with which to evaluate their inmate students' performance and that these evaluations may be placed in the inmates' files. .

In the event the Institute decides both to conduct other mock revocation hearings and to do so in a manner closely resembling actual hearings,^{78/} it should consider seriously the recommendation of one Board member that the Institute's staff become more familiar with the manner in which the proceedings are conducted in practice. This could best be done by sitting in on several hearings, reviewing sample files, and by obtaining detailed suggestions from the Board members. These steps should enable staff in turn to better instruct the law students in their preparation of the inmates.

A major element in any pilot project's progress is the extent and nature of its acceptance by the host agency. In the case of Street Law, our finding is that, with some important exceptions, it is presently well received by officials and staff of the D. C. Department of Corrections. A handful of corrections officers, however, dislike Street Law and want nothing to do with it or similar programs. The officials at Youth Center #2 who found themselves in the center of an unexpected controversy over mock parole hearings were not pleased with the course, at least at the time of their interview. Moreover, officials at Youth Center #1 appear to be reserving judgment until they know more about Street Law.

But, on the other hand, the staff and officials at the Jail, the Detention Center, the Central Facility and, with some

⁷⁸That is, to minimize the adversary qualities of the proceedings.

reservations at Maximum Security also, find Street Law to be valuable both for the inmates and for the Department. This is a noteworthy accomplishment.

In the second and final year, however, it will be important to solidify these gains and, insofar as possible, to allay the mistrust which exists in some quarters. It is possible, perhaps even probable, that these objectives will be achieved simply by operating the project at the same generally high level of competence that was displayed during the first year. If this path is chosen, then Institute staff need only follow the same basic practices of the past twelve months. Our hunch, however, is that chances for an ultimately successful project -- one which both incorporates the same high professional standards as the current demonstration and which is institutionalized within the Department -- will require more intensive effort by staff.

One suggestion which we've encountered from time to time and from several sides is that, early in the second year, staff and student instructors should meet with the staffs and officials of the six facilities. The purpose of such conferences would be two-fold: (1) to enable D.C.D.C. personnel to learn more about Street law, its philosophy and techniques; and (2) to sensitize Street Law student instructors and staff to the corrections perspective.

A meeting of this kind is expensive in time and effort. Nevertheless, we recommend that it be attempted at least once or twice, particularly in those facilities in which the Program is encountering resistance.

Apart from orientation sessions, we also recommend that the Institute and Department spend more time than was done in the past in devising solutions to common problems. During the past year these difficulties ran the gamut from lack of heat in the classrooms, to routinely failing to call out the inmates students, to occasional tardiness and non-attendance by student instructors, to substantial rates of inmate student turnover. For the most part, problems of this kind never were resolved -- and the course suffered to a corresponding degree.

By and large the Institute and the Department tended to ignore problems of this magnitude, joining forces only to cope with major embarrassments such as the mock parole revocation mix-up. Or they were left to the student instructors or their equivalents on the Department's staff. The fact that these and similar problems did not occur uniformly throughout all six classes and institutions suggests that many of them can be mitigated or prevented altogether. To do so, however, almost certainly will require more skill, experience and authority than law students and education specialists can muster. During the second and final year of the Program, we urge Institute staff and D.C.D.C. officials to devote greater effort to working

out these and other imperfections.

Finally, assuming that the progress achieved to date is continued, it is to be anticipated that a new crop of problems will emerge during the second year. These will have to do with the institutionalization of Street Law on a permanent basis within the Department. Funding is likely to be the major obstacle to continuation once LEAA dollars terminate. But assuming the Department is both willing and able to absorb the project's cost within its budget, there will be a host of other administrative details to be dealt with also. Here, too, there will be both opportunity and need for the Institute and the Department to work together in devising practical solutions.

VII. SERVING AS A STIMULUS TO REPLICATION

The Program's third major goal is to encourage the development of projects similar to the demonstration taking place in the District of Columbia and in other jurisdictions. The Institute proposed to apply five methods toward accomplishing this objective during the first year:

- o Establishing a model Street Law course for inmates and citizens in Washington, D.C.;
- o Replicating that model course in three states;
- o Establishing new high school programs;
- o Writing national Street Law materials; and
- o Serving as a National Street Law Institute, this to include mailings, answering requests, presentations at conferences and giving technical assistance to

various citizens' groups, law schools, corrections departments, and so forth.

The Institute's progress with respect to creating a model program in the District of Columbia has been reviewed in prior sections of this report. In this portion, we report accomplishments with respect to the remaining four tasks.

A. Replication of the D. C. Corrections Model in Three States

1. Recruitment and Selection of Subgrantees

Institute staff undertook initial exploration for prospective sites shortly after the Program got underway. By March, 1976, contact had been established with several law schools, all of which had on-going clinical programs, were located within reasonable distance of one or more penal institutions, and which had evidenced some preliminary interest in conducting Street Law projects.

Further discussion pared the list to the University of Washington School of Law and Puget Sound Law School, which were interested in a joint effort (hereafter referred to as the Washington State project); the University of California Law School at Davis, California (the Davis project); and the University of Denver Law School, Denver, Colorado (The Denver project). These three candidates for all practical purposes were lined up by the end of April, 1976, although the budgets and contracts were not put into final form until August.

In every case, the law school committed itself to supplying a cash match (the Institute, in turn, would provide a small start-

up grant), and a qualified law professor to direct the project. In addition, the school had to be prepared to abide by LEAA regulations and to be at least provisionally willing to continue the project beyond the termination of LEAA funds. Also, of course, the law school had to have obtained the concurrence of a corrections agency in whose institution(s) the program would be run. No citizens would be involved during the first year.

2. Accomplishments to Date

Substantial progress appears to have been achieved by all three projects. In Washington State, three classes are being conducted, one in each of three institutions, with eight student instructors participating in teams of three, three and two. There are about 7 - 10 inmates per class. The Institute staff reports that the project has an exceptionally strong academic component, that there is a good relationship with the corrections personnel, and that the student instructors are interested and able. In addition, there is considerable progress toward the preparation of local Street Law materials (the state supplement), with a first draft expected to reach the Institute shortly.

The project's curriculum does not include corrections law. However, it is expected to do so next year once the project has become better accepted by the Department of Corrections. There is a relatively heavy emphasis on civil law, criminal law not being taught until the end of the course. Institute staff reports that the inmates appear to be satisfied with this arrangement.

The Davis project got off to a late start. However, as of this date there are three courses being conducted at one institution (Vacaville), involving 10 law students in two teams of three and one of four, teaching approximately 18 - 20 inmates per class. The program is academically strong but the state supplement is behind schedule. Establishment of a class at another institution (Folsom) is being negotiated.

The Denver project consists of five classes in four institutions, one being a Federal Youth Center. There are 10 law students and approximately 16 inmates in each class. Institute staff reports that the prison classes were well run and the law students enthusiastic and resourceful. The student instructors teach 2 - 2 1/2 hours once per week, for only one quarter. Institute staff believes that is too short a time to cover Street Law materials properly and has proposed that the course be run over two quarters or that the class periods be lengthened. The matter is still under negotiation with the subgrantee. The project emphasizes a diversity of teaching techniques. There is good rapport with corrections officials and one institution has requested that a course be set up for its staff. It is the only project to have submitted a draft of its state supplement.

B. Replication of the D. C. High School Model

In cooperation with the Robert F. Kennedy Memorial Foundation the Institute has succeeded in establishing Street Law courses in four high school systems across the country. These programs resemble the model course operating in the District of Columbia

high schools. In addition, Street Law has helped to stimulate law courses for students in junior and senior high schools which differ in significant ways from the D. C. high schools' program.

1. Replications of the D. C. Model

In the Cleveland, Ohio, area the Cleveland State University Law School is sponsoring Street Law in eight public high schools. The law student instructors receive credit for a full year course (6 quarter hours). Staffing consists of a part-time law professor, a part-time administrative assistant and a program coordinator. Two foundations are paying the project's costs.

Under the aegis of the University of Notre Dame Law School, a part-time law professor aided by two student research assistants is directing Street Law in four South Bend, Indiana, high schools and one parochial high school. As in Cleveland, the law students team with the classroom teacher to present the Street Law instruction. The law student instructors receive credit for 6 semester hours. Two foundations bear the costs.

In San Francisco, California, instruction in Street Law began this past fall in nine public high schools. A part-time law professor and part-time administrator direct the program, whose law student instructors are drawn from the University of San Francisco Law School and the Golden Gate Law School. The students receive credit for the semester-length course. Funded by the San Francisco bar association and the Public Welfare Fund, the

Institute expects that in the autumn of 1977 the program will expand into the Berkeley and Oakland high schools and will include as sponsors the Law School of the University of California at Berkeley and Hastings Law School.

In Wilmington, Delaware, Street Law also got underway in September of 1976. Delaware Law School sponsors the program, which is conducted in three public high schools. Law student instructors receive two semester hours of credit for the course, which is one semester in length.

2. Other Related Efforts

In Minneapolis, Minnesota, Street Law is being taught in six city high schools with law students recruited from the University of Minnesota Law School. However, unlike the D. C. model, the student instructors receive no academic credit but instead are paid. There is a part-time coordinator supplied by the school system but no law professor is involved. Local law firms and corporations fund the program.

Very small projects involving only five law students each were conducted the past fall in Los Angeles, California and Hartford, Connecticut. In Los Angeles, Southwestern University Law School sponsored the course while in Hartford the sponsor was the University of Connecticut Law School. Apart from the small number of students both projects are similar to the D. C. model. It is not certain at this time whether the projects will be continued.

In New Orleans, Louisiana, Street Law was taught this past fall but without the involvement of a law school. Instead, the project was operated by the Institute for Human Relations. Instruction was given by local attorneys. Teaching and administrative costs were paid from the students' tuition.

In St. Louis, Newark, Dallas, Atlanta and several dozen other cities throughout the country, Street Law is being taught by high school teachers. Although no law schools are formally involved in these programs, volunteer law students or attorneys occasionally are used as resources.

C. Preparation of National Materials

The Institute's principal commitment in this area was to prepare manuals for students and teachers in corrections law. This it has done.^{79/} Indeed, the two texts were prepared in time for the publisher, West Publishing Company, to issue the first printing by August in time for the start of classes this past fall.

In addition to the texts, the Institute has prepared materials on the major teaching techniques employed in Street Law classes. These include materials on role play in disciplinary hearings, bail hearings, parole revocation hearings and mock trials. For each type of situation a fact pattern is given, together with a series of questions for use by the teacher.

⁷⁹Street Law: A Course in the Law of Corrections, West Publishing Company (1976). There are two manuals: one for instructors, the other for students.

D. Serve as a National Institute

Staff have been active in promulgating the concepts and methods of Street Law. It has attended more than a score of workshops and conferences, conducted by such organizations as the American Bar Association's Special Committee on Law Education, the ABA Commission on Correctional Facilities and Services, the National Legal Aid and Defender Association, the Association of American Law Schools and the National Alliance of Businessmen. In addition, staff has provided consultation to five corrections agencies, a number of legal service organizations and 10 school systems.

The Institute conducted one major mailing at the beginning of the year to approximately 350 adult correctional institutions. Recipients were informed of the Street Law program and notified of staff's availability for technical assistance. A second, smaller mailing was directed to clinical law programs for inmates. In addition, staff have responded to literally hundreds of individual inquiries received during the course of the year.

VIII. THE COST OF STREET LAW

The final component of this evaluation deals with the cost of Street Law. Specifically, the analysis attempts to estimate the degree to which the Program achieved the goal of:

Conducting Street Law classes at a cost which is in line with the expenses associated with comparable education courses for inmates.

A. Analytical Approach

Two analyses were undertaken. One, descriptive in nature, compared the cost of classes in the D.C. Department of Corrections with those of the subgrantee projects in Washington State and at Denver, Colorado, and Davis, California. This intra-program review disclosed substantial cost variation among existing Street Law projects.

The second analysis examined the cost of running the model DCDC Street Law project in comparison with the expense of two other roughly comparable academic courses in the D.C. Department of Corrections. One of these, a high school level program titled "Secondary Education ~ G.E.D., Prep.", is operated by the Department of Corrections. Cost data were obtained for G.E.D. at the Jail, Youth Center #2, and the Central Facility. The other is at the college level, and is conducted for the Department by Federal City College at the Central Facility. In addition, through the application of a simplified cost model, the effect on costs of different number of inmate enrollees was estimated for each of the three courses.

A third analysis also would have been undertaken had the necessary data been available. This would have consisted of a comparison of Street Law costs with those of other law courses for inmates. However,

only one such project could be identified ^{80/} and in that case sufficient data could not be obtained.

The information used in these analyses was based upon the experiences of these six projects during the past autumn. The projects varied, however, with respect to the completeness and accuracy of their attendance records and operating costs. In addition, even in those instances in which the information was satisfactory, it sometimes was necessary to exclude portions, pro-rate it, or otherwise manipulate it to a form useful to the analysis. We were required, in short, to exercise judgment, deduce estimates, and eliminate relatively questionable data at various points in the analysis. For the most part, therefore, our findings are reported in terms of ranges of costs and other outcomes rather than in precise terms. ^{81/}

B. Intra-Program Costs

A basic question for the analysis was to determine what Street Law costs to operate. More specifically, we attempted to learn: (1) how the model project in the D.C. Department of Corrections compared with the three smaller, less elaborate projects conducted elsewhere; and (2) how these three projects compared with each other.

⁸⁰ Public and private agencies were canvassed including the courts and corrections sections of the Office of Regional Operations and the National Institute of Law Enforcement and Criminal Justice, the National Criminal Justice Reference Service, and the American Bar Association. The sole project was the Women's Prison Project at Bedford Hills Correctional Facility, operated by New York University School of Law, New York, N.Y.

⁸¹ Supporting data appear in Appendix S.

Where significant differences existed, the factors which produced them were sought.

Before these comparisons could be made, however, it was necessary to develop for each of the four projects the following information:

- o total cost;
- o total student hours; and
- o the average cost per student hour (or average cost).

1. Computation of Total Costs

In the case of the model DCDC project, operating cost data were relatively complete. However, it was necessary to eliminate those costs which were not attributable to the operation of the six classes. Personnel costs were computed by obtaining estimates from Institute staff of the time each devoted to the DCDC project during last fall, and then by pro-rating their salaries accordingly. Other direct and indirect costs were similarly developed.

The subgrantee projects' total costs were derived in the same manner by pro-rating applicable costs, with local staff providing guidance in constructing these estimates.

Table XXXVII

Total Costs of Four Street Law Projects

(in dollars)

DCDC	\$ 18,043
Davis	8,920
Washington	5,107
Denver	<u>6,372</u>
Grand Total:	\$ 38,442

2. Estimation of Total Student Hours

Attendance data for all four projects were sketchy. In the District of Columbia, incomplete attendance records, direct observation of a number of classes, and instructor estimates were used to construct attendance figures for each class. Three estimates were developed:

- o the lowest number of enrollees who might have been present at any given time;
- o the most likely or average number present; and
- o the highest number who might have been present.

Table XXXVIII

Estimated Attendance Per Class

(by number of inmate students)

<u>Institution</u>	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
Women's Detention	3.5	6.5	9.5
D.C. Jail	14.0	19.5	25.0
Central	12.6	20.1	27.6
YC I	6.7	12.2	17.7
YC II	19.0	22.0	25.0
Maximum Security	7.0	12.5	18.0

The highest and lowest figures for each institution are reasonable approximations of 90% confidence intervals. By this is meant that 5% of the time the number of students in a given class may have been lower than the "lowest" figure, and 5% of the time the "highest" figure may have been exceeded.

For all six DCDC classes, the corresponding "90% confidence interval" is as follows:

Table XXXIX

Estimated Total Attendance All Classes
(DCDC Project)

<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
81.2	92.8	104.4

That is, if the number of students in attendance for a set of classes was totalled, the total figure would be less than 81 only 5% of the time or greater than 104 only 5% of the time.

In the DCDC model project, Street Law instruction totalled 42 classroom hours in each institution. Combined with the information expressed in the preceding table, this means that the estimated total student hours ranged from a low of 3,410 hours to a high of 4,385 hours. The average or most likely number of hours came to 3,898.

Similar estimates were developed for the three subgrantee projects except that internal variations were not computed. Table XL gives the overall range of total student hours estimated for each of the four projects.

Table XL

Total Estimated Student Hours for Four Street Law Projects

	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
DCDC	3,410	3,898	4,385
Davis	1,442	1,522	1,602
Washington	504	617	730
Denver	1,600	2,800	4,000

3. Estimation of Average Cost Per Student Hour

The average cost per student hour (or average cost) serves as a common measure by which to compare the four projects. The average cost for each project was developed by dividing their total costs by each of their respective estimates of total student hours. Table XLI displays the result of this analysis.

Table XLI

Average Costs Per Student Hour
for Four Street Law Projects
(in Dollars)

	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
DCDC	\$4.11	\$4.63	\$5.29
Davis	5.57	5.88	6.19
Washington	6.99	8.55	10.11
Denver	1.59	2.78	3.98

4. Comment

The preceding analyses are summarized below:

Table XLII

Cost Analysis for
Four Street Law Projects
(Fall, 1976)

	<u>Total Cost</u>	<u>Total Student Hours</u>			<u>Cost/Student Hour</u>		
		<u>Low</u>	<u>ML*</u>	<u>High</u>	<u>Low</u>	<u>ML*</u>	<u>High</u>
DCDC	\$18,043	\$3,410	\$3,898	\$4,385	\$4.11	\$4.63	\$5.29
Davis	8,920	1,442	1,522	1,602	5.57	5.88	6.19
Washington	5,107	504	617	730	5.99	8.55	10.11
Denver	6,372	1,600	2,800	4,000	1.59	2.78	3.98

*ML: Most likely or average

In examining Table XLII it should be kept in mind that these data, while reasonably accurate for the period and activities measured, may not be fully predictive of the cost of delivering Street Law instruction in the future. In particular, it seems likely that all or at least most of the four projects will be able to operate more economically once the difficulties associated with starting up have been overcome. One of the subgrant projects, for example, plans to increase the number of student hours of instruction by expanding the size of its classes and extending the number of weeks its classes meet. Stabilization of inmate participation at a level closer to actual enrollment may be possible in several projects once their courses have become better established. In short, analyses of future Street Law classes may well show a decline in the costs of at least several of these projects.

As for the experience of this past autumn, it is notable that the four projects varied so widely in their costs. The average cost per student hour of the Washington State project was about three times that of the Denver project, for example, while the other two projects fell slightly above and below the mid-point of this range. The failure of the projects to cluster at or near an overall average cost, together with the limited experience on which these data are based, suggests that estimation of the future costs of these projects or of the cost of replication elsewhere must be done with great caution.

The DCDC model project was relatively inexpensive, being second only to Denver in this respect. This level of efficiency presumably was fostered by the Institute's prior experience in conducting Street Law classes and by its established rapport with the D. C. Department of Corrections.

The project with the lowest total cost -- Washington State -- had the highest average cost per student hour. However, Denver, with a total cost only 20% greater than Washington State, had the lowest average cost per student hour of the group -- about 1/2 that of Washington State.

Both Washington State's relatively high cost and Denver's relatively low cost are associated with their student hours: Denver managed to provide the second largest number of student hours of instruction (second only to the DCDC project, whose total cost was nearly three times as large), while Washington State supplied far and away the fewest student hours. Denver ran five classes for 10 weeks with an average attendance of 16 inmate students, whereas the Washington State project provided three, eight-week courses with an average attendance of only 10.5 inmates.

C. Inter-Program Costs

The preceding analysis provides a starting point for projecting the cost of replicating Street Law courses throughout the country. As indicated, the experience of these four projects

during the second year should indicate whether additional economies can be achieved as well as shed light on the range in costs which can be expected.

There remains, however, the issue of whether financially hardpressed corrections agencies and law schools are likely to be willing to underwrite the expense of Street Law, their approval of its goals, methods and so forth being assumed. It was beyond the scope of this evaluation to explore this complicated question in detail. We did, however, examine one of its facets, namely, the cost of Street Law relative to academic programs already being conducted in a correctional setting. Our assumption in doing so was that Street Law stands a better chance of being implemented if its dollar costs are approximately equal to or less than those of other courses for inmates.^{82/}

And, finally, experience to date indicates that Street Law presently is being operated at various levels of costs and student hours. Although a thorough examination of these variables was not possible, we did attempt a preliminary exploration of their relationship.

1. A Cost Model

A simple cost model^{83/} was used in this analysis. The model distinguishes two types of costs: fixed and variable.

⁸²Street Law might still find acceptance even though it were more expensive than other courses for inmates. Similarly, merely because it costs less would be no guarantee that it would replace or be added to existing courses. The evaluation did not investigate these permutations.

⁸³For a more detailed exposition of this model, including a review of its limitations, see O'Leary, "Street Law: A Cost Analysis," pp. 4 - 7, in Appendix Q.

- o Fixed costs -- those costs which are relatively unchanged as the number of students served or the number of student hours varies; and
- o Variable costs -- those costs which tend to vary in proportion to the number of students instructed or resulting student hours.

Some administrative costs are fixed. For example, the Institute's costs for preparing the manual on corrections law would have been about the same whether the number of students eventually using it was 50 or 500. Variable costs, on the other hand, include such items as the expense of purchasing text books, local travel costs, and under some circumstances, staff salaries.^{84/}

2. Application of the Cost Model to the DCDC Project

Examination of the costs estimated for Street Law operations for a four month period indicates that approximately \$7,200 of \$18,044 seems relatively "fixed" in nature. That is, regardless of the exact level of operation of the project, about \$7,200 would be spent in performing functions whose cost is relatively independent of the number of students being served. All of the other project costs (or $\$18,044 - \$7,200 = \$10,844$) are thus variable in nature.

Since:

Variable costs = \$ rate x student hours,

therefore:

\$ rate = Variable costs/student hours.

⁸⁴Such as when the size of a project grows beyond that which a part-time law professor can manage.

Applying this equation to the three estimates of total student hours given above (Table XL) indicates that:

- Highest \$ rate = $\$10,844/3,410 = \3.18
- Most likely \$ rate = $\$10,844/3,898 = \2.78
- Lowest \$ rate = $\$10,844/4,385 = \2.47

The resulting three equations for total cost are then:

- Highest total cost = $\$7,200 + \$3.18 \times \text{Student Hours}$
- Most likely total cost = $\$7,200 + \$2.78 \times \text{Student Hours}$
- Lowest total cost = $\$7,200 + \$2.47 \times \text{Student Hours}$

Using these three equations it becomes possible to estimate total costs for various levels (numbers of student hours) of operations.

Table XLIII

Estimated Total Costs
for Varying Operations

<u>Student Hours</u>	<u>Total Costs</u>		
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
1,000	\$ 9,670	\$ 9,980	\$10,380
1,500	10,905	11,370	11,970
2,000	12,140	12,760	13,560
2,500	13,375	14,150	15,150
3,000	14,610	15,540	16,740
3,500	15,845	16,930	18,330
4,000	17,080	18,320	19,920
4,500	18,315	19,710	21,510
5,000	19,550	21,100	23,100
5,500	20,785	22,490	24,690
6,000	22,020	23,880	26,280

Dividing total student hours by the average number of hours each enrollee attended Street Law classes gives the estimated

number of enrollees at each level of operation. In order to simplify the analysis, the "most likely" estimate of average hours of attendance per enrollee (26.0 hours) was used.^{85/}

Table XLIV

Estimated Enrollees
by Level of Operation

<u>Student Hours</u>	<u>Estimated Enrollees</u>
1,000	38
1,500	58
2,000	77
2,500	96
3,000	115
3,500	135
4,000	154
4,500	173
5,000	192
5,500	212
6,000	231

By rearranging the equations which produced Table XLIII, and by combining them with the analysis contained in Table XLIV, the number of student hours and potential enrollees resulting from various possible budget levels also may be calculated.

⁸⁵For the computation of this figure, see op. cit., O'Leary, "Street Law: A Cost Analysis," Table 4, pages 10 - 11, in Appendix Q.

Table XLV

Estimated Student Hours
Based on Various Budget Levels

<u>Budgets</u>	<u>Student Hours</u>			<u>Potential Enrollees</u>
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>	
\$10,000	881	1,007	1,134	39
12,000	1,509	1,727	1,943	66
14,000	2,138	2,446	2,753	94
16,000	2,767	3,165	3,563	122
18,000	3,396	3,885	4,372	149
20,000	4,025	4,604	5,182	177
22,000	4,654	5,324	5,992	205
24,000	5,283	6,043	6,802	232

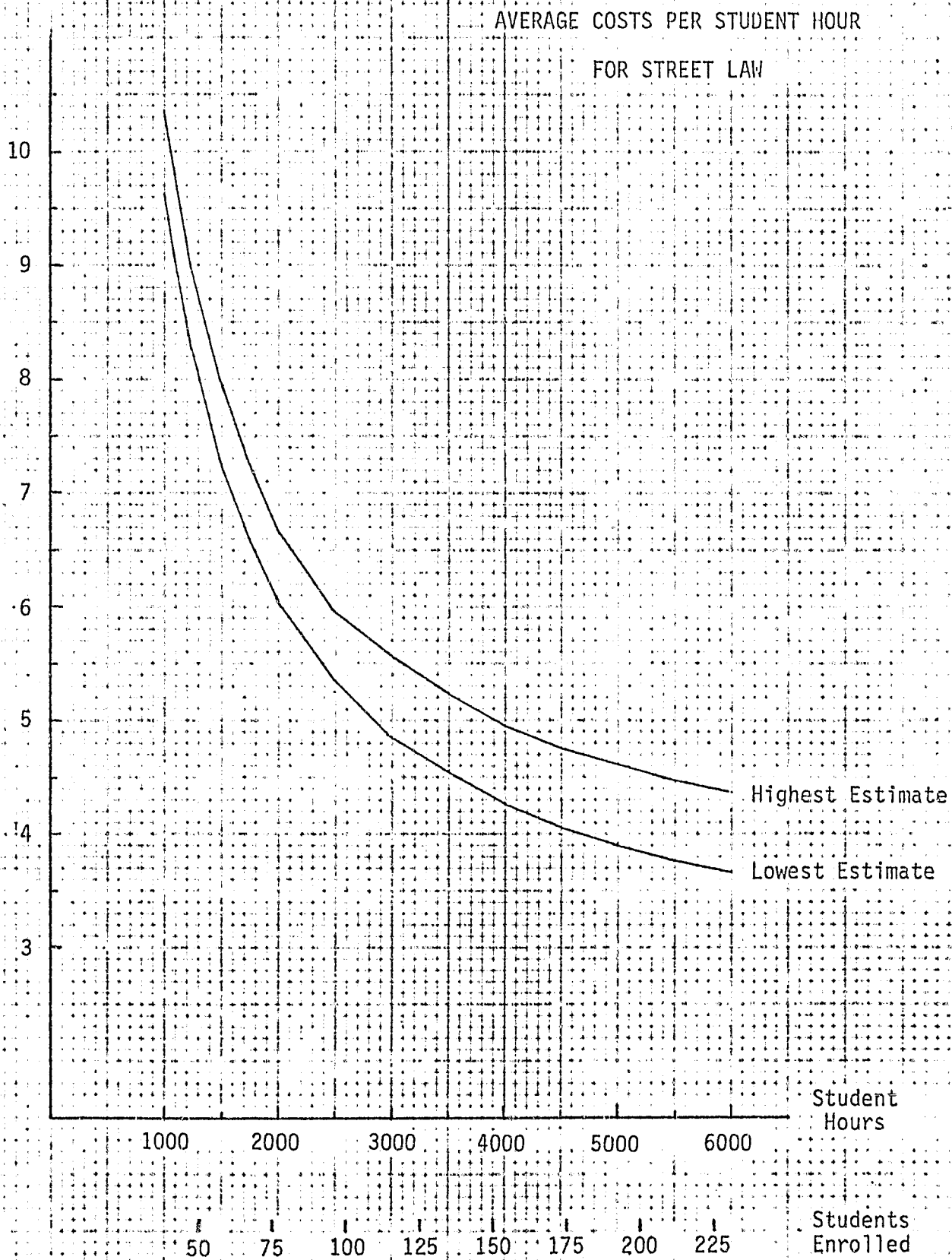
In order to gain ready comparability with other academic programs these cost/student hours relationships can be expressed in terms of average costs per student hour.

Table XLVI

Average Costs Per
Student Hour
(in Dollars)

<u>Student Hours</u>	<u>Average Costs</u>			<u>Estimated Enrollees</u>
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>	
1,000	\$ 9.67	\$ 9.98	\$ 10.37	38
1,500	7.27	7.58	7.97	58
2,000	6.07	6.38	6.77	77
2,500	5.35	5.66	5.95	96
3,000	4.89	5.18	5.57	115
3,500	4.53	4.84	5.23	135
4,000	4.27	4.58	4.97	154
4,500	4.07	4.38	4.77	173
5,000	3.91	4.22	4.61	192
5,500	3.78	4.09	4.48	212
6,000	3.67	3.98	4.37	231

FIGURE A



This average cost data is shown graphically in Figure A on the next page. The two curves represent the lowest and highest average cost figures for various levels of student hours. As can be seen, both curves rise dramatically as student hours decrease to 1,000 and enrollment decreases below 50.

3. Comparison of Street Law with Other Courses

As previously noted, determination of whether Street Law costs per student hour are reasonable in light of prevailing funding limitations can best be accomplished by comparison with other similar academic courses for inmates. In the D. C. Department of Corrections, the two courses which appeared to be most nearly similar to Street Law were its high school equivalency program ("Secondary Education - G.E.D. Prep.") and the "Lorton Prison College Program," conducted by Federal City College.

a. Comparison with G.E.D. (D. C. Jail)

The Department operates its G.E.D. program in the six facilities where Street Law is taught. However, only the data for the Jail were analyzed.^{86/}

During September, 1976 to January, 1977, G.E.D. costs totalled \$10,466, while total student hours were estimated at:

⁸⁶Preliminary inspection of the data for two of the other five indicates that the cost per student hour were higher in the Jail than in the other two facilities.

<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
2,529	3,385	4,241

Fixed costs were estimated at \$1,050 so that:

- Lowest total cost = \$1,050 + \$2.22 x Student Hours
- Most likely total cost = \$1,050 + 2.78 x Student Hours
- Highest total cost = \$1,050 + \$3.72 x Student Hours

Resulting estimated average costs for various levels of student hours are as follows:

Table XLVII
Average C.E.D. Costs
Per Student Hour
(in Dollars)

<u>Student Hours</u>	<u>Average Costs</u>		
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
1,000	\$ 3.27	\$ 3.83	\$ 4.77
1,500	2.92	3.48	4.42
2,000	2.74	3.30	4.24
2,500	2.64	3.20	4.14
3,000	2.57	3.13	4.07
3,500	2.52	3.08	4.02
4,000	2.48	3.04	3.98
4,500	2.45	3.01	3.95
5,000	2.43	2.99	3.93
5,500	2.41	2.97	3.91
6,000	2.40	2.96	3.90

If, however, the highest average costs for the G.E.D. program are compared with the lowest average costs for Street Law, the point at which the two become roughly comparable can be determined.

Table XLVIII

Average Costs per Student Hour
for Street Law versus G.E.D.

<u>Student Hours</u>	<u>Street Law</u>		<u>GED (D.C. Jail)</u>	
	<u>Estimated Enrollees</u>	<u>Lowest Average Costs</u>		<u>Highest Average Costs</u>
1,000	38	\$ 9.67		\$ 4.77
1,500	58	7.27		4.42
2,000	77	6.07		4.24
2,500	96	5.35		4.14
3,000	115	4.87		4.07
3,500	135	4.53		4.02
4,000	154	4.27		3.98
4,500	173	4.07		3.95
5,000	192	3.91		3.93
5,500	212	3.78		3.91
6,000	231	3.67		3.90

It can be seen that as the number of student hours increases the average costs per student hour for the two programs becomes closer. Beyond 4,900 student hours (about 189 Street Law enrollees) the average cost ranges for the two programs start to overlap. In short, given about 189 enrollees, the average cost for a student hour in Street Law is roughly comparable with that of G.E.D.

CONTINUED

2 OF 4

b. Comparison with FCC Lorton College Program

Street Law costs per student hour are considerably lower than those for the FCC College Program. To a large degree, this can be attributed to the far greater costs of instruction.

During the period September, 1976 - January, 1977, this program generated an estimated 15,075 student hours at a cost of nearly \$107,000. DCDC funds accounted for about \$69,658 of this cost. Due to a lack of data, no ranges of student hours could be derived for this program.

In making comparisons with Street Law, the following procedures were used:

- o Only DCDC funds were included since all FCC costs are "in kind."
- o Fixed costs were assumed to be \$7,200, the same as for Street Law. In fact, fixed costs for this program are probably higher.
- o Because no range estimates for student hours could be derived, only one cost equation exists.

Most likely total cost = \$7,200 + \$4.14 x Student Hours

The resulting average costs per student hour are compared on the next page with the most likely costs for Street Law:

Table XLIX

Average Costs per Student Hour
for Street Law Versus FCC
(in Dollars)

<u>Student Hours</u>	<u>Street Law</u>	<u>FCC</u>
1,000	\$ 9.98	\$ 11.34
2,000	6.38	7.74
3,000	5.18	6.54
4,000	4.58	5.94
5,000	4.22	5.58
6,000	3.98	5.34

Under even the most favorable assumptions, FCC costs per student hour for DCDC funds exceed those for Street Law at every operating level.

Glossary

Several words and phrases used in this report may not be familiar to all readers. Those who encounter this difficulty may find the following brief explanations helpful.

C and P officers. In the D. C. Department of Corrections the term refers to Classification and Parole officers. Among other duties, C and P staff interview and review the records of inmates upon their admission for the purpose of determining their most appropriate placement within the facilities and programs of the Department. They regularly review inmates' progress during their incarceration. Their findings and recommendations are among the files submitted to the Board of Parole for consideration of inmates' suitability for parole. C and P officers also provide casework and related services to inmates.

Parole revocation hearing. A legally mandated hearing before a Board of Parole to consider charges that a parolee has violated the conditions of his parole. A finding of violation usually results in the loss of parole status and return to confinement. Parolees have the right to be represented by counsel at such hearings.

Role play. A pedagogic technique whereby students take the parts of actors in a brief skit. It is particularly helpful as a teaching device for students who have not found conventional schooling to be rewarding. The technique also is used as a form of therapy.

Socratic method. A method of teaching derived from the writings of the Greek philosopher Plato (428 to 348 B.C.) in which philosophical arguments are advanced in the form of questions and answers among protagonists of different viewpoints. Plato's most famous dialogues are those in which Socrates is represented. In modern times the technique has been adapted to the instruction of law in which the professor, through his questioning of students, elicits from them the legal principles in point.

CITIZENS' INITIATIVE THROUGH
STREET LAW: AN EVALUATION
OF L.E.A.A. GRANT NO. 0330-99-DF-75

APPENDICES

58597
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Prepared by
Richardson White, Jr. and
Catherine Teague

Blackstone Associates

February 1977

APPENDICES

- APPENDIX A - An Invitation to Citizens to Enroll in a Street Law Course in a Correctional Institution
- APPENDIX B - Citizens in Corrections Application Form
- APPENDIX C - Program Goals for Incorporating Citizens into Street Law Classes in Correctional Institutions
- APPENDIX D - Memorandum Summarizing Citizen Meeting on September 13 and Other Matters
- APPENDIX E - Memorandum Summarizing October 3rd Meeting (Concerning Citizens' Roles, Legal Matters, etc.)
- APPENDIX F - Memorandum Summarizing November 14th Meeting and Administrative Matters
- APPENDIX G - Roster of Citizen Participants - Fall Semester, 1976 - Street Law Class
- APPENDIX H - "Street Law in Action: A Survey of Six Classes," Ann Macrory
- APPENDIX I - Citizen Participation in Street Law (Citizen Questionnaire)
- APPENDIX J - Law Students Participating in Street Law (Instructors' Questionnaire)
- APPENDIX K - Students' Evaluation of Street Law (Inmate Participants' Questionnaire)
- APPENDIX L - Selection of a "Control" Group
- APPENDIX M - Nineteen Measures of Attitude
- APPENDIX N - The Corrections Officers' Questionnaire
- APPENDIX O - Disciplinary Report Scoring
- APPENDIX P - Questions for the Parole Board
- APPENDIX Q - Frank O'Leary, "Street Law: A Cost Analysis"
- APPENDIX R - Cost Data
- APPENDIX S - Clarification of Goals of Citizens in Corrections Element of the LEAA Grant
- APPENDIX T - Margins of Error Associated with Small Numbers of Cases

NCJRS

MAY 31 1979

ACQUISITIONS

Glossary

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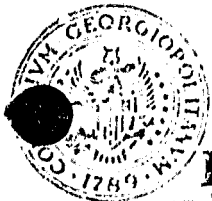
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clinical programs building - 412 5th st., n.w.
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the
D.C.
project

AN INVITATION TO CITIZENS TO ENROLL IN A STREET
LAW COURSE IN A CORRECTIONAL INSTITUTION

You, members of your organization and other interested citizens in the community are invited on a free basis to participate in what should prove to be an exciting ten week Street Law course. These courses will begin the week of September 13th at both the District of Columbia Jail and Lorton Correctional Facility.

Street Law is a course in practical law taught by a team of law students who have been specifically trained to teach aspects of criminal, consumer, family, housing and corrections law, which affect a person's everyday life. This program began five years ago and courses are presently taught in all the District of Columbia high schools, and correctional institutions.

For the first time, citizens are being invited to take part, as equal participants in the course inside the prisons. The goals of this program are to provide citizens with legal knowledge which will be of use in their daily lives and to further acquaint them with issues which affect inmates, the legal system and corrections. It is hoped that the citizens and organizations which take part in this program will, in some cases, personally assist individual inmates in the class in seeking employment and other matters, as well as possibly take follow up action in attempting to solve the problems of the D.C. criminal justice system and corrections.

Though the courses will meet two days per week for 1 1/2 hours each day, the exact days and times for the two courses at D.C. Jail and Lorton will be set according to the citizens' schedules. Each participant will be provided a Street Law book free of charge.

Any citizens or organizations interested in participating should immediately write the above address or call Mary McClymont at 624-8236 and indicate any preference regarding institution or time.

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MICHAEL BURNETTE

CITIZENS IN CORRECTIONS

APPLICATION FORM

1. NAME _____
2. ADDRESS _____
3. PHONE _____ (WORK) _____ (HOME) _____
4. AGE _____ EDUCATION _____
5. PLACE OF EMPLOYMENT _____
6. EXPERIENCE IN CRIMINAL JUSTICE SYSTEM AND/OR CORRECTIONS _____

7. COMMUNITY SERVICE, MEMBERSHIP IN COMMUNITY ORGANIZATIONS, ETC.

8. DAYS AND HOURS AVAILABLE FOR CLASS _____

9. TRANSPORTATION AVAILABLE TO INSTITUTIONS? YES NO
10. PREFERENCES: _____ DAY CLASS _____ EVENING CLASS
_____ D.C. JAIL _____ LORTON YOUTH
CENTER # 1.

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PROGRAM GOALS FOR INCORPORATING CITIZENS
INTO STREET LAW CLASSES IN CORRECTIONAL INSTITUTIONS

Under a Law Enforcement Assistance Administration grant, the National Street Law Institute was funded, in part, to promote the involvement of citizens in the problems of the criminal justice system and corrections through educating both inmates and citizens in practical law. In creating a classroom situation where inmates and citizens come together on an equal basis as students, the underlying assumption is that such direct interaction can create both immediate and long term benefits for both groups as well as the correctional institutions.

The new program is an expansion and modification of an existing approach where law students from Georgetown University Law School teach Street Law courses in a total of six D.C. correctional institutions. The law students are trained in a weekly seminar taught by Georgetown adjunct professors David Austern and Edward O'Brien and supervised in the field by Mary McClymont.

To accomplish an overall objective of increasing citizen involvement in corrections, it is hoped that the citizen participants will learn about law and the legal system and become sensitized to correctional problems through interaction with their fellow students, the inmates. Another by-product anticipated from the program is that citizens will assist in inmate rehabilitation and readjustment to the community by helping create a more positive attitude on the part of the inmate toward the community. It is also believed that some citizens will establish relationships with the inmates and will assist in providing increased job opportunities and improved social services for inmates and ex-offenders.

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September 22, 1976

M E M O R A N D U M

TO : Street Law Citizen Participants

FROM: Mary McClymont *Mary*

RE : Summary of Citizen meeting on September 19
and other matters.

Approximately one-half of all citizen participants met on Sunday evening to discuss their reactions to the Street Law classes thus far. The following are areas of discussion and decisions reached by the group:

I. It was agreed that periodic meetings of all citizens would be beneficial. At these meetings, we hope to: 1) address individuals' problems or questions; 2) discuss course progress generally; 3) analyze roles that citizens can play in regard to inmates and the institution, if any; and 4) if the group so determines, mobilize to act on issues which pertain to institutional policy.

We discussed whether these group meetings should be held on a monthly or bi-monthly basis, and concluded that the next session should be held in two weeks (Sunday, October 3 at 7:00 at Ed O'Brien's) at which time we will decide on future meeting times.

II. A major topic of discussion was the role to be played by each citizen in the course. The goal that each citizen is a student in the course participating to learn the law, was clearly shared by the group as a whole. However, questions arose about the extent to which citizens would be obliged to perform various services requested by individual inmates, such as calling an inmate's family member; contacting the inmate's lawyer; or locating a legal or social services organization which could assist the inmate.

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Some citizens felt that all of these individual requests should be referred to organizations specifically designed to address them, e.g. Visitors Service Center at the D.C. Jail. Other citizens believed that the decision as to whether they should personally handle an inmate's request should be left to the individual citizen, given his/her time constraints, other activities, etc.

It was agreed that for the next two weeks the decision would be left to the individual citizen as to whether he/she would perform a particular service for an inmate. Several citizens emphasized the absolute need to accommodate the inmate once a promise had been made. It was also decided that any general issues regarding corrections or institutional policy should not be dealt with individually but discussed by the group as a whole at its next meeting.

III. Another question arose regarding prison rules and regulations. Some citizens felt they had not been adequately briefed on the rules.

Below are some significant institutional rules which you should follow. Remember that whenever you are in doubt about whether or not you are allowed to do something in the institution, you should always feel free to ask your law student teachers or check with us here at the Street Law office.

Rules

1. No articles - letters, papers, cash, etc. - should be carried into the institution to inmates nor out of the institution on behalf of the inmates. These articles are considered contraband by the institution. It's not necessary that the articles be weapons or drugs; they are still contraband. If you want to take something into an inmate that he has requested, the article can be left at the entrance gate with instructions that it be given to the particular inmate.

2. Obviously, no direct legal services can be supplied to the inmates by a person unauthorized to practice law. All legal questions should be referred to the law students, who can in turn notify appropriate people if legal action is necessary, or to the inmate's attorney.

3. Various social services can be performed by citizens for individual inmates, e.g., calling a family member with a message, contacting the inmate's lawyer. However, if promised, the request should be fulfilled or, at least, an explanation given the inmate why the request could not be performed. (Next week you will be given a list of local legal and social services organizations where complaints can be referred. It might be well to ask the law students first whether the organization is equipped to perform the service.)

Again, our next meeting will be on October 3 - Sunday - 7:00
at the home of Ed O'Brien
12 7th Street, S.E.
Washington, D.C.
(544-1677)

I will greatly appreciate it if you let me know if you will not be able to attend. I also urge you to contact me with specific problems, grievances, or questions about the course. It's very important for us to hear your comments.

Hope to see you October 3rd.

MMcC:wj

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October 7, 1976

M E M O R A N D U M

TO : Street Law Participants

FROM: Mary McClymont *MM*

RE : Summary of October 3rd Meeting

Approximately one-third of all citizen participants were present to discuss further the issues raised at our initial meeting.

1. Concerning the issue of roles that citizens can play in the program, apart from the most important one of participating as a student in the class, it was agreed that each individual will decide, when so requested, whether (s)he will personally assist inmates or refer them to other agencies.

Legal matters should, of course, be referred to the law students. However, if you are asked to perform a service, be sure that you are the only person handling the request. Check with the inmate as to whether he has already contacted another person or organization to perform the task for him. Remember that many requests can be referred to organizations such as Visitors Service Center. In the near future a list of these groups will be passed out during class.

2. It was suggested that Street Law staff also meet with the inmates participating in the classes. Some of those at the meeting expressed the belief that many inmates initially resented the presence of "outsiders" without a more thorough explanation as to why they were present.

In the next couple of weeks, we will meet with the inmates to explain the program more extensively and to obtain their reactions about classes.

3. It was also recommended that we dispense with use of the term "citizens". Some inmates, quite understandably, resent the use of the term. It becomes a "we/they" situation which is clearly not desirable.

In any event, we should at least try to draw as few distinctions as possible between the two student groups during classes and use the term "citizens" (like I'm tending to do in this memo) only when necessary. It's become a habit, I guess.

4. Several of those present raised the issue of the role citizens can play regarding institutional policy. One area was the lack of institutional education or "rehabilitative" types of programs. We agreed to discuss this further at a later date.
5. Finally, it was agreed that the next meeting would be held in a month, during the early part of November. If anyone believes a meeting is needed sooner, please let me know.

Once again, I urge you to feel free to call whenever individual problems or questions arise. Remember too, that we are all in this "experiment" together and your comments are always welcome.

MMcC:bev

APPENDIX A

NATIONAL STREET LAW INSTITUTE

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412 FIFTH STREET, N.W. / WASHINGTON, D. C. 20001 / (202) 624-8217

November 29, 1976

M E M O R A N D U M

TO: Street Law Citizen Participants

FROM: Mary McClymont *MM*

RE: Summary of Meeting on Nov. 14th and other Matters

I. Meeting

Six citizens, four Street Law staff members, and the evaluator attended the meeting on November 14. Peter White, our evaluator from Blackstone Associates presented a draft questionnaire which we plan to mail out to all community participants. We discussed and revised the questionnaire.

The staff is soliciting your support in evaluating the program and relating your experience this semester through questionnaires. A special citizen questionnaire should be mailed out to you sometime in December and we would appreciate your response at your very earliest convenience. In addition, the law students, during class, will ask you, along with the inmates, to fill out a questionnaire. Again we appreciate your cooperation.

We also discussed the possibility of taking further action as a group. Most people felt that each person could act better as an individual or through another community organization or through the organization for which he or she works. If you disagree, please let me know. At the conclusion of the program, the Street Law staff will supply you with a list of citizen organizations involved in corrections with which you might wish to become involved. Hannah Kaiser is assisting in the collection of the organizations which deal with Lorton.

No one at the meeting believed a report to the Dept. of Corrections was necessary. However, we will try to send you the results of the questionnaire that you'll be submitting to give you an idea of the overall impressions of the course. In addition, please feel free to call me to offer suggestions or criticisms about the program.

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November 29, 1976

II. Administrative Matters

I have attached the schedule for mock parole revocation hearings. If you would like to attend one, apart from the one in which your class will participate, please let me know by 5:00 P.M., Wednesday, December 1.

In addition, I have attached a voucher form for the Lorton citizens which we would like you to submit to Beverly Miller, National Street Law Institute, 412 5th Street, N.W., Washington, D.C. 20001. The reimbursement rate is \$.15 a mile. Indicate on the form your Round Trip mileage to Lorton time 15 and then multiply that by the number of trips you made to Lorton. Any citizens who traveled from Maryland or Virginia suburbs to attend the D.C. Jail class may also submit a voucher.

Persons who attended the November 14th meeting felt another meeting at the end of the course was not necessary. Let me know if you believe otherwise.

We'll look forward to seeing you at the mock parole revocation hearings.

MMcC:ls

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APPENDIX H

STREET LAW IN ACTION:
A SURVEY OF SIX CLASSES

Prepared for:
Blackstone Associates

By: Ann Macrory

December 1976

This report is in two sections. Part I consists of field observations of Street Law classes at the D. C. Jail, the Women's Detention Center, Maximum Security, the Central Facility, Youth Center #1 and Youth Center #2.

These are reported in accordance with an outline incorporated in the description of each class.

Part II is an overview of the findings on each of the six classes, together with interpretive commentary and recommendations.

PART I

Field Observations of
Six Street Law Classes

STREET LAW

A. Background Information

1. D. C. Jail
2. November 22, 1976
3. 6:30 - 8:00 p.m.
4. Julius (Jay) Walker and Richard Wolf

The class was one-half hour late getting started, partly because supper at the Jail was late and because the law students were late. At 6:30 there were 12 residents (6 women and 6 men). A seventh woman came in at 6:30. One lady left at 6:40 and returned 10 minutes later. At 7 p.m. another male resident arrived and stayed. At 7:35 a male resident, who had spoken with me before class and had left for a visitor, came back and stayed for the remainder of the class.

5. Number of citizens present
 - a. At the beginning there was one woman.
 - b. Late arrivals

No other citizens came. I was told that usually there are three or four regular citizen participants. However, there has been some problem with the citizen participation at the Jail. One was asked to leave because he or she brought in drugs. One woman was harrassed. Some left because of conflicts with being away from work so early, etc. I also was told by the Visitors Service Center Director that her volunteers left because the class degenerated into helping residents with their own legal problems. I saw no sign of that in the class.

6. Others Present
 - a. Corrections officers, education specialists, etc.

The education officer at the D.C. Jail, Mr. Poynter, was particularly responsive and interested in the program. He stayed in his office in an adjoining room to the classroom in a specialized area reserved for Education and the Law Library. He is supportive of the program and the residents felt free to discuss the problems and hassles they were having with the administration in Mr. Poynter's presence.

- b. Arrival, length of stay, activities

Mr. Poynter was there before anyone else arrived. (In fact, he came down and walked me to classes.) He walked in from time to time during the class to listen and stayed briefly.

7. Materials

a. Street Law

The consumer law section was used (this was the only class to be given in consumer law at the D.C. Jail). Also, chapter 3 of "A Course in Practical Law," p. 65 - 88. They did not follow the text except for a reference to the Retail Installment Contract on page 79.

b. No other materials were used.

8. Facilities and Equipment

a. Location - classroom was in the law library.

b. Arrangement of furniture, equipment

The residents and the citizen sat in a semi-circle. The students' chairs were facing the blackboard and the front of the room. The student teachers stood at the front of the room in front of the blackboard, without a desk or table of any sort. Their books were on the floor near the blackboard. The room had a bright, deep blue rug and was brightly painted -- a very cheerful atmosphere.

c. Equipment available

The blackboard was large and used by student teachers in the demonstration of a deceptive trade practice. They drew a large TV and a small TV and used them to demonstrate "bait and switch" techniques.

C. Law Students as Teachers

1. Extent To which They Displayed Solid Knowledge

a. Command of materials

All of consumer law was combined into this one class. The student teachers could not answer all of the questions as, for example, whether consumer goods purchased under installment contract could be repossessed without a court order. The answer was stated in the book, "No, without a court order." Student teachers stated they did not know answer. This is preferable to guessing. They then said they would find out for the next class.

b. Other relevant materials

Since the class covered so much material very superficially, it is difficult to say how much the student teachers knew. I suggested that they give the residents a list of all the consumer Acts which were in effect in the District and a summary of those Acts. The instructors said they had been given such

a list but they had a great deal of difficulty having materials Xeroxed or mimeographed for their classes.

c. Relevant aspects of "law in action"

Student teachers told the class that the D.C. Consumer Protection Procedures Act had more powers and teeth than the old agency. Thus, they updated the materials on p. 67, which are out of date concerning the D.C. Consumer Affairs Office.

They did not appear knowledgeable about what constitutes discrimination in granting credit, e.g., if you are an ex-offender.

2. Communication skills

a. Organization of presentation

Presentation was made according to an outline which each of the student teachers had prepared. They were well organized in that the instructors covered the material they had intended to cover and then full discussions were held with residents and the citizen. The instructors knew where they were going and were prepared.

b. Level of understanding

The material was most definitely presented in an understandable manner. The Street Law material in Chapter 3 is clearly unknown by most residents and the presentation of that material was designed to educate consumers in their substantive rights and to inform them of where they could go to file complaints against markets (e.g., Better Business Bureau, D.C. Consumer Office, media through Action Line) and where to file complaints (e.g., Small Claims Court).

c. Are the important points stressed?

The residents had relevant experiences to relate which made clear their understanding of the materials taught (e.g., during the role playing, which demonstrated the "bait and switch" technique, residents raised similar experiences which included shoddy goods).

d. Is the presentation interesting and lively?

Neither of the teachers are exciting speakers, but there was very little lecturing and the participation by both residents and the citizen was so lively that the actual presentation was done by residents as well as by the student teachers. One of the more articulate women residents told me after class that she had recommended one of the student teachers take a public speaking course to improve his style. She was pleased that he had taken the suggestion so well.

3. Classroom Style

- a. Is factual material presented objectively?

Yes, factual material in Chapter 3 was explained in a straightforward, objective manner.

- b. Are the student instructors evenhanded in their handling of issues?

On many occasions, several residents complained about the number of agencies established to deal with consumers and their problems, and their lack of responsiveness to the consumer. There was expressed cynicism about the value of any new consumer agency. There was talk of Yeddell's waste of money. The student teachers were positive and thought that even if consumers did have to wait, at least the agency would help eventually. One resident said that if Mr. Rockefeller had bought a TV which wasn't fit for its intended use, something might happen to help consumers.

- c. Is the instructor/student relationship relaxed (egalitarian) or formal (authoritarian)?

There was a very egalitarian attitude toward residents -- a delicate balance between who was teaching whom in this class. Practical experience proved more important than knowledge of the law. However, the student teachers' role was a positive influence when, for example, the residents and citizen did not know of the implied warranty of fitness, and felt that there was no recourse against sellers or manufacturers without a written warranty.

4. Classroom Discipline

- a. Do the student instructors seem to have their students under control? At all times? Some of the time? Too much so?

There were no discipline problems. However, since their class was mixed (men and women), as the class progressed one couple held hands and there was some physical movement of seats so that couples sat together -- almost all participated. There was no need to say, "Quiet, please." The student teachers allowed all comments to be made and questions to be asked.

- b. See above.

- c. Do a few students dominate the discussion?

Four or five men and women dominated the discussion and were the most articulate and positive in expressing their opinions, but almost everyone participated to some extent and for every question five or six hands were raised. Since all have been and will be consumers, most had had previous experiences or genuine stories of being ripped off.

5. The Student Instructors as a Team, and as Individuals

a. How well do they function as a team?

They functioned well as a team. One had prepared an outline and the other alternated in raising points or asking questions.

b. Is there a significant difference between them with respect to items C 1. - 4., and, if so, does it make an appreciable difference to their performance?

Their knowledge of consumer law and their styles were perhaps too similar. They had the same low-keyed manner and the same rather superficial knowledge of the law. It might have been better to have had each of them do some in-depth preparation in one area.

D. Teaching Methods

1. Kinds of Teaching Methods Used

There were some lectures, some question and answer, and lots of discussion on each point. They did not use or refer to any of the problems in the book.

2. Skill with which Student Instructors Employ Their Teaching Methods

a. Did the student instructors apply their pedagogic techniques skillfully?

The role play demonstration was not prepared for well enough prior to class, nor was it developed adequately during class. The student teachers asked one of the women residents to play the role of the consumer and she raised one important point by saying she would still buy the smaller TV because it was in her budget. Then the salesman dropped the price of the larger TV to fit within her budget. She should have been given a script or at the very least a list or outline of questions she could ask. However, with a small amount of preparation, the demonstration could have been used to teach other important substantive points:

1) They could have gone on to negotiate a contract and raised Truth-in-Lending Act violations;

2) They could have given limited warranty, and have the lady come back to complain a day after the warranty expired, to explain the doctrine of implied warranties.

In the question and answer and discussion/rap aspects, the student teachers were very responsive to residents. They lectured only a little, which was about appropriate to the interest, experience and desire to participate of most residents and citizens.

- b. Were they "winging it" or did they appear to be well prepared?

They were well prepared for what they taught, except for the role playing demonstrations. They were not consumer experts and did not purport to be. They should have known the contents of Chapter 3 (i.e., that you need a court order to repossess goods in installment sales contracts), but they should be praised for not having guessed at the answers.

3. Aptness of Methods

I think that the use of role playing techniques to teach consumer problems (such as door to door solicitations and disclaimers) would have been useful. I think that additional demonstrations, with the student teachers playing the salespersons, would have been valuable as a teaching method. Although many of the residents were street wise, had they had to "play" a consumer in, for example, dealing with a salesperson, a hospital or in applying for credit, they might have learned better how to avoid being exploited as consumers in the future.

E. Street Law Text

1. Coverage of Major Points

- a. Are the important facts, law and issues covered?

The student teachers covered briefly many of the important aspects of the outline of Chapter 3:

- 1) Self help;
- 2) Agencies to go to for help; and
- 3) Jurisdiction of Court of Claims.

They did not cover interest rates, which is a classic form of discrimination. They did cover some of the Deceptive Sales Practices and they covered Collection Practices.

They should perhaps have mentioned the other common consumer problems addressed by the Home Solicitation Act (door to door salesmen, creditor harrassment of debtors -- which can constitute a tort and an invasion of privacy). They did give the common sense advice contained in the text (i.e., keep copies of all documents, phone calls, etc., for purposes of suit and settlement with agencies). Given the length of time in which to cover all the consumer law, they covered most of the important areas.

- b. Is there an appropriate balance of legal theory and practical information?

Yes, definitely. I covered that above.

2. Style and Format

The language is appropriate for laypersons. However, I think having unanswered questions in the book is not a good idea. Since the book is not followed closely in class and the questions are not answered in class, they do the residents no good in assisting them after their release. I think the book should be published in a form which allows it to be brought up to date easily. I also think that some important Acts are left out or referred to indirectly, such as the D. C. Reform Act, the D. C. Home Solicitation Act and others. It is important for consumers to know that they can become plaintiffs under such Acts as Truth-in-Lending and the D. C. Consumer Protection Act to enforce their rights. Perhaps these Acts should be listed in the Appendix with a short explanation as to what they cover.

F. Student Responses

1. Level of Interest

As indicated above, the residents were very interested and demonstrated their attentiveness through answers and relevant comments and examples. They obviously enjoyed the class.

2. Grasp of the Law

- a. To what extent did the students appear to have read and understood the Street Law materials?

All of them had not read the consumer materials, therefore they did not know of implied warranty and were not aware of the many statutory protections available to consumers. There was a strong feeling that "caveat emptor" translated to mean that they were out of luck if they didn't get something in writing. There, the class itself was very useful in their education.

- b. To what extent did they display knowledge of the law apparently acquired from other sources?

As stated above, the majority had had relevant personal experiences, as when one of the citizens reported taking a friend with her while she purchased a car, only to have the salesperson ask the friend to leave -- which the friend did.

- c. If homework had been assigned, was it done?

Some of them had read the Consumer Material. They were responsive to the student instructors.

3. Response to the Student Instructors

- a. Did the Residents appear to respect their student instructors?

Yes, the residents appreciated the student teachers and knew they were dedicated in trying to do their best. However, the residents also realized that they were teaching the student teachers the realities of life and that the student teachers lacked experience.

G. Citizen Participation

1. How would you describe the citizens' contribution to the class?

The one citizen present participated fully. I didn't consider her participation to be more or less valid than that of the residents. She was one of them, perhaps less street savvy than the residents.

She was very friendly with the residents and spoke to two of them about some information she had obtained for them. One of her classmates was going to trial the next day and she very warmly asked how he was doing and wished him good luck. She demonstrated a warm rapport with several of the residents.

2. What appears to be the residents' reaction to the citizens?

She was well integrated in the class and did not arouse any hostility. However, I feel that observing one citizen is not enough to enable me to evaluate their role in this class.

H. Miscellaneous Comments

1. What do you think was the principal value of this class?

The principal value of this class was that it taught residents and the citizen a great deal about the legal protections available to them as consumers (which they didn't know), and their rights.

2. What do you judge to be its major defect?

The major defect was the relative superficiality of having to cover all the consumer law in a single class. (The student teachers explained to me that, at the beginning of the academic year, residents expressed high interest in consumer affairs and the student teachers had left two classes in which to cover consumer law. However, they said the LEAA evaluation, in terms of facts, was cutting into that time. They were angry about the lack of notice they had had about the time the evaluation would take.)

STREET LAW

A. Background Information

1. Women's Detention Center
2. November 16, 1976 and November 30, 1976
9:30 - 11:30 a.m.
3. Instructor, Ann Hogdon

Introductory Remark

Let me say at the outset that this class cannot be evaluated in the same manner as the other Street Law classes I observed. The first class I observed on November 16, 1976, was ill fated in that the student instructor was involved in an automobile accident on the way to class and didn't arrive until almost 10:00 a.m. The student teacher had hurt her back and was distressed. She showed her commitment to the class by coming to class at all. On the second occasion, November 30, 1976, the student teacher and I were there before 9:30, but the residents were not assembled until 10:30. They had to leave for lunch just before 11:30, so that neither day was I able to evaluate an ordinary class. Furthermore, I got the impression from the student instructor that there is no such thing as an "ordinary" class at the WDC. The guards wait to call down the residents until the student teacher arrives and they often say that they have called down when, in fact, they come down in dribs and drabs. The other problem which I observed even in a two week period is the frequent turnover in the residents who attend the class. Some of them have to be in court on Tuesdays and Fridays and, since it is a pre-trial facility, they get out on bond or serve short sentences. My comments will be based on both classes.

4. Number of Residents Present

On November 16, there were a total of 7 women. Three of them had come down to the library/classroom by the time the student teacher arrived. At 10:10, 2 more women came down and more came in around 10:30. There were several coming and going during the course of the class. On November 30 there were only 4 students.

5. Number of Citizens Present

Although there is no citizen participation yet at WDC, the volunteer librarian, a Mrs. Bott, attends the classes regularly. She was there at the beginning and remained throughout both classes.

6. Others Present

A guard from the back came through the library once during the class to go to another section of the WDC.

7. Materials Used During Class

Page 27 of the Street Law Text was referred to once, and briefly. The student instructor mentioned that prisoners have to exhaust state habeus corpus remedies before resorting to Federal.

Other materials used consisted of:

- a. Claudia Rogers' parole revocation fact sheet;
- b. Newspaper article from New York Times; and
- c. An article on ACLU strip search case in a magazine.

8. Facilities and Equipment

The class takes place in the downstairs library, a large room. The student teacher sat at a rectangular desk facing the residents, who were seated in easy and straight chairs scattered around the room. There were no blackboard or other visual aids in the room.

B. Chronology of Class Events

10:15: General informal roll call.

Student teacher passed around an article from that morning's New York Times relating to a Superior Court decision on parole revocation and an article concerning the ACLU's consent settlement with corporation counsel's office terminating strip searches in the Women's Detention Center. There followed a discussion on both articles.

10:20: Discussion of mock parole revocation on hearings and the fact that the press would be there. The student teacher asked if anyone had any objections. There followed a long discussion of the WTOP series on Women in Prisons and those women who had been photographed at Alderson. Some of the residents didn't want any publicity. There followed a discussion of parole revocation cases of two of the residents.

10:40: The student teacher read aloud the fact pattern of the Claudia Rogers case. She gave reading assignments for the next week covering fact pattern and said they would finish habeus corpus next week. The student teacher assigned roles. Class ended at 11:00 a.m.

C. Law Students as Teachers

1. Extent to which student instructors display a solid understanding of the relevant law and related information.

I cannot say, since the student teacher only briefly mentioned the habeus corpus section and could not answer all the questions concerning the residents' personal legal cases.

The second time I visited the class they went through the parole revocation hearing and played roles. This class did not discuss any law.

The student teacher said that she had not distributed extra materials to the residents before that day. The article on the parole revocation hearing concerning a recent Supreme Court decision was not well handled in that the case appeared to take away some of the due process protections afforded parolees in Morrisey v. Brewer. Since the student teacher was not sure of the implications of the case (indeed she had not even read the entire decision), it might have been wiser not to have passed around the newspaper clipping. Some of the residents were concerned about the implications (as well they might have been). The case held that the hearings on the detainer might be postponed until the expiration of the intervening sentence.

The second handout (which again was passed around with no copies available) was an article about an issue of great importance to the residents -- namely, the strip search of a woman who was picked up on a traffic violation. A check resulted in the police learning that she had many traffic tickets outstanding, and she was stripped and searched. The case was settled and the police agreed that they would not strip and search women at the Detention Center unless there was probable cause to believe that they had contraband drugs or a weapon concealed on their person. Again, the student teacher did not know the background or the full story about the case, and it would have been wiser to come fully prepared with copies of the consent decree and a better and more complete understanding of the facts. The residents asked many questions and were not satisfied by the answers.

2. Skill with which student instructors communicate with their students.

I cannot judge the presentation of the student teacher on either day on her knowledge of the Street Law or her presentation, since on the first day she was obviously not well and the second day consisted only of role playing, and the class was very short.

3. Classroom style
 - a. Is factual material presented objectively?

I cannot make a judgment based on the two classes I observed.

- b. Are the student instructors evenhanded in their handling of issues?

c. Do a few students dominate the discussion?

The relationship between student teacher and residents was excellent -- very informal and egalitarian -- the most relaxed of all the classes. The student teacher felt very much at ease with the residents and they with her, although they appeared to be annoyed when she couldn't answer all the questions. She knew a great deal about their cases and their interests, and was very emphatic.

4. Classroom discipline

Although the relationship was informal, all the residents' questions went beyond the ability of the student teacher to respond. When she did not know the answers, the residents were a little aggressive. Two of those I spoke with complained that her style was always a little abrupt and she moved from one area to another quickly, not giving them a chance to make all the comments they wanted to. I observed that she was extremely patient, but that the residents concentrated on their own personal legal cases and were most interested in that which involved them.

On the first day, there were four out of seven residents who clearly dominated the discussion and the questions. One older lady had come in just to listen, but by the second class the student instructor had put that lady on the Parole Board and she was thoroughly enjoying her role. She made such comments as, "You would have to serve more time if I were the Parole Board, since you should know that you must report to your Parole Office once a week." A few of the women were timid (e.g., one didn't want to appear at the real hearing because she was afraid that would prejudice her trial.) The three major participants were the most savvy and very smart. They organized all the residents during the class parole revocation hearing, and took their witnesses off in a corner to prepare their testimony.

5. The student instructors as a team, and as individuals

There was only 1 student teacher in this class and I don't think that works as well as the team approach. This student teacher was extremely sensitive to the women and did not push them or become overly authoritarian with them. She is of the opinion that much of the consumer and landlord/tenant materials are much too detailed and too in depth for the women residents, and will abbreviate them. She is sensitive to what they want to know and their capacity to absorb.

D. Teaching Methods

1. Kinds of teaching methods used

a. Lecture, role play, Socratic dialogue?

There was a very short period of lecture on habeus corpus. There was some reading together of the fact pattern, and some discussion. In the second class there was some role playing. However, the entire atmosphere resembled much less a classroom than a "rap" session. Each statement led to a discussion of the residents' own cases or a comment unrelated to the discussion. The outline which fits the other classes does not seem appropriate here. I do not think that, given the turnover within the population of WDC, that written assignments would be a realistic method of teaching. For those women who are the Jailhouse lawyers and spend time in the library working on their own motions, the class does provide them someone who will teach them legal research, read their motions and assist them with their own cases. The student teacher, in fact, complimented one resident for her habeus corpus motion and suggested that other class members who felt they had reason to file one should look at her's.

One of the teaching methods used here was a one-to-one discussion of a resident's individual case, which was very effective.

E. Street Law Text - Not applicable.

F. Student Response

1. Level of interest

a. Attentiveness of residents

The students were very interested, in both classes. During the first class, which I observed when the student teacher was reading the fact pattern, all but one lady was following along. In fact, unlike all other classes I observed, the residents criticized the facts in the parole statement as being ambiguous. The class agreed to substitute various words, and their changes were appropriate.

b. Length of interest

The residents appeared to be interested in the habeus corpus and the parole revocation issues. Three of the seven women did not raise their hands but sometimes they would respond if the student teacher asked them a question directly. Those needed to be coaxed a little.

2. Grasp of the law

a. Student knowledge of Street Law materials

It was unclear whether the residents had read the habeus corpus section of the Street Law book since their questions and comments were based on their own individual cases.

b. Knowledge of the law

The major source of their knowledge was their own personal experience.

c. Homework

No homework had been assigned.

3. Response to the student instructors

Friendship and ease were the key notes -- a more sorority-like atmosphere than a classroom. For those who were interested in learning law the class presented the only interesting class at WDC. (As a matter of fact, even though the class started out with more than double the amount present, this is part of a tradition at WDC and turnout for Street Law was good). The students liked the teacher and felt very much at ease with her. However, a few of the residents were critical of her inability to answer all the questions.

H. Miscellaneous Comments

I think the second class, in its role playing for the parole revocation hearing, was very useful in showing the residents how to become advocates and how to play difficult roles. For example, the woman who played the parole officer found it very difficult to admit that anything was the matter with the parolee. This in spite of the fact that the statement prepared for her said that she, as parole officer, didn't like her parolee. She was forced to play an alien role and learned something useful.

I also believe that, in spite of the fact that I could not evaluate this class as I could the others, the presence of a committed, informed law student and the Street Law materials are as valuable and important to WDC residents as to residents of the other correctional institutions.

Street Law

A. Background Information

1. Lorton Maximum
2. November 18, 1976
9:00 to 11:00 a.m.
3. Instructors: Mark Farrell (arrived at 8:40) and Julio Caitillo (arrived at 9:20 -- he had been stopped en route to class by police for New York tags).
4. Number of resident

There were 10 present at 9:00 a.m.

At 9:20, a resident in the Street Law class walked in seeking legal advice about a detainer he had from North Carolina. I was in the back and spoke with him and advised him about the Interstate Compact Agreement on detainers, and told him to contact his C and P officer and the North Carolina authorities to see why he had no hearing within 180 days. He then left.

One resident left at 9:20. Another came in at 9:30 and asked if two of the residents then participating in the mock parole revocation hearing could go to the hospital for physical therapy. The two said they would be along later, and the messenger left.

At 9:30 a resident entered and stayed.

At 9:36 another entered and stayed.

At 9:40 a third resident came in and stayed.

At 9:50 the two residents, having finished participating in the roles, went to the hospital (at least they left the room).

At 10:10 one resident who had left returned.

At 10:45 another resident entered.

The class ended at 11:00 a.m., but one student instructor remained to discuss individual cases with residents.

5. Number of Citizens Present

Not applicable.

6. Others Present

One correctional officer came in twice during the two hour session but did not stay more than a minute or two. The atmosphere in maximum was no more coercive nor was discipline stronger than in other classes.

7. Materials Used During Class

a. Street Law Text

They used the Street Law Correctional Book, Chapter 7, Alternative Remedies to Enforce Prisoners' Rights.

b. Other materials

They also used the fact sheets prepared by the Institute containing statements of fact for the mock parole revocation hearing, with a draft statement for each witness.

8. Facilities and Equipment

A large room in the School Building is used for multiple purposes. There are lots of windows. A blackboard is in front of the room, along with a rectangular table on which the student instructor placed materials and at which he occasionally during the class.

The school chairs were informally arranged around the front of the room, more or less in a circular manner.

B. Chronology of Class Activities

Before the class began, the residents asked questions of the student instructor regarding their personal legal cases for about 20 minutes.

9:10: Started a dry run of the parole revocation hearing scheduled before the D. C. Parole board in December. "Let's take some positions and role play," said the student instructor.

The remainder of the class was devoted to having residents role play based on the facts contained in the prepared statement for the mock hearing.

There was the parolee, the employer, the student friend, attorneys for the parolee, and members of the Parole Board. The actual role playing was liberally peppered with a discussion of tactics, credibility of witnesses and group discussion of what points should be emphasized by each witness.

By 11:00 almost all the witnesses had gone through the roles but there was still a need for more rehearsal. Classes are scheduled to end at 10:30 but usually go until 11 a.m.

C. Law Students as Teachers

1. Extent to which student-instructors display a solid understanding of the relevant law and related information.
 - a. Are they fully in command of the Street Law materials?

The ten minutes devoted to a view of Chapter 7 and the problems pending in U. S. v. Palmore was very hastily and quickly done. Given the fact that he said he was summarizing and given the fact that I was not here for the previous class, it is difficult to assess the Student Instructors' command of the materials. I felt that some of the points were unclearly made. For example, he ran through some difficult points about the state of the law and cited many cases which were not mentioned in the book (Stone v. Powell) and attempted to discuss use of Federal habeas corpus. I think that the student instructor was very familiar with the materials but he presented the summary too quickly and in a somewhat unclear manner. He continued to emphasize how difficult and unclear the law was, perhaps over-emphasizing the importance of the U. S. v. Palmore case.

- b. Other relevant materials?

The student instructor, when teaching the parole revocation roles, appeared to be well in command of the law regarding parole revocation, although there was no specific discussion of the legal basis for parole revocation (e.g., technical violations of conditions of parole versus revocation because of arrest), nor did they discuss the due process requirements imposed by the Supreme Court in the case of Morrisey v. Brewer. The fact situation on which this class used the Claude Rogers case was a parole revocation hearing based on a conviction for passing three bad checks. There was a specific discussion of what conditions of parole this violates (e.g., condition 9). The discussion and role playing were designed to develop the advocacy skills of the residents so that they would be better prepared in their own individual cases to advocate the most helpful facts on their own behalf.

2. Skill with which Student-Instructors Communicate with Their Students
 - a. Is the presentation well organized:

During the 10 minutes devoted to Chapter 7 and the lecture on suits against the sovereigns, there were no questions from the residents and I think that the residents did not clearly understand the complexities of the situation. However, as I stated above, it may also be that they had spent a great deal of time on that subject matter in the previous class and the lack of

questions or student participation did not reflect confusion or lack of understanding.

- b. Is it at a level the residents are likely to understand?

The residents understood exactly what was being taught concerning the mock parole revocation hearing. Namely, that they would be competing against another team from Youth Center #2 to see who could present a more convincing and persuasive case to be reinstated on parole. Secondly, they were told that they were learning how to develop their oral advocacy skills.

- c. Are the important points stressed?

The important points were stressed concerning the parole revocation hearing. The student instructor praised residents' questions when they showed insight and emphasized on one occasion that some points they raised had been brought out in the student instructor mock hearing in their class at the Law School. The student instructor raised the credibility of the parole officer by asking the parole officer how many times he had recommended that the parolee be reinstated. The student instructor explained that if the real parole board asked that question, it was important to answer that this is one of the few or only occasion on which the parole officer has recommended reinstatement. Otherwise, the parole board may not give much weight to the parole officer's recommendation.

One student instructor played a member of the parole board, which was a good idea since he could direct somewhat and raise points not raised by residents.

At one point an idea was presented and the student instructor said, "Let's have some rap on that point. What point should we be emphasizing?"

- d. Is the presentation interesting and lively?

The presentation of the Chapter 7 material was straight lecture and rushed too quickly. The presentation of the parole revocation role playing was very lively and interesting. The residents were permitted to explore as far as they wanted their own presentation of the facts. One attorney resident was very belligerent with the parolee and, when the parolee finished being asked questions and presenting his testimony, he said, "I can see why people don't like being a witness." There was general amusement and enjoyment of each other's roles. "It's a good thing John isn't on the parole board or Claude would never get reinstated," and a similar enjoyment in addition to education in the role playing process.

3. Classroom style

a. Is factual material presented objectively?

I cannot comment, since the facts were set forth on a printed sheet and the purpose of the class was to develop advocacy skills and to get the residents to understand how the board will react to the various facts. The student instructors used the fact sheets and attempted to assist the residents to be prepared to use additional facts not set forth in sheets that would be most favorable and realistic. For example, he didn't say how much the parolee was earning as a student instructor. His earning power was important since he pled guilty to forgery and writing these bad checks to stores for clothes. The student instructors pointed out that to overstate earnings would be inconsistent with the facts.

b. Are the student instructors evenhanded in their handling of issues?

The teacher/student relationship was excellent. There wasn't any tension or unwarranted imposition of discipline. The teacher said, "You cats weren't as well prepared for this as you should have been." The residents clearly respected and appreciated the law students. Part of the good relationship and credibility is due to the informal style of the class. The student instructors moved around and sat at different desks and praised the residents for good questions and assistance in developing all the questions or thinking. For example, when the student parole member asked, "Are you ashamed of what you did?" (which is an extraordinary kind of question), the parolee answered "Yes" and the student instructor emphasized what a good attitude that would be before the parole board. The student instructor believes that the good rapport they have and the residents' credibility stems from the teachers' helping residents on individual cases (e.g., checking court jackets, statutes of appeal, etc.).

4. Classroom Discipline

a. Do the student instructors seem to have their students under control? At all times? Some of the time? Too much so?

"Control" is not a good way of explaining the relationship. Although there were many "ins and outs" of residents and some conversations about the materials going on quietly during the class, the residents almost all participated either playing roles or asking questions or making comments or answers, and there was no need for the student instructor to exercise discipline except to move on to another question if the discussion got bogged down in one area. For example, at one point the student teacher was asked many too-detailed questions concerning his knowledge of the parolee's financial situation. The residents seemed to think that the employer should have

known that the student and the parolee were in need of money. They then developed a series of questions about the pride of the parolee in not asking for assistance and, although the student instructor might legitimately have indicated that the employer really could not be expected to know much about the personal life or financial life of the parolee based on the presented facts, the discussion was productive to the residents. This showed a sensitivity to the needs of the residents rather than a strict adherence to the materials or the realities.

- b. What happens when the instructor's authority is challenged?

Their authority was never challenged.

- c. Do a few students dominate the discussion?

Surprisingly to me, the discussion was not dominated by a few residents. Almost all the residents participated. One of the students who played the role of the attorney for one witness was not as bright as the others and had difficulty in getting started. The student instructor gently assisted him by suggesting some lines of questions. Student Instructors made efforts to involve all students in the discussions and made sure to call on those who raised their hand who were not principal participants. The teachers and residents were on a first-name basis. Teachers know all their names.

5. The student instructors as a team, and as individuals

- a. How well do they function as a team?

It was important that one is black and one is white, although there was no difference in how the students reacted to or treated the two. I think as part of the educative process that an integrated team is desirable. They have a good relationship -- there were no tensions between them. One played a parole board member and the other tended to comment on the questions or praise a question, although one of them summarized the 10 minutes on Chapter 7 and the remainder of the class was on the role playing for the hearing. Based on what I saw, there was no difference between them. They shared the comments and roles well.

D. Teaching Method

1. Kinds of Teaching Methods Used

As stated above, 10 minutes was lecture and the rest was devoted to role playing, with a discussion of what points should be emphasized and suggestions by the teacher that, for example, the parolee should state that he would be willing to make restitution to the stores.

2. Skill with Which Student Instructors Employ their Teaching Methods

The teaching and development of the roleplaying skills were excellent. The teachers had attended their own parole hearing and were in a position to guide the discussion somewhat. However, for the most part the student instructors allowed residents to develop the questioning even if on some occasions the discussion wandered. The student instructors made constructive suggestions about what witnesses could say in addition to the stated facts (e.g., that the teacher might be an amateur psychiatrist and might be presumed to know something about the parolee's personal financial problems).

There was a discussion of the word "fast" in the fact sheets describing the crowd which Rogers, the parolee, began to hang around with. The student instructor explained that he thought "fast" didn't mean morally fast but referred to a higher economic crowd who liked cars (in fact, the parolee had bought a car) and dressed well. The student instructor explained that, if asked at the parole hearing about his parole, he should say something like, "All campuses have fraternities." The student instructors were well prepared and not "winging" it.

3. Aptness of Methods

- a. Were the methods employed appropriate to the information to be conveyed?

Role playing is the best choice of teaching methods for a mock participatory hearing. As one of the student instructors commented, the purpose of the whole exercise is to make the residents better advocates of their own cases whether dealing with their correctional and parole officers or if they came before the disciplinary board or the parole board. The role playing encourages the residents to think philosophically and to evaluate more objectively the criminal justice system. The student instructors must decide how to approach the board (e.g., whether to say that at the time they wrote the checks they thought there was sufficient funds or to say that they knew they didn't have sufficient funds but really needed to buy a fraternity blazer and intended to make good the money.

- b. Would other techniques have been better?

The student instructors could have used the blackboard to write lists of what the witness could say affirmatively based on the facts. Also they might have passed out a list of the chronology of events, since the fact sheets were a little confusing to many of the residents. The use of written materials would have ensured that those who were not as instinctively adept at playing the roles

would have a check list to talk about on the day of the performance. A written list would assist even the most articulate to make sure everything was covered in the prepared statement. Thirdly, there was no factual legal data presented to the residents as to how the parole hearing itself will be structured. For example, whether the parole board will conduct the hearing or have the attorneys for the parolee call the witnesses. Also, the student instructors did not make the distinction between what the parolee would say and what role the attorney would actually have at the hearing. I gather that this was not made clear to the student instructors and I suggested to Ed O'Brien that he check with Rev. Ferrell of the Parole Board to set forth an agreed format for all the institutions to follow.

E. Street Law Text

1. Coverage of major points

See comments above. I cannot say more based on the 10 minutes of review which this section covered. Based on my conversations with residents, the text is understandable. The student response was very helpful to them. I believe the text should be in loose-leaf form so as to be up-dated more frequently, (e.g., there are now 10 parole conditions and the Street Law text has 14).

F. Student Response

1. Level of Interest

- a. Did the residents appear attentive? All? Only some?

Yes, all the students were attentive.

- b. Was their interest sustained throughout or did it vary?

Some students became more interested in certain points than others and had strong ideas about, for example, what financial knowledge the employer should have about the parolee's status but almost all became involved in one part of the discussion if not always.

1. Grasp of the Law

The residents had some difficulty understanding the nature of being an advocate for the parolee. Although the student instructors emphasized that the residents would be trying to persuade the real parole board to reinstate the parolee on parole, some of the attorneys for the parolee became belligerent in their questions of the parolee, which of course is inappropriate. A lawyer should never cross-examine his or her own witness or client. In the case

of one of the more articulate residents, who was playing an attorney, his questions were so critical of the parolee that the other residents reacted against him. This brings up another beneficial value to the role playing method of teaching residents in order to make them deal more successfully in their own lives. This particular resident was smart, aggressive and probably does alienate his peers. Through this method he may learn more effectively from the reaction of his own peers to be less aggressive. In any event, a minimum the role playing allows him an opportunity to let off steam in a well channelled manner.

I cannot comment on their grasp of the Street Law materials. However, some of the residents involved in the role playing section were able to talk about their own experience with the parole board, which was an important input for the class since the teacher instructor knew little if anything about the actual parole hearing. A comment from one resident said that, "There is not a whole lot of law at a parole revocation hearing and the lawyer doesn't play much of a role" is correct information which the student instructor could not and did not know. Thus, in this kind of learning process the resident can give insights which the student instructor can not.

3. Response to the Student Instructors

As I stated above, the residents appeared to respect the student instructors but they could joke together -- not a hierarchical relationship nor disciplinary action was even hinted at nor was it necessary. The residents clearly enjoyed the class and as a factual matter, except for the school program which the students say is overcrowded with poor materials. Maximum does not offer any other classes which they consider to be relevant to their lives.

G. Citizen Participation

There is no citizen participation.

H. Miscellaneous Comments

1. What do you think was the principal value of this class?

I think the principal value of the class was to allow the residents to develop a consciousness about what really goes on at a parole revocation hearing and how to utilize their accomplishments for their own benefit. The parolee in the case, Claude Rogers, had been successfully on parole for 1/2 year. He had worked hard and gone to graduate school at nights, paid his mother's mortgage and had gotten into difficulty because he wanted more money for clothes to belong to a social group. The facts are human and the parolee could empathize with the parolee but also develop some understanding that if in similar situations they should perhaps do what Claude Rogers had not done and ask for help from their

employer or from their friend. Although the parolee's pride was an important concept to them, an awareness developed that Rogers' parole might be revoked because of that pride. The development of the approach to the parole board from, "I thought there was enough money in my account," to "I needed the clothes and I fully intended to pay for the clothes," is an important attitudinal development not only for their performance in the mock parole hearing but for their own personal lives. Another more cynical interpretation of this "attitudinal change" may be their realization that an admission of guilt gets one further with an institution like the parole board than does a denial of guilt.

2. What do you judge to be its major defect?

The class had no major defect. However, as I indicated, I think the review of the Street Law materials was too fast and too cursory to have been of much value to the residents. I also think that a more precise description of the procedures to be followed at the parole revocation would have been useful. Use of the blackboard or written lists would be helpful in requiring residents to think through problems.

STREET LAW

A. Background Information

1. Central Complex
2. November 19, 1976
9:00 - 10:30 a.m.
3. Instructors: Allan Dale and Carl Wright
4. Number of Residents Present .
 - a. At beginning of class - 7
 - b. Late arrivals - 4, at around 9:25, 9:30 and 10:10
 - c. Early departures

At 9:30 the students who were in charge of the library took the class roster out and came back in to ask 7 or 8 individuals to go to the library after class. The student instructors said that there were usually about 13 men in the class. They later asked the residents present why so few were in class, and the residents said that there was a special party (so called) being held that night and the men were preparing. The student instructors showed me the attendance list and, indeed, there usually were about 18 men in class.

- d. "Ins and outs" during class

Two or three residents came into the room to enter into another room during the class, but as it was in the rear of the room they did not disturb the discussion.

5. Number of Citizens Present

There is no citizen participation in the class.

6. Others Present

- a. Corrections Officer(s), education specialists, etc.?

Not applicable.

7. Materials Used during Class

- a. Street Law text

No Street Law materials were used at all during the class except for the Claude Rogers fact sheet for the mock parole revocation hearing to be held before the Parole Board on Dec. 4.

- b. Other materials

Not applicable.

8. Facilities and Equipment

a. Location of classroom

The classroom was located in the school at the main complex at Lorton. It was a very bright, sunny room, with lots of windows. There was a blackboard built into the wall. The desks were large wooden ones, with a built-in seat and lots of room for writing. The student instructors arranged the chairs in a circle and there was no main desk for the student instructors to sit at. They distributed themselves around the room like the students.

b. Arrangement of chairs, etc.

See above.

c. Equipment available

The blackboard was used by the student instructors to write down the facts to which each witness could testify during the hearing.

B. Chronology of Class Activities

9:15 - The class got started formally, although there had been informal discussions before. The student instructors announced that the parole board hearing would be held on December 4. He told them that the press would be there. The student leaders were concerned, because the two most articulate men, who would play the major roles of the attorney and the parolee at the actual hearings, were not there. The student instructors asked those who practiced role playing today to be sure to attend the actual hearing.

9:25 - Started the Claude Rogers case. One of the student instructors made opening statements, but the students were not prepared for roles. The student instructors had to go over the facts of the case again and re-emphasize that they had only one more class to prepare for the actual hearing. They were going to schedule an extra class for that. The student who is the librarian, and very articulate, said he would not be at the hearing on December 4, but he played the role of the attorney and started the discussion. The rest of the class time was spent having the residents question each of the witnesses for the hearing. The first statement of the parolee was about restitution. There followed a discussion of how much he could pay a month. The parolee said he was trying to "send the check to the bank," then there was a discussion of whether this was a realistic approach to be presented to the parole board.

10:00 - The parole officer presented his report.

10:20 - A student instructor gave a "model" statement, since the residents were having some difficulty understanding how a case for parolees should be presented.

10:30 - Class ended. A student instructor assigned work for the next class -- Chapters 6 and 7 in the Correctional Street Law Book, pages 43-54. (Due Process, Rights of Prisoners) and told them he thought this would be an important class. He took role at 10:30.

C. Law Students as Instructors

1. Extent to which Student Instructors Display a Solid Understanding of the Relevant Law and Related Information

No legal material was presented. However, in discussing what happens at the parole revocation hearing, a student instructor told the class that the board would inform the parolee and his attorneys that his rights under Morrissey v. Brewer had been afforded him by the board. There was no discussion of parole law.

2. Skill with Which Student Instructors Communicate with Their Students

Since there was absolutely no lecture, I cannot comment on this.

3. Classroom Style

Is factual material presented objectively?

The student instructors used all the facts in the written Rogers' fact sheet and encouraged the residents to stick to the facts and not to invent facts which were not consistent with those stated.

b. Are the student instructors evenhanded in their handling of issues?

This was not addressed.

c. Is the instructor/student relationship relaxed (egalitarian) or formal (authoritarian)?

The atmosphere in the classroom was relaxed and egalitarian. Although the student instructors called the residents sometimes by their last names (Mr. Jones) and not always by their first, the atmosphere was friendly and convivial. There was lots of joking but a definite respect by the residents for the teachers and no desire on the part of the student instructors to be authoritarian. Their role was to guide the discussion.

4. Classroom Discipline

- a. Do the student instructors seem to have their students under control? At all times? Some of the time? Too much so?

There were absolutely no problems about discipline. The residents were there to learn and to express their views, and they were very attentive.

- b. What happens when the instructors' authority is challenged?

This didn't happen.

- c. Do a few student dominate the discussion?

The students who chose to play the various roles -- e.g., parolee, parole officer, employer, fellow student, attorneys, and members of the parole board -- participated more fully than those who were not assigned roles. Those other residents did sometimes make remarks or participate in the discussions, but not too much. One resident raised his hand to make a comment and when he was not called on, left the room. (I later asked one of the student instructors if this occurred frequently, and he said that that particular resident was psychotic and often caused difficulty in class, that he had raped an 80 year old woman.) I also gathered from the student instructors that the two most articulate residents (one of whom can give the citation for every major Supreme Court and U. S. Appellate D.C. case in the correctional area) participate a great deal in the class. I cannot judge the effect of their presence on the class, but their absence was noted on at least two occasions.

5. The Student Instructors as a Team, and as Individuals

They pretty much divided the turf during the course of the class. One of them tended to be less aggressive and more sensitive (e.g., apt to call on one of the residents in the back of the room who raised his hand tentatively). The other student instructor was more dominant. He raised questions and wrote on the blackboard the names of the witnesses and the important facts that each could testify to at the hearing. However, the combination of their two approaches was most effective, and each was responsive to the other. They responded to two different needs in this kind of teaching situation: First to teach the resident the kind of facts and how to present their case most effectively and persuasively to the parole board; and, second, to have the residents themselves explore and develop, however cursorily, their own approaches to the problems. The net result was an effective blend of the two.

D. Teaching Methods

1. Kinds of Teaching Methods Used

They used the role playing method almost exclusively in the class, but there was considerable guidance by the student instructors as to what points should be emphasized by each witness. The blackboard was used by the student instructor to emphasize these points. There was also broad discussion by the residents on certain critical moral/tactical points, such as whether or not it would be credible for the parolee to tell the board that he thought he had enough money in the bank to cover the checks.

2. Skill with which Student Instructors Employ Their Teaching Methods

a. Did the student instructors apply their pedagogic techniques skillfully?

The student instructors said they had used role playing on previous occasions in the disciplinary hearing. They were skillful in guiding the residents to develop the written fact and to discuss alternative means of handling the facts. A student instructor suggested that it might be appropriate for the student (who was playing the role of a friend) to demean himself and say that there was too much pressure put on the parolee to conform and dress, and that they wouldn't have let the parolee in the club unless he wore the appropriate clothes. In working with the parolee, the student instructor encouraged him to use this tactic: "Look, I am an example of the system working. I was paroled and have a good job, and am going to graduate school at night." The student instructor said that the parole board would be responsive to that approach, and he also believed that the U. S. system worked better than any other, even if it wasn't perfect. He cited a case in Mexico he had been involved with, where individuals were arrested and incarcerated in inhuman conditions when the American Express checks had been stolen and they couldn't pay their hotel bills. There was some discussion about the U.S. system and its imperfections.

b. Were they "winging it" or did they appear prepared?

It was my impression that, although the student instructor was thoroughly familiar with the fact pattern, many of the residents had not adequately prepared for the class. This was evident at the beginning, when no one wanted to start. It would have been advisable for the student instructors to put the list of witnesses and the outline of facts on the blackboard prior to the role playing, rather than putting it on the blackboard when it became clear that the residents were having difficulty getting started.

3. Aptness of Methods

The role playing technique, combined with a discussion of some of the points raised and how to best present them to the board, was the most apt method of preparing residents to be advocates for members and to understand how the parole revocation system works.

This method is well suited to the articulate verbal resident who wants to be able to deal more effectively and more knowledgeably with the criminal justice system. It would have been helpful for the student instructor to explain more systematically how the hearing will proceed, and use to a greater extent notes and written materials as aids to learning. To explain a verbal articulation does not develop those cognitive and writing skills, which is one purpose of the Street Law program.

E. Street Law Text

Not used.

F. Student Response

1. Level of Interest

a. Did the residents appear attentive?

All of the students appeared attentive, although not all participated in the discussion and questions.

b. Was their interest sustained throughout or did it vary?

They were clearly genuinely interested in the entire proceedings and understandably so, since many of them will, if they have not already, participate in their own parole granting and parole revocation hearing. Several residents who had participated in parole revocation hearings of their own made comments which were helpful and, in my experience, accurate. For example, one said he had been before Mrs. Hardy and Rev. Ferrel and she was much tougher than he. What he didn't understand was that Mrs. Hardy is the staff person and makes recommendations to the board, and Rev. Ferrel is Chairman of the board. The student instructors did not know this either and did not know the name of Joan Burt, the other acting member of the parole board. Here they were unable to respond.

A second resident said that the attitude of the parole board toward the parole officer varied a lot -- that the board liked some and didn't like others, and this had an effect on the board's decision. The response and input of the residents was often as important in a practical sense as that of the law student instructors, who have never participated in a parole revocation hearing.

- c. Do all or only some of the residents contribute to the discussion?

As mentioned, not all the residents participated in the discussions. Of the eleven, perhaps three did not speak during the entire class. In my view, there was a high percentage of participation.

2. Grasp of the Law

- a. Street Law materials

I cannot comment on Street Law materials.

- b. To what extent did they display knowledge of the law apparently acquired from other sources?

Some of the residents displayed knowledge -- several about their own experiences before the parole board. There was no discussion of law, such as, for example, the fact that the decision to revoke parole in the District of Columbia is a discretionary matter with the board. Although a plea of guilty to a new charge is a violation of parole and more serious than a mere technical violation (e.g., failing to report to your parole officer as required), the board will always retain discretion. This was not discussed either by the students in class or raised by the residents.

- c. If homework was assigned, was it done?

Their homework had been to prepare various roles for this rehearsal, but many of those who had been assigned roles were not there. The classes are voluntary (and should be), but this occurred in several of the classes and cannot be avoided.

3. Response to the Student Instructors

- a. Did the residents appear to respect their student instructors?

There was an excellent relationship between the students and the instructors. Respect, yes, but more a sense of sharing and comradeship, which may be more conducive to building trust and credibility in the system than respect in the traditional sense.

- b. Any other reactions of note?

In brief interviews with the residents, they viewed the materials in the books as being very important to them. Many perceive the chief virtue of the course in allowing them to beat the rap and say if they had known what they do now, they would not have been convicted. They saw the class as helping them deal with their own cases but they also liked having the consumer and landlord/tenant book, and many of them had already

read through the book, although they have not yet reached that part of the course.

G. Citizen Participation

Not applicable.

H. Miscellaneous Comments

1. What do you think was the principal value of this class?

The principal value of this class was to help the residents understand how to advocate for themselves in a similar situation and to have them understand that there is some basic rhyme and reason about the way the parole revocation process operates (e.g., the fact that they realize that no matter how successful the parolee was in adjusting, he did something wrong and will be lucky to become reinstated on parole). This will help them to deal with their own lives more intelligently.

2. What do you judge to be its major defect?

The major defect of the class was that, although many of the residents who were to play key roles were not there and the other residents had to substitute at the last minute, the student instructors tried to start cold without going over on the blackboard the facts and the various roles to be played. There tends to be a dependence on the more articulate residents for the role playing. If they are absent, it is more difficult to involve some of the less articulate residents who, in fact, can most benefit from learning to develop their skills and advocacy.

STREET LAW

A. Background Information

1. Youth Center #1
2. November 22, 1976
9:30 - 11:00 a.m.
3. Instructors; Nancy Cook and Gary Weissman
4. Number of Residents Present
 - a. At beginning of class - (9:40) 13 residents present.
 - b. Late arrivals -- by the end of class 20 residents were present.
 - c. Early departures -- 1 resident left at 9:42; two came in and one left at 9:45; two stood by the door for a while and then left; three more inmates came in, also Gary Weissman and two citizens; at 9:50 a guard came in with some copies of Street Law books he had found. Gary Weissman left the room for 2 minutes. 9:53 - one resident left; 9:55 - 1 returned; 10:15 - 1 came back; 10:35 - a guard came in and left; 10:37 - one came in; 10:40 - 1 left; 10:45 - 3 residents left.
5. Number of Citizens Present
 - a. At beginning of class - 6
 - b. Late arrivals - 2 more came in at 9:45.
6. Others Present - (Not answered)
7. Materials Used during Class
 - a. Street Law Text - Juvenile Law, p. 58 - 63.
 - b. Other Materials

They went over a criminal law quiz which had been given in an earlier class, referred to answers in a search and seizure memorandum distributed by the law students in another class, and also referred to page 43 of the blue book concerning Miranda warnings. The student instructors referred to a handout they had given to the students on Motions Practice. They did not use additional written materials. But the lecture on juvenile law covered much more than the Street Law materials.

8. Facilities and Equipment

a. Location of classroom

The classroom is in a school building, with student desks. There is good lighting.

b. Arrangement of chairs/desks of residents, citizens and student instructors

The chairs were arranged in a circular horse shoe position facing the front of the classroom, where a blackboard stood and where the student instructors stood and/or sat. The blackboard was used to list the different adult versus juvenile terms as on page 61 of the Street Law text. (The text was not referred to.) Many of the residents were clustered together at the far end of the room when the citizens and law students arrived. Some of the residents sat between the citizens and some of the residents who arrived late sat between citizens.

B. Chronology of Class Events

9:55? 9:40 - 9:50: There was a lecture on the history of the development of due process for juveniles -- the New York House of Refuge (1899), the creation of the first juvenile court, and the extension to juveniles of the same due process rights as adults.

9:50 - 10:00: Discussed D.C. juvenile procedures from us, (U.S.?) and adult petitions they had filed. Explained terms and court processes.

10:00 - 10:26: Lectured on the rights of kids versus the rights of parents and/or schools. Talked about a Supreme Court case which said that children can exercise constitutional rights (for example, wear black arm bands to protest war), and discussed the right of parents to keep money earned by minors, excluding minor payments.

10:26 - 11:00: Reviewed in detail the criminal law quiz for the remainder of the class.

C. Law Students as Instructors

1. Extent to which student instructors display a solid understanding of the relevant law and related information

One of the student instructors had taken a clinic in juvenile law in Colorado during the summer and had studied juvenile law. The student instructor did not refer to the contents of the

juvenile law chapter except for the list on page 61. However, her lecture went far beyond the limited material presented in the Street Law book and was well organized and prepared. This showed care and ingenuity. Neither student instructor knew what the D. C. statute provided regarding discretion between 16 - 18 years of age. However, they said that they would find out, which is the best response. The book did not mention by name In Re Gault or other significant cases by name and date. The criminal law quiz itself was an excellent test, and indicated the student instructors were well prepared.

- a. Are they fully in command of the Street Law material?

Yes, the development of due process for juveniles was clearly presented and well presented. The question and answer aspects indicated that the student instructors did not know the specific statutory processes of the D. C. statute as well as they might have. (For example, they did not know about transferring juveniles from one D.C. facility to another; they did not know the specifics of how the system deals with juveniles between the ages of 16 and 18.) However, they were able to answer some questions not covered by Street Law materials.

I think the material in the juvenile law section is very scanty.

- b. Other relevant material?

I felt that that part of the lecture about the origin of reform schools and houses of refuge for children was not of great interest to the students. It was of historical interest to me, but not as relevant to the residents as would have been a more detailed discussion of D.C. case law and a description of juvenile procedures. The discussion of D. C. law aroused questions and comments from the students, whereas during the lecture they appeared to be less interested. The question and answer period and the review of the criminal law quiz were more relevant and meaningful.

- c. Relevant aspects of the "law in action"?

Yes, the juvenile law lecture showed the differences and similarities between treatment of juveniles and adults (e.g., no bail for a juvenile and no bounds for sentencing, except for review after two years of incarceration). Key procedural differences between juveniles and adults were explained. However, no mention was made of the organizational structure of the courts, the importance of the Social Services, or the practical realities of Juvenile Court. It might have been helpful, for

example, to point out that Juvenile Court has fewer judges and greater delays because of budget squeezes and to discuss how that affects witnesses and juveniles. The court's primary emphasis must be to try criminal cases unless defendants are incarcerated. This kind of input may give residents insight into the difficulties of administering the courts.

2. Skill with which student instructors communicate with their students

The straight lecture method used in the development of procedural due process for juveniles was presented too quickly and was less interesting for the class than it might have been. The residents did not take notes, although two had pencils and notebooks. Generally the residents appeared to be distracted and bored during the lecture. However, when I asked the student instructor about the choice of teaching methods after class, they said they had initially made a determination not to use the lecture method. However, when they lectured about the sentencing section they were complimented by the class. Therefore, they decided to repeat the method for the juvenile law section. It was my perception that the residents enjoyed and identified with the question and answer session relating to D. CL law more than with the lecture on the history and development of the juvenile court in England and the United States.

3. Classroom Style

a. Is factual material presented objectively?

Yes, there was good factual presentation of the differences between juvenile and adult procedures. There was also a good, quick survey (beyond the scope of the Street Law materials) of the constitutional rights of children versus parents and children versus schools.

b. Are the student instructors evenhanded in their handling of issues?

Mostly factual and evenhanded, although not always (for example, when asked as to whether a juvenile record could be used as a criterion in setting bond for an adult, a student instructor said, "It shouldn't be, but probably is."). In the criminal law quiz there were a few trick questions (e.g., Is it true that a Lorton resident can ask his private doctor to examine him as long as the doctor is licensed to practice in D.C.? The answer is - No, the doctor must have a Virginia license.). Otherwise, the questions were fair, challenging and required specific knowledge of facts (e.g., name the three kinds of detainers.)

- c. Is the instructor/student relationship relaxed (egalitarian) or formal (authoritarian)?

The relationship was more formal than in the other classes I visited. The presentation was relatively structured and there wasn't much joking. The student instructors called the residents by their first names and the citizens by their last names. (I mentioned this to one of the student instructors after class and he responded that the class had decided that students should be called by their last names. He had called some of the residents by their first names that day because he had been out the previous Saturday with some of them, practicing role playing for the parole revocation hearing. Therefore, he knew those residents a little better.) The atmosphere was definitely not authoritarian, but there was not the same camaraderie that existed in some of the other classes. That difference may or may not be explained by the presence of the citizen members. Another factor may have been that the instructors stayed in the front of the classroom and didn't mingle among class members the way other student teachers did. However, the student instructors did respect residents and were committed to their job of teaching them. Their degree of preparation was impressive.

4. Classroom Discipline

- a. Do the student instructors seem to have their students under control? At all times? Some of the time? Too much so?

There is no problem regarding discipline. The class was silent during the lecture. During the question and answer session there were some quiet one-to-one conversations going on, but they did not disturb the class. Since the door to the classroom was close to the front of the room, the exits and entrances into the class while it was being conducted were more distracting to me than when the door was in the rear of the classroom. There was an atmosphere of respect for learning.

- b. What happens when the instructor's authority is challenged?

Again, there were no discipline problems. On two occasions, a student said that the statement of law made was incorrect. Once one of the student teachers said that a person couldn't be sentenced under the Federal Youth Corrections Act after the age of 22, and a resident said he had been. Another student instructor stated that it would be unconstitutional for a judge to provide, as a condition of probation, that a juvenile be exiled out of the District of Columbia. A resident stated that he had been sent out of the city for one and a half years. These events did not present a challenge to the student instructors' authority because they were interested and obviously accepted the stories as being true. On many occasions, residents knew much more about how the system actually works as opposed to how it should work, but the student

instructors appreciated their comments.

c. Do a few students dominate the discussion?

Yes, three residents asked more questions and participated more freely in the discussions than others. Some citizens answered questions posed by residents and asked precise, good questions. However, in reviewing criminal law quizzes, student instructors called on those who had answered various questions accurately and many participated in this way.

5. The Student Instructors as a Team, and as Individuals

a. How well do they function as a team?

They took turns in playing the major role. While one student instructor presented the juvenile law lecture, the other interrupted to ask questions of the class or to pose a related problem to the class. Then, at 10:26, they switched roles and the other led the discussion of the quiz. There was a clearer separation between their roles than existed in other classes, but it worked well. They were very much in tune and well organized.

b. Is there a significant difference between them with respect to items C 1. - 4., and if so does it make an appreciable difference to their performance?

One of the instructors was more confident and at ease with students than the other; that same law student was more objective and more flexible in factual presentation. However, both were well prepared for their roles in that class and the differences only affected the enjoyment of their presentation. Also, it is difficult to compare styles of lecturing versus reviewing a quiz. Both were good teachers.

D. Teaching Methods

1. Kinds of Teaching Methods Used

These included a lecture, questions and answers, discussion, and "show and tell."

2. Skill with which Student Instructors Employ Their Teaching Methods

a. Did the student instructors apply their pedagogic techniques skillfully?

Yes. Please see above for my reservations about the lecture (too quick) and style (voices too soft). It could have been more interesting. However, the material was well covered and well thought out, and taught the most important aspects of procedures in juvenile court. The fact that the lecture went beyond Street Law materials demonstrated a real interest in the subject matter

and a commitment to the course. The review of the criminal and correctional law quiz was an excellent review of that part of the course.

- b. Were they "winging it" or did they appear to be well prepared?

They were very well prepared.

3. Aptness of Methods

I think that more Q and A and a short role playing of a juvenile in a bond review hearing or sentencing would have been more appropriate than the lecture approach for teaching the difference in juvenile procedures. This judgment is based on: (1) the low level of attention exhibited by the residents during the lecture; and (2) the program's objective of teaching practical law to residents.

It might also have been useful to have a juvenile attorney make a short presentation to the class about how the system operates -- the presentation was not specific enough about D. C. law and how a juvenile system operates.

E. Street Law Text

1. Coverage of Major Points

- a. Are the important facts, law and issues covered?

Yes

- b. Is there an appropriate balance of legal theory and practical information?

There was very little practical information presented in this class concerning the operation of the juvenile court or what goes on in the juvenile institutions. The presentation was more technical and emphasized procedural due process for juveniles (e.g., right of attorney, cross examination, right to face complainant, etc.). The book should mention In Re Gault, and it leaves out other important cases involving the rights of juveniles. The materials in the juvenile section seemed to be much less in-depth than others. This may be intentional but, if so, the emphasis should be more on significant Supreme Court and D. C. case law than descriptions of court procedures.

There should be a written section mentioning the Child Abuse and Neglect jurisdiction of the juvenile court, and the existence of the Friends of the Superior Court and other organizations which admit juveniles. The section of the D. C. Code relating to the treatment of juveniles (section 16.12) should be cited and relevant sections of the D. C. Code achieved (?).

2. Style and Format

I think the photograph on page 58 could be improved. It looks like an interrogative scene and may not inspire confidence that procedural due process exists for juveniles.

F. Student Response

1. Level of Interest

- a. Did the residents appear attentive? All? Only Some?

As stated above, the student residents didn't appear to be too interested or attentive during the lecture on juvenile law but most were attentive during the question and answer session, the review of criminal law and the discussions.

- b. Was their interest sustained throughout or did it vary?

See above.

- c. Do all or only some of the residents contribute to the discussion?

It turned out that at least four of the residents present had come for the first time to class that day and they did not participate. Most of the citizens were silent unless called on to give an answer in a section of the quiz. Two asked questions. They told me that they didn't like to take too much time away from the residents.

2. Grasp of the Law

- a. To what extent did the students appear to have read and understood the Street Law material?

O.K. When asked, several of them knew the names of two institutions where juveniles were sent in D.C., and about five or six talked as though they had read the materials.

No one knew under what circumstances a juvenile record could be used. The student instructor asked, "If a juvenile with a record becomes a witness for the government, can he be impeached on the basis of that juvenile record?" No one knew the answer, but that was a sophisticated question. Some of the residents I spoke with had done pretty well in the criminal law exams (although I was told that the citizens had a much higher average) and had obviously learned a great deal. The test was difficult and sophisticated.

- b. To what extent did they display knowledge of the law apparently acquired from other sources?

As with all the classes, the residents' input and knowledge were often based on their own practical experiences and often their own personal cases. For example, one resident pointed out an inaccuracy in the test: When giving a choice of three answers to correctly identify the amount of time remaining to serve a given sentence of more than one year, the student instructor had forgotten to consider that a resident earns 30 days of good time a year. (The student instructor was delighted and amused at having been caught out.)

- c. If homework had been assigned, was it done?

The homework had been to read the juvenile law chapter. It was not clear how many had and how many had not.

3. Response to the Student Instructors

- a. Did the residents appear to respect their student instructors?

Yes, there was definitely respect but, as stated above, there was a more formal atmosphere in this classroom than in the others. The residents appreciated the professionalism of the student instructors and were good students.

- b. Any other reactions of note?

No.

G. Citizen Participation

1. How would you describe the citizens' contribution to the class? Does it facilitate or hinder the residents' learning?

I spoke with five of the citizens -- approximately eight attend regularly. Many of them have something to offer in terms of their jobs being related to assisting ex-offenders and those involved in the criminal justice system (e.g., one worked with the Department of Labor and Manpower, one with a third party custodian, one had been a probation worker in England, and another worked with the D. C. Office of Human Rights). I did not see many of them talking at length with the residents but three citizens told me that they were assisting residents in the class to find jobs.

The citizens learn substantive criminal law, which helps them in their lives. The citizens I spoke with were particularly interested in learning criminal law (for example, search and seizure). Several citizens expressed to me that some residents had been suspicious of their presence during the first two or three classes but had gradually accepted them.

The student instructors always left 10 minutes for conversation at the end of class. The student instructors said that some of the residents have attached themselves to some of the women citizens and that rapport makes classes more meaningful for the residents.

From the one class I observed the citizens were generally better students and better prepared than the residents, but they did not in any way attempt to dominate the class discussion. Quite the reverse was true. The presence of the citizens did not, in my judgment, affect the residents' learning in any way. However, the presence of the citizens may make for the more formal atmosphere and reduce the "rapport" that is a part of the learning process. I did not observe any rap sessions in that class. It was more structured.

2. What appears to be the residents' reactions to the citizens?

Residents didn't appear to treat citizens any differently than fellow residents. However, I didn't observe any great warmth or friendship between them.

H. Miscellaneous Comments

1. What do you think was the principal value of this class?

The principal value of the class was the learning of substantive law regarding the rights of juveniles and a review of the criminal law section.

2. What do you judge to be its major defect?

There was too historical a presentation of the law and not enough relevant practical information.

STREET LAW

A. Background Information

1. Youth Center #2
2. November 16, 1972
2:00 p.m. - 3:30 p.m.
3. Instructors: Janice Brice and John Isaacs
4. Number of Residents Present

a. At beginning of class

There were 16 at 2:00 p.m., and by the end of class there were 20.

b. Late arrivals

Two more came in at 2:10; at 2:30 two residents walked out and then one of them returned 5 minutes later.

c. Early departures

At 2:35, Officer Fitzgerald came in and called out one resident.

d. "In and Outs" during class

During class three residents moved around the room and sat at different tables.

5. Number of Citizens Present

This does not apply.

6. Others Present

Officer Fitzgerald came in on two other occasions and went to the back of the auditorium. He did something briefly and left immediately.

7. Materials Used During Class

a. Street Law Text

No Street Law text was used or referred to during class.

b. Other Materials

They used the Street Law fact sheet of the Johnny Barnes case, which contained the fact pattern plus model statements for witnesses at the mock parole hearing. The assignment for that day had been to make a list of the facts in favor of the parolee being reinstated, and those which worked against his reinstatement. The lists were turned in after class and used during class. The student instructor referred to a summary of the chronology of events, which was distributed during class to clarify some confusion among the students.

8. Facilities and Equipment

a. Location of classroom

The classroom was a very large auditorium in the schoolhouse, with a stage.

b. Arrangement of chairs/desks of residents, citizens and student instructors

The student instructors sat on the edge of the stage or stood below the students who were clustered close to the stage. The students sat in straight chairs, around square tin tables for four. Some other students lounged informally around the side of the room, but all were seated in a small section of the auditorium, which created an informal, cozy atmosphere in spite of the spaciousness and coldness of the room.

c. Equipment available

There was a large free-standing blackboard on the left corner of the stage on which the instructor wrote a list of pros and cons for the parolee, as the ideas were volunteered by the residents. The blackboard was used extensively. (It was wiped off twice during the class.)

B. Chronology of Class Activities

At 2:10 one student instructor took attendance. One student answered "present" for a student who wasn't there, and she said he shouldn't do that. The resident asked her to wait a few minutes for his buddy. Query - Are they required to be present at Youth Center #2, unlike the Complex? Answer - No.

2:20 - The student instructor made sure that all had copies of the fact sheet for the mock parole revocation hearing and explained what the word "mock" meant -- that Johnny Barnes never existed and never would.

2:25 - One student instructor handed out a Xeroxed copy to each student of a short chronology of the major events set forth in the Johnny Barnes case. (Residents assisted in passing out sheet.)

2:30 - 3:00 - A student instructor explained that they would now go over the assignment and would put on the blackboard the facts which would work for Johnny Barnes' reinstatement, and the facts contained in the sheet which would work against him. The residents volunteered what they thought should help the parolee (e.g., work experience, family man, good report from landlord). Each idea was followed by a discussion and comments. A student instructor asked residents to consider which of the facts on the blackboard would be most important in influencing the Board and asked them who thought he would be reinstated and who didn't, and why.

3:00 - 3:22 - They all regrouped into the various role playing groups. Each chose their own role. The student instructor emphasized that they would choose different people in the next class to play the same roles, and then the residents would choose who should play the role the day of the actual hearing. Residents played Parole Board members. The parolee gave his statement and was asked questions. Emphasized the need to decide whether the parolee should admit he had made a mistake in not calling the parole officer or whether the parolee should defend his act on the grounds that the parole officer was, by his own admission, unsympathetic to the parolee.

At 3:22 they stopped the class to allow me to spend the ten remaining minutes before roll call talking with the residents.

Class adjourned at 3:25.

C. Law Students as Teachers

1. Extent to Which Student Instructors Display a Solid Understanding of the Relevant Law and Related Information

I cannot answer, as no Street Law materials were used. However, I can say that the student instructor understood and explained to the class the differences between technical violation of conditions of parole and revocation for re-arrest.

2. Skill with which Student Instructors Communicate with Their Students

a. Is the presentation well organized?

This was the best organized presentation of the parole revocation hearing that I observed. There were several reasons for its success.

1) A written assignment was given to the students which required them to really consider the facts of the case before class.

2) The pros and cons of the case were reinforced in three ways, two of which were written. I consider the development of thinking or intellectual skills and written skills, instead of just reinforcing verbal skills, as being an important goal and objective for the classes.

3) The integration of the assignment with the class participation resulted in the residents having a clearer concept of how to role play and how to assess realistically the chances for his being reinstated on parole or not.

b. Other relevant materials?

The competition to play the various roles and the competition to make comments (lots of raised hands) were other indications of the success of the teaching methods.

c. Relevant aspects of the "law in action"?

The student instructors raised the important ethical points, such as whether the parolee should admit his guilt, and asked all the residents to make up their own minds about that issue. The list approach made sure that all the major points were covered, such as the need to emphasize the implications of the relationship between parole officer and parolee. The parole officer, in the facts, admits that he doesn't like the parolee, and that is an inappropriate attitude. The student instructors asked the residents to identify the strongest arguments in favor of and against the parolee and discussed those reasons. A student instructor altered the facts by taking away one fact. Namely, that the parolee had been violated on a previous occasion for failing to report to his parole officer, to see if that affected the vote as to whether or not the parolee would be reinstated. The residents didn't consider this to be a significant difference.

3. Classroom Style

a. Is factual material presented objectively?

Yes, both the list approach and the presentation were an even handed, factual approach to the problem.

b. Are the student instructors evenhanded in their handling of the issues?

The instructors were relaxed and informal with the students. One student instructor encouraged and praised their answers and called on everyone who wanted to participate in the discussion. The instructors were familiar with the first names of the residents, and residents called the instructors by their first names.

4. Classroom Discipline

- a. Do the student instructors seem to have their students under control? At all times? Some of the time? Too much so?

Students were responsive and alert to the instructors. Although some students milled about the room informally during the class, this movement did not disrupt the conduciveness of the class for learning. The instructors were able to maintain the attention of residents through a clear and organized approach to role playing. The residents were all encouraged and permitted to make all the comments they wanted, and all hands were raised. The instructors did ask students to be quieter on a few occasions, when several groups continued the discussion of a point after the rest of the class had moved on to something else.

- b. What happens when the instructors' authority is challenged?

This did not occur.

- c. Do a few students dominate the discussion?

There were approximately seven residents who predominated, but almost all of the residents participated. There was fierce competition between the residents to play the attorneys' roles, so that four of them played the attorneys at different times. The student instructors were sensitive to the wishes of the residents in that connection and did not interfere in peer group pressures.

5. The Student Instructors as a Team, and as Individuals

- a. How well do they function as a team?

One student teacher assumed a major role and was better prepared for the class. One reason for that may be due to the fact that the other had missed the last class (the residents commented to her that they had missed her), and the other had prepared the chronological events sheet and had assigned the homework. It was he who wrote on the blackboard and directed or guided the discussions. They functioned well as a team because the other law student would participate and direct the conversation and discussion or ask a needed question. They shared the correction of homework and work together as a team during each class.

- b. Is there a significant difference between them with respect to items C 1. - 4., and if so does it make an appreciable difference to their performance.

This was not addressed.

D. Teaching Methods

1. Kinds of Teaching Methods Used

a. Lecture, role play, Socratic dialogue?

As indicated above, the major teaching methods used in this class were involvement of the students by:

1) Analyzing the facts presented in the fact patterns and making lists;

2) Role playing in preparation for the mock parole revocation hearing;

3) Utilization of the Socratic method by posing important questions for discussion; and

4) Discussion and rap.

2. Skill with which Student Instructors Employ Their Teaching Methods

a. Did the student instructors apply their pedagogic techniques skillfully?

The student instructors were skillful in allowing residents to develop their own ideas without imposing their views. For example, a resident expressed the view that the illness of the son and the negative attitude of the parole officer towards the parolee excused the parolee from having to comply with Condition 3 -- namely, that he must report to his parole officer every month. A second resident agreed and said, "If I have to choose between my family or keeping on parole, I'll choose my home." (It was in the fact pattern that the parole officer asked the parolee to give himself up and the parolee felt that if he did, no one could make enough money to pay doctor bills for a very sick child.) The student instructors raised, very artfully, that the son was not sick enough to go to the hospital, and even if he was sick, that wasn't sufficient excuse for the parolee not to call the parole officer for two months. The student instructors emphasized that the parole board would be asking tough questions like that and that their class would not win in the competition if the residents didn't have plausible answers to those questions.

b. Were they "winging it" or did they appear to be well prepared?

Both were very familiar with the fact pattern and the legal situation regarding parole revocation, but the one who had prepared the questions and the list was better prepared.

3. Aptness of Methods

- a. Were the methods employed appropriate to the information to be conveyed?

The role playing method was the most appropriate one to teach residents how to be advocates for themselves and how to get them to understand how the system operates. It is also appropriate in such a method to combine questions and discussions, and a certain amount of rap among the residents.

- b. Would other techniques have been better?

It would have been useful (unless it was done at a prior class) to explain how the parole hearing would be conducted on the day of the competition. For example, once the role playing started, the student instructors had not indicated to the residents whether the parole board would initiate the hearing and in what fashion, or whether the attorney for the parolee would make an initial statement. The residents did not, understandably, know where or how to begin. (As it turned out, the student teacher had not been informed as to how the hearing would proceed -- e.g., whether witnesses would be sworn in, etc.)

E. Street Law Text

Not applicable.

F. Student Response

1. Level of Interest

- a. Did the residents appear attentive? All? Only some?

All of the students appeared attentive and raised their hands to make comments and ask questions. In discussions with three of the residents after class, all three suggested independently that they wished they could either continue the course outside if they were paroled before it ended, or that they wished there were a second level course. A third resident, of Spanish origin, stated that he wished there could be a program in the Columbia Road area of Washington, in Spanish, because he knows how great their need was for legal information.

- b. Was their interest sustained throughout or did it vary?

The class participated fully during the entire period.

- c. Do all or only some of the residents contribute to the discussion?

Almost all of the residents participated in the discussion. At some points the babble of voices was high.

2. Grasp of the Law

- a. to what extent did the students appear to have read and understood the Street Law materials?

This is not applicable except as to the factual data of the mock hearing, to which the answer is yes. They seemed to understand what the purpose of the parole revocation hearing was and the need of the parolee to convince the board that he should be reinstated.

- b. To what extent did they display knowledge of the law apparently acquired from other sources?

Some residents used knowledge gleaned from their own cases. Residents had keen insights into the system not raised by student teachers. For example, one commented that the parole officer should have given the parolee a warning of intent to revoke in view of the parolee's long and good behavior for two years on parole. On the other hand, residents also got hung up on some facts -- e.g., many had difficulty accepting the fact that a parolee should have found the time to make a telephone call to his parole officer when the parolee was facing eviction and had a sick child. In my view, this attitude is fairly common among parolees and the student instructors tried to bring about an attitudinal change, or at least a change in strategy, for purposes of being reinstated on parole.

- c. If homework had been assigned, was it done?

The homework had been to make a list of factors working for the parolee and facts against him. Approximately 60% of the students had done it. The student instructors said this was lower than usual, because of the fact that it was a written assignment.

3. Response to the Student Instructors

- a. Did the residents appear to respect their student instructors?

As stated before, the relationship was excellent. The student respected the teachers, but there was no formal hierarchical relationship. The instructors had a great deal to teach but they appeared to appreciate the residents views and responses without any indication of patronization or condescension.

b. Any other reactions of note?

The teachers loved participating in the course, although they mentioned it was a great deal of homework. Before and after class the teachers were beseiged with questions concerning the men's personal legal cases and were asked to assist in writing appeals and habeus corpus.

G. Citizen Participation

Not applicable.

H. Miscellaneous Comments

1. What do you think was the principal value of this class?

See the answer regarding the skills of the instructors. Clearly, the youth who participate in this class are learning factually, and perhaps most importantly, are learning how to deal more effectively with their own personal cases. They were taught in the class how to examine a factual situation analytically and to advocate the most positive points on their own behalf.

2. What do you judge to be its major defect?

The only defect I could perceive in this class was the failure to the residents of the structure of the parole revocation hearing and the parolees to exert some necessary leadership. This did not affect the success of the role playing exercise. Also, a law student should have joined the parole board to help direct the discussion.

3. Suggestions?

The residents, usually before and/or after class and during the class when it is relevant to what is being discussed, care about their own individual criminal cases and conviction, and want to relate what they learn about habeus corpus or other post-conviction relief, to their cases. It is the feeling of the law students - and the Institute that, in order to maintain credibility with the residents, these problems must be taken care of, if only to say that the facts don't warrant any judicial relief. I recommend that the student teachers be encouraged to refer the personal legal cases to the Georgetown Legal Interns or some other Georgetown criminal justice program, or to the Public Defender Service for screening and representation.

PART II

Overview of Findings,
Comments and Recommendations

OVERVIEW OF FINDINGS, COMMENTS AND RECOMMENDATIONS

I visited 5 of the institutional classes on one occasion and the Women's Detention Center twice. I also spoke with 2 or 3 residents before or after class, with some of the citizens at Youth Center #1 and the D. C. Jail, and with the student teachers briefly before or after the class I observed. I also spoke for about half an hour with Ed O'Brian and looked at some of the materials which the Institute had distributed to the law students.

Curriculum

The major purpose of the Program is to teach basic and practical principles of law to the residents of the correctional institution with a two-fold purpose. First, to be able to deal more effectively and knowledgeably with their consumer, landlord/tenant and family problems upon their release back into the community; and, secondly, to be able to deal more effectively with the problems they face within the criminal justice system -- specifically the access and exit from the institution to which they were committed. It should be anticipated that the criminal and correctional aspects of the Program are the most immediately relevant and responsive to the current needs of the residents. For this reason, the curriculum appropriately emphasizes and, indeed, spends about 75% of class time teaching the substantive law and, just as importantly, the procedures and ability to cope with and handle the processes and procedures within the criminal

justice system from trial to disciplinary hearings and parole revocation hearings.

This emphasis is important. More specifically, I believe that a fundamental value of the Program is the training and education of the residents to represent themselves both in writing and in oral advocacy in their own criminal cases. Although judges may never accept that a Street Law graduate has learned sufficient criminal, substantive and procedural law to present his or her case like a trained lawyer, I do believe that the Street Law Program can and should train the residents to distinguish between frivolous legal motions and those which have substantive cognizable complaints, which should be addressed. The filing of competent, well-shepherdized and accurately cited motions will assist the administration of justice by taking less law clerk and court time to make a determination of the merits of that motion.

That part of the curriculum which is devoted to consumer, landlord/tenant and family law may in the long run be of even greater significance in the life of the residents. Much criminal conduct occurs as a result of financial needs and consumers' getting into debt from which they cannot extricate themselves. So, if individuals realize that they don't have to live in apartments without heat, but can call the Landlord/Tenant Consultation Service at the court to receive free legal consultation, the economic problems will not so easily drive them to breaking the law. This assumption must underlie the

Program's teaching of consumer, landlord/tenant and family law -- perhaps the three most prevalent problem areas for low-income individuals.

Much of the curriculum was devoted to the criminal and correctional law-- areas which are of the most immediate use to the residents. Before and after classes, residents in the institutions brought draft motions to the law students, as did those whom I observed at the one class I attended at the WDC, where correctional law was discussed -- for 10 minutes. Residents' input and comments derive to a large extent from their own personal experiences.

The substantive area of post conviction remedies is a complex and constantly changing one. Quite naturally, the law students are not and should not be expected to be totally in command of the area. However, based on my conversations with the law students, residents, and citizens, the law students feel that they must try to assist residents with their legal cases and review motions during the week. Many law students say they spend hours tracking down the status of appeals and doing research on law. On some occasions, the advice may be in error and I believe that it is better for the students not to try to advise residents on their motions. However, I share their concern about the need to provide legal assistance on motions. Therefore, I recommend that the Street Law Program set up a regular referral process for both civil and criminal cases to

either the Public Defender Service Post Conviction Remedies Project for criminal cases, and to Neighborhood Legal Services Program or other clinical law projects within Georgetown for civil legal problems. I have spoken with Kirby Howlett, of PDS, who says that cases could be referred to PDS law students, who perform a screening and selection function for their lawyers. Such a referral system would take some pressure off the law students in the Street Law Program and would make the Program more accountable. Some citizens who participated in the Jail class and some lawyers have criticized the Program because students were giving erroneous advice. Part of this is because the materials are inaccurate. For example, under the Interstate Compact on Detainers, the book states that the hearing must be held within 180 days of receiving the detainer. In fact, the 180 days starts running after the inmate has requested removal, and that request cannot be made until after the case is dismissed or the sentence has been completed.

Student Instructors Overall: How Do You Judge Their Performance?

In my limited observation, the strongest aspect of the law students' performance was the concern they demonstrated for their students and the excellent rapport they had developed both with the class as a whole and, on many occasions, on a one-to-one basis. The law students were very appreciative of the opportunity to get to know many of the residents. They were also appreciative of the respect and tolerance each resident exhibited toward others. There is no doubt in my mind that

a major objective -- sensitizing the law students to the problems of the criminal justice system -- is being accomplished by the Street Law Project. The law students in many instances do not know as much about the operation of the criminal justice system as do the residents, who have more practical experience. However, on the occasions I observed residents contradicting law students, the latter were not defensive but appreciative. The law students were sensitive to the peer pressures on the residents, particularly as seen in the role playing classes, which showed the good rapport and honest relationship between the students and the residents. I did not observe much "acting out" by residents.

It may be that the law students are more than adequately knowledgeable about each subject, given the needs and knowledge of the residents. However, of all the objectives, I think the law students are weakest in their mastery and knowledge of the subject matter. Given the broad range of subjects covered, the limited time, the fact that many of the subject areas are new (or have only been briefly studied), student instructors cannot become experts in one and a half hour of seminars, taught two to three weeks before the law students themselves teach a class.

The teacher manual and other written materials provided by Street Law are of great assistance in supplementing limited seminars in each subject. However, it is unrealistic

to expect the law students to be experts in all areas of the law. The classes I observed, which covered substantive law (juvenile and consumer), were adequate introductory classes but superficial. In my view, the law students were well prepared but were not able to be precise and concise, because they did not know enough themselves about the subject matter. One suggestion to offset this would be to add appendices to the written Street Law materials. A second possibility is to have each member of the team learn and present to the class in depth a specific area. For those areas mentioned but not covered in class, the more detailed materials would provide the necessary information. On the other hand, one objective is to familiarize students with a variety of areas, so broad general coverage has its place.

Although the law students and the curriculum are supposed to teach residents both to develop oral advocacy and to teach the due process procedures required for various criminal justice hearings, the latter objective was not effectively taught during the classes I observed. During all the mock parole revocation hearings I observed, none of the law students had the parole board advise the lawyer of his rights under Morrissey v. Brewer, or under D. C. Law; nor was there any knowledge or discussion exhibited of such matters as the swearing of witnesses -- Do they or don't they at parole board hearings? -- or any discussion of how the hearing would be conducted.

It may be that the due process aspects were discussed in another class. However, it would at the very least have been desirable to review or summarize the due process requirements at the hearing on the blackboard. I do not know whether to fault the curriculum, the planners or the law students. My impression was that the law students were not adequately prepared on these points. It might also have been helpful to have a wrong presentation by the parolee followed by the right approach. To my knowledge, several of the classes went over the role playing parts several times and it would have been good to change the format or the facts.

I should also like to say that, based on my conversations and short observations, the law students are dedicated and committed to the concept of the class. This commitment is manifested by a high amount of effort and time spent on the class -- in terms of preparation and also to the point of having to schedule extra classes for the revocation rehearsals and the mock hearings themselves. The experience of having to prepare for and teach classes may improve the calibre of future law professors.

The Residents: What Are They Getting Out of the Class?

Unquestionably, the residents are learning a great deal of substantive law and how to use that law in their own lives. Secondly, they are learning how to be more successful advocates

for themselves primarily through the role playing and through the tough questions they must face in considering how to approach the Parole Board. The classes may well assist residents to read and write more proficiently, although I cannot judge that. I assume it.

However, the classes do force the residents to develop cognitive thinking skills and to handle tests and questions. (The few I looked at were good objective tests of what residents had learned.) The use of written tests or questions and such written assignments as the writing down of lists, as opposed to just reading ahead in the materials, should be encouraged and emphasized. The best prepared and most effective classes were those where written assignments had been prepared. The blend between development of the verbal advocacy skills and intellectual and reading skills should be maintained. Based on my observation, the Program aims to take advantage of many residents' verbal fluency and verbal approach to problem solving and communication, but it also seeks to teach written skills which are often less developed but which will be necessary for further advancement into trades and skills development.

In addition to teaching residents how to cope more effectively with the criminal justice system, how to interact with the C and P officers, how to conduct themselves at disciplinary hearings (or, better still, to avoid disciplinary hearings at all), the classes in some cases demonstrated that

there is often some rhyme and reason about the operation of the criminal justice system. For example, the residents did not question the conditions of parole being one sided and not enforceable by the parolee. In the fact pattern used by some classes, the parole officer was unsympathetic to the parolee. Many legal and correctional authorities consider that the parole conditions should be a mutually binding contract; e.g., the parole officer should have a contractual obligation to carry out his share of the bargain, and provide specific assistance to the parolee. However, this issue was never raised. Some of the residents told me that, had they known as much as they do now about criminal law, they never would have been convicted. There is, of course, that possibility that the Program teaches them how to be more effective law breakers and how to beat the system. However, that is a chance that one has to take, and it is more than offset by the positive knowledge that residents are learning in both criminal and non-criminal matters, e.g., how to deal as a consumer and not be ripped off by deceptive trade practices, and what criteria are considered by the parole board.

I also believe that the Street Law Program provides a unique educational opportunity for the residents. It is the only course of its kind offered by the institutions, and the existence of the Program and the commitment of the law students may positively affect the attitude of at least some residents to the criminal justice system and the "establishment."

Impact of Citizens

I can't make any judgment as to whether the association with the citizens has any appreciable effect on the attitude of the residents toward the community. I believe that the major benefit of the citizens' input is found in the individual relationships formed between citizens and residents. I like the concept of citizen involvement in all aspects of the criminal justice system, and believe that citizens can assist residents in finding jobs upon their release from the institution. The personal contact cannot help but be a leg up for a parolee.

I would like to see the citizens do more to assist residents while they are incarcerated -- e.g., help put together their pre-parole plans, and appear at parole granting hearings with residents. The C and P officers do not have the time to provide in-depth assistance to parolees who need specialized community resources upon their release. The D. C. Board of Parole permits non-lawyers to write memoranda on behalf of parolees and to attend the parole hearing. Furthermore, non-lawyer citizens can supplement the Law Corps and Antioch Law School programs which provide representation to residents at disciplinary hearings.

I cannot comment as to whether the citizens will bring about changes in their community as a result of their participation in the program. My own feeling is that the benefits will be on an individual, one-to-one rather than a collective

basis. There are already many community correctional groups which are making herculean efforts to encourage alternatives to incarceration, to regain furloughs for prisoners, and to encourage more halfway houses. While I think that the citizen who attends classes can individually participate in seeking to effect changes in the system, I doubt whether they will have any more impact that any other collective groups are having on the system.

The experience with citizens at Youth Center #1 has clearly been more successful than that of the Jail. Most of the citizen members at Youth Center #1 were or have been involved with correctional matters in one way or another; several work with Manpower, one is a former probation officer, one an ANC council member, one a Reverend from a third party custody program. Many of them are already sensitized to the problems and needs of residents, and it is appropriate that the citizens who participate are those who have community ties and a commitment to assist incarcerated inmates. The citizens are learning law and clearly view that as a major goal of the class, from their point of view. They apparently do better on their tests on the whole (not surprisingly), and are sensitive and do not take too much time away from the residents -- particularly in role playing. In the classes I observed there was some informal communication between a citizen and a resident, and there seemed to be an easy blend of the two groups at the

Youth Center #1 -- not a self-consciousness or separateness between them. The citizen at the Jail had brought back some information for a resident and several of the citizens at Youth Center #1 told me that they had either looked for jobs for a resident or done something else for them.

I believe that the citizens' input should be experimented with further and that individuals who are sensitized to the problems of prisoners be encouraged to come to the classes. For example, I was told that the Visitors Service Center volunteers, who spent their volunteer time listening to residents and doing errands for them, did not warm to the Project and left. They wanted to learn law, not rap about a particular resident's problem. However, as I observed in some specific classes, the experiences of the residents are often more useful and accurate than the limited book learning of the law students and, therefore, a blend of the two must continue. The Street Law program serves, generally, to educate the law students to the realities of the criminal justice system as well as educate the residents and citizens to legal facts and a knowledge of the operation of the criminal justice system and consumer law.

Adequacy of Street Law Materials

I was not asked, and I did not review in any great detail, the Street Law materials. In general, the level of these materials is pitched to the level of the residents and .

is easily comprehensible to lay people. Some of the materials, particularly the criminal and correctional law sections, have been prepared in greater depth and are therefore more satisfactory.

I did not see any class use the problems at the end of the chapters and they appeared to be too open ended. The answers were not clear, but ambiguous. I liked the model complaints, motions and other appendices, and would increase their number.

I did not review all the substantive Street Law materials but found some inaccuracies and out-dated material.* For example, the parole conditions in the Street Law book are inaccurate (although correct in the teacher's book). There are presently 10, not 14, conditions of parole. It is no longer accurate to say that parole is a matter of grace, and it is no longer accurate to say that the parolee cannot have representation at the parole granting hearing. In consumer law, there are a multitude of important federal and local statutes which should be at least mentioned, with a short annotation of what practices they cover. For example, the entire area of Home Solicitation, which affects so many low income

*See Appendix for additional errors or omissions.

residents, and creditor harassment, were not mentioned in the materials and should be covered. While I do not expect the materials to cover all D.C. and Federal regulations and statutes, I believe that an appendix in each section of some of the major acts with citations would be appropriate. The new D. C. Consumer Protection Procedures Act provides broad comprehensive relief, including attorneys' fees and treble damages for consumers, and should be included in the materials.

In view of the fact that the law changes so quickly and publication of a new Manual cannot be done more than every year, I recommend that the material be published in a looseleaf type of book, which can be updated and pages removed like a tax or housing kind of book published by Prentice Hall. I believe also that the Street Law book should state that the law does change and that the materials do not purport to be comprehensive. The Juvenile materials also were very superficial and did not mention any case by name, such as In Re Gault and other critical due process rights cases. Also, I suggest that there be a description of the process for booking in all sections of the law, an explanation of the rights of individuals to make telephone calls, and the rights of witnesses so that people who are picked up off the streets (and their families) understand their rights and how the process operates. Perhaps a description of the courts, their addresses and a brief description of how they operate would

be in order (e.g., arraignment in courtroom 19 at 1 p.m. and the number of the Bail Agency if you are a parent with an unlisted number and want your son to be released to your personal recognizance).

Miscellaneous Recommendations

I recommend that the Street Law Program encourage the use of the appraisal forms so that those residents who do well in the course can submit the form to the parole board or the C and P officer to assist them in being paroled or in obtaining minimum security status. (It does no harm for the potential parolee who has done an excellent job at a mock hearing to be remembered by the parole board member.)

I believe that both of the parole revocation fact patterns used for the mock hearing were weighted too much in favor of the parolee. I predict that the Board reinstates all of them on parole, and suggest that next year some additional facts are included to make the decision more difficult for the Board.

I recommend that the Street Law Institute make it easier for law students to mimeograph their own materials for distribution to the classes. The written materials, quizzes and assignments make the class a real educational experience.

I recommend that student teachers refer more extensively to the relevant sections of the Street Law books; there was too little correlation between the verbal and written presentations.

APPENDIX - ADDITIONAL ERRORS OR OMISSIONS IN CORRECTIONAL
STREET LAW TEXT

- P. 10 The general rule is that if the court does not specifically so order, the sentences will be consecutive, not concurrent.
- P. 14 In a 5010(b) sentence, a youth can be sentenced to 6 years but must be released after 4.
- p. 15 D. C. Law requires that the time already served be credited toward the sentence.
- p. 23 Should state that a Notice of Intent to Appeal in D. C. must be filed within 10 days after sentencing.
- p. 29 A Motion to Correct or Reduce a Sentence other than on illegality of sentence must be filed within 120 days of the sentence.

APPENDIX I

Citizen Participation
in Street Law

This questionnaire is part of an evaluation of the Street Law Program. Your answers will be an important element in the determination of whether or not Street Law is achieving its objectives. This, in turn, will help the Street Law Institute learn whether changes in the program are needed and, if so, what they should be.

Most questions require both a short and a long answer. The short answer consists of checking the box next to the statement which comes closest to indicating your opinion. In addition, however, you also may be asked to give a fuller statement, or explanation, of your opinion, using your own words. Please use the backs of these pages if you need more space than is provided. Be sure to indicate the number of the question being answered if you decide to use the back side of a page.

Only one answer should be checked in the case of those questions to which multiple choices are given.

Your name or other identifying information is not necessary. However, please indicate the Street Law site at which you are participating. Check one:

D.C. Jail

Youth Center No. 1

1. Please list in their order of importance the 3 most important reasons why you decided to participate in Street Law.

1.

2.

3.

2. Have you accomplished what you expected to achieve by participating in Street Law?

More than I expected

Less than I expected

About what I expected

Please explain your answer:

3. To what extent was Street Law a valuable educational experience for you personally?

Very Valuable Little Value.

Valuable No value

Please explain your answer:

4. Are there some reasons why students who parents should participate in Street Law which convinced you not only about joining the Street Law program? Yes No
If "Yes," please indicate what these reasons are:

CONTINUED

3 OF 4

Citizen
Participation

- 3 -

5. During the past 3 months did you take any action on behalf of any D.C.D.C. residents (or former residents)? For example, did you call their attorneys for them, contact their families, write a recommendation to the parole board, refer them to a prospective employer, etc? Yes No

If you answered "Yes," then:

- a. How many residents (or former residents) did you help?
- b. What did you do for each of them?

6. If you answered "Yes" to question No. 5, did your participation in Street Law cause or facilitate your taking this action, or would you have done so anyway (i.e., even if you'd not been in Street Law)?

Because of Street Law Would have helped residents anyway

Please explain your answer:

Citizen
Participation

- 4 -

7. Do you plan to undertake any actions on behalf of D.C.D.C. residents in the future? Yes No

a. If you answered "Yes," what actions do you expect to take?

b. If you answered "Yes," will your participation in Street Law have been the reason for your taking these actions or would you have planned to do so anyway?

Will be because
of Street Law

Would have planned
to do so anyway

Please explain your answer:

8. Please describe in your own words the ways in which you interacted with the residents in your Street Law class. For example, did you try to become a friend, did you attempt to offer advice or information, did you leave it up to them to define the nature of your relationship, did you deal with each resident differently and, if so, in what ways, etc. Please be as detailed as possible.

9. Do you think the Street Law manuals should be improved?

- Need much improvement Need slight improvement
 Need some improvement Need no improvement

If you think that the manuals should be improved, please indicate the changes you recommend:

10. Were the other citizens in your Street Law class the kind of people who should be invited to participate in future Street Law classes?

- Yes No Some were but others were not

Please explain your answer:

11. Please indicate the kind of job the two law students did as teachers. Discuss each law student separately.

In the case of _____ did he/she:
(write in the name of one of the law students)

- a. Show up for classes? Every class Most classes
b. Show up on time? Every class Most classes
c. Explain things well? Every class Most classes
d. Know how the legal system really works? Has a lot of practical knowledge about the system Knows something about the system Needs to learn a lot more

(11 con't)

- e. Have a personal interest in the problems of residents? Has a strong personal interest Has some interest Has little interest
- f. Come to class well prepared to teach? Every class Most classes Few Classes

In the case of _____ did he/she:
(write in the name of the other law student)

- a. Show up for classes? Every class Most classes
- b. Show up on time? Every class Most classes
- c. Explain things well? Every class Most classes
- d. Know how the legal system really works? Has a lot of practical knowledge about the system Knows something about the system Needs to learn a lot more
- e. Have a personal interest in the problems of residents? Has a strong personal interest Has some interest Has little interest
- f. Come to class well prepared to teach? Every class Most classes Few Classes

12. What is your impression of the support and cooperation given to Street Law by the personnel of the D.C. Department of Corrections?

Very supportive Not supportive Fairly Supportive

If your answer is either "Very supportive," or "Not supportive," please give examples.

13. To what extent has being in the Street Law Program given you greater understanding of the factors which may impede or prevent the rehabilitation of D.C.D.C. residents?

Greatly increased
my understanding

Has not increased
my understanding

Slightly increased my understanding

If your understanding has increased, please indicate which impediments to the rehabilitation of D.C.D.C residents you learned more about by participating in Street Law. If you have not learned more about them, please indicate why this is so.

14. Has participating in Street Law increased your awareness of the problems and needs of D.C.D.C. residents?

Greatly increased
my awareness

Has not increased
my awareness

Slightly increased my awareness

If you have not learned anything new, please indicate why this is so. If your awareness has increased, please list 3 or 4 examples of the needs and problems of D.C.D.C. residents of which you now have a greater awareness.

15. Do D.C.D.C. residents have any problems on which you would be willing to spend time and effort?

Yes No Maybe

If you answered "Yes" or "Maybe," what problems of D.C.D.C. residents would you be willing to work on, and what would you do about them?

16. Has participating in Street Law increased your understanding of the problems of the criminal justice system?

Greatly increased my understanding Has not increased my understanding
 Slightly increased my understanding

Please explain your answer:

17. Has participating in Street Law increased your understanding of the problems of corrections officers or of corrections administrators?

Greatly increased my understanding Has not increased my understanding
 Slightly increased my understanding

Please explain your answer:

18. Were the evening meetings with other citizens and the staff of the Street Law Institute useful?

Very useful Not very useful
 Useful A waste of time

Please explain your answer:

19. What do you think of the direction provided to citizens by Street Law staff?

No change is needed Staff should give less direction
 Staff should give more direction

Please explain your answer:

20. Please list any changes you think would make Street Law better. For example, should there be more or fewer classes, should the classes be shorter or longer, should there be an advanced program, etc.? Please give us all the suggestions and/or criticisms you have time for.

Thank you.

M E M O R A N D U M

TO: The Law Students Participating in Street Law

FROM: Peter White

DATE: December, 1976

RE: The Evaluation of Street Law

Because of your major role in the Street Law Program your judgments regarding its organization, operation, programmatic content and philosophical orientation are of special importance to its evaluation. Indeed, no one except the residents themselves are in as good a position to assess how well the program is working, whether changes are needed and, if so, what they should be.

One way to have gone about learning what you think would have been to talk with each of you individually, discussing each element of the Program in as much detail as you chose to offer. This would have produced a great deal of useful information but at a considerable cost in time for all parties. A lengthy, structured questionnaire would also generate a goodly amount of readily analyzable data. The risk, however, is that an instrument of this kind will fail to give sufficient attention to those issues which you feel are important, or will require responses which deal inadequately with those issues. They also are time consuming to fill out.

The attached questionnaire is short, and in the jargon of questionnaire designers, its questions are open-ended. That is, they require you to invent your own answers (unlike, for example, multiple choice questions) from scratch.

The value of this type of questionnaire, however, depends almost entirely upon your willingness to think out your answers and to write them down in enough detail to convey effectively what you have in mind. This is not to urge diffuseness or irrelevancy, but if you must choose between prolixity and terseness the former is preferable.

Another point to keep in mind: don't be boxed in by the questions. While it will be helpful to learn your responses to those that are asked, be creative in developing issues which may not have been adequately addressed in the questionnaire. What I need to find out is what you think important for me as an evaluator to know about Street Law.

Your responses will be treated in exactly the same way as those of the residents to the attitude questionnaire. That is, they will be kept confidential and reported in such a way that no information or opinion can be attributed to any individual respondent.

Use the backside of the questionnaire (or extra pages if you feel so inclined) if you need more space for your answers.

Please mail your answers back to me at your earliest convenience.

Thank you for your help.

9. How effective was the Institute staff in administrative/organizational matters? If there's room for improvement what do you suggest?

10. Do you think Street Law should be continued? Continued in some modified form? Should it be augmented by an additional course? Etc., etc.

11. If you taught in Youth Center I or the Jail, what are the pros and cons of having citizens involved?

12. How big a pain in the neck was the evaluation? Which aspect (including the completion of this questionnaire) was the biggest pain?

13. Assuming some kind of evaluation must take place, how can it be done so as to minimize inconvenience to the residents and law students.

APPENDIX K

STUDENTS' EVALUATION
OF STREET LAW

We would like to know what you think about Street Law. Your answers will help us to improve the course next year.

We hope that you will give us your honest opinion. If you think something could be made better, please let us know. On the other hand, if you think things went well, we want to know about that, too. Check the square that comes closest to indicating how you think.

Do not write in your name or D.C.D.C. number.

1. You probably noticed that the law students used several ways of teaching. Which of these teaching methods did you like, and which did you dislike? Please explain your answers.

- a. Short talks Liked very much Liked
or lectures Disliked Disliked very much
 Don't know

Why? _____

- b. Role playing (Residents Liked very much Liked
act the part of police, Disliked Disliked very much
robbers, judges, etc.) Don't know

Why? _____

- c. Homework assignments Liked very much Liked
(pages to read in the Disliked Disliked very much
Street Law text books) Don't know

Why? _____

- d. Law students ask ques- Liked very much Liked
tions and residents Disliked Disliked very much
give the answers Don't know

Why? _____

2. What do you think of the Street Law books?

- a. Were they written so as to be understandable? Very understandable Understandable
 Not understandable Not understandable at all
 Don't know
- b. Were they interesting? Very interesting Interesting
 Not interesting Not interesting at all
 Don't know
- c. Were they useful? Very useful Useful Not Useful
 Not useful at all Don't know

3. Please tell us what kind of job the two law students did as teachers.

In the case of _____ did he/she:
(write in one law student's name)

- a. Show up for classes? Every class Most classes
- b. Show up on time? Every class Most classes
- c. Explain things well? Very well Quite well
 Not very well
- d. Know how the legal system really works? Has a lot of practical knowledge about the system. Knows something about the way the system works. Needs to learn a lot more.
- e. Have a personal interest in the problems of residents? Has a strong personal interest. Has some interest. Has little interest.

In the case of _____ did he/she:
(write in the name of the other law student)

- a. Show up for classes? Every class Most classes
- b. Show up on time? Every class Most classes
- c. Explain things? Very well Quite well
 Not very well
- d. Know how the legal system really works? Has a lot of practical knowledge about the system. Knows something about the way the system works. Needs to learn a lot more.
- e. Have a personal interest in the problems of residents? Has a strong personal interest. Has some interest. Has little interest.

4. The Street Law course covered many parts of the law; for example, the law of arrest, search and seizure, the rights of tenants, divorce, conditional sales contracts, due process for inmates, and so forth.

a. Was too much time spent on some parts of the law?

- Yes, too much time was spent on some parts. No, the right amount of time was spent on every part.

If you checked "yes", then which parts of the law should be given less time? _____

b. Was too little time spent on some parts of the law?

- Yes, too little time was spent on some parts. No, the right amount of time was spent on every part.

If you checked "yes", then which parts of the law should be given more time? _____

5. Should Street Law students be expected to do some reading in law books in their institution's law library (other than Street Law texts) as part of the course? Yes No

Please explain why: _____

6. How does Street Law compare to other courses you've taken in school?

- The best course. About like other courses.
 One of the best. Poorer than other courses.
 The worst program.

7. How does Street Law compare to other programs in your institution?

- The best program. About the same as other programs.
 One of the best. Poorer than other programs.
 The worst program.

8. What do you think about the written materials used in the role play sessions?

- a. Were they written so as to be understandable? Very understandable Understandable
 Not understandable Not understandable at all
 Don't know

- b. Did they make the role play sessions better? Much better Better
 Did not make role play sessions better Made the sessions worse
 Can't tell

9. What are your overall feelings about Street Law?

a. What was the best thing about the course? _____

b. What was the least satisfactory part of the course? _____

c. What changes, if any should be made? _____

To be answered only by residents of Youth Center I and of the D.C. Jail

10. We're interested in learning your feelings about having citizens from the outside attend Street Law.

a. Did having citizens in the class make it easier to learn about the law?

Made learning much easier.

Made learning easier.

Don't know.

Had no effect on learning

Made it harder to learn.

b. Do you think that by attending Street Law, citizens learned more about the problems of residents?

Yes

No

If "Yes", do you think that learning about residents' problems is a good reason for having citizens attend Street Law? Yes No

Why? _____

c. Did any of the citizens help you with any of your problems?

Yes

No

If "Yes", what help did you receive?

APPENDIX L

Selection of a "Control" Group

Program directors at the various institutions are requested to select a group of 20 individuals to serve as a control group. The following considerations are to be made in selecting individuals for this purpose:

1. They should not have been students in the Street Law program at any time in the past.
2. They should be expected to be at the institution at the completion of the Street Law course. In other words, do not include an individual with a scheduled release date prior to December 15th.
3. The group, as a whole, should be as comparable as possible to those enrolled in the Street Law course. In this respect, consideration should be given to:
 - a. Racial and sex composition;
 - b. Previous arrest record;
 - c. Approximately equal duration of incarceration and deportment while incarcerated; and
 - d. Approximately equal age, educational attainment, and intellectual ability as indicated by years of school completed, any available information on IQ or ability to articulate ideas.

APPENDIX M

Nineteen Measures of Attitude*

The Attitude Scale consisted of 19 measures constructed through the application of factor analysis. The 19 measures, together with the items comprising them, are as follows:

Self Respect: The Rosenberg "self-esteem" index contains ten questions. Seven of these questions form three factors. The first of these factors is a measure of self-respect with high scores indicating that the respondent has a high respect for himself. The three items that comprise this scale are:

- 32. On the whole, I am satisfied with myself.
- 42. All in all, I am inclined to feel that I am a failure.
- 45. I wish I could have more respect for myself.

Feelings of Self Ability: The second dimension of self concept pertains to an individual's feelings of equal worth with others and is measured by the following two items:

- 5. I feel that I am a person of worth, at least on an equal basis with others.
- 51. I am able to do things as well as most other people.

Self Esteem: Although each of the scales noted above were constructed from items comprising the Rosenberg Self Esteem index, two items were found to be particularly good indicators of this concept. They are:

- 26. I feel that I have a number of good qualities.
- 57. I take a positive attitude toward myself.

Alienation: The measure of alienation expresses the extent to which the respondent feels powerless within the existing socio-political institutions and was constructed from the following two questions:

- 19. I believe that public officials don't care much about what people like me think.
- 41. People like me don't have any say about what the government does.

Opportunity: The opportunity measure pertains to the feelings of the respondent in terms of his or her belief that hard work pays off in success. A single indicator was used to assess this attitude:

- 16. Any man who is able and willing to work hard has a good chance of succeeding.

*In the discussion of the attitude scales, items are at times phrased in a negative manner. In these instances, negative responses would indicate the more positive attitude.

The questionnaire contained a number of items designed to assess the respondent's attitudes toward different aspects of the criminal justice system. These items yielded four factors for which scales were constructed.

Integrity: The integrity scale refers to the extent to which respondents regard the actors in the criminal justice system as honest people. The items used to build this scale are:

- 13. If asked to be a witness in court, I would agree to testify.
- 40. On the whole, judges are honest.
- 47. Lawyers are basically honest.
- 56. If a poor person has a good lawyer, he can get a fair deal in court.

Impartiality: This scale measures the extent to which respondents feel that the criminal justice system dispenses justice based on prejudicial definitions of individuals. The meaning of the scale is clear from the content of the three items that comprise it:

- 9. Sentences of judges in court are determined by their prejudices
- 31. Once you have been in trouble with the law, you haven't got a chance later in life.
- 46. Judges really don't enjoy punishing people.

Equity: The equity scale is comprised of three items which measure the extent to which respondents regard the criminal justice system as dispensing justice in an equitable manner. The items are:

- 30. Many of the people in prison are actually innocent of the crimes they were convicted for.
- 43. Two people committing the same crime should always receive the same punishment.
- 60. Lawyers have made things worse for me.

Power: The power factor is defined by three questions which ask about the power of small selfish groups to determine the law and the ability of the common man to understand the law. The items are:

- 34. Laws are so often made for the benefit of small selfish groups that a man can not respect the law.
- 39. Juries seldom understand a case well enough to make a fair decision.
- 44. The law is so complicated that it is impossible for a person like me to know my legal rights.

The questionnaire contained a number of items designed to measure the respondent's attitude toward the principal actors in the criminal justice system. Two scales were constructed from these questions.

Lawyers: The attitude toward lawyers scale assesses the respondent's perception of his or her lawyer's performance in the criminal justice system. The five questions comprising this scale are:

23. You can generally trust a lawyer.
27. Most of the lawyers who have worked for me have done good jobs.
35. When a lawyer is appointed by the court, he is generally on your side.
47. Lawyers are basically honest.
60. Lawyers have made things worse for me.

Police: Six questions measure the respondent's attitudes toward the police and their performance in the criminal justice system. The six questions are:

3. Policemen are more loyal to the police than to the citizens.
7. Cops often carry a grudge against men who get in trouble with the law and treat them cruelly.
24. Police hound ex-offenders.
25. The law enforcement officer should receive more respect from the community than the businessman.
29. Policemen are just as crooked as the people they arrest.
33. Police put on a show by arresting people.

Civic Duty: Two questions ask the respondent about his or her willingness to comply with their "civic duty" in the functioning of the criminal justice system. The two items measuring this concept are:

4. If I witness a crime I would report it to the police.
13. If asked to be a witness in court, I would agree to testify.

Functional Necessity of Law: Three questions are designed to measure the extent to which the respondent regards the law as necessary for the control of behavior and the preservation of order. These items are:

2. If the law didn't exist, there would be robbing and cheating everywhere.
36. Life would be better without laws telling us what we can and cannot do.
54. Even if a person has been convicted of sexually assaulting a child, his legal rights should be protected by the law.

Six items in the questionnaire were borrowed nearly verbatim from studies by Allpert. These items were designed to measure the respondent's degree of "prisonization," meaning the extent to which the respondent supported codes of conduct that emerge in the prison setting. When factor analyzed, these six questions produce two clearly distinct factors or dimensions.

Norms: This factor pertains to the respondent's endorsement of socially prescribed behaviors by individuals in positions of authority. The items comprising this scale are:

61. Convict Hill is out on a furlough release and walks away from the supervising officer. Collins, an ex-offender and old friend of Hill, pleads through the newspapers and radio for Hill to turn himself in. Hill should turn himself in.
63. A resident in the cafeteria picks up his dinner, takes several bites, figures it's unfit to eat, and dumps the rest of the tray in the garbage. An officer on duty views that as disruptive behavior and writes him up. The officer was only doing his job.
64. Johnson, a civilian, is friendly with Ellis, a parolee. Johnson notices that Ellis is rather upset and has been talking about pulling some robberies. Johnson figures that if Ellis doesn't get some help right away, he is likely to do something that will result in his return to the prison, so Johnson talks to Ellis' parole officer about the whole situation. Johnson was really doing the right thing.
65. Correctional Officer Brown discovers Officer Green is carrying some reds into the prison and receiving money from some of the convicts. Officer Brown immediately reports all of his information to the Captain. Officer Brown did the right thing.

Codes: This factor is defined by those items that involve the behavior of one inmate toward another. In particular, both of the items comprising this scale involve one inmate taking advantage of another. The questions are:

62. Inmate Johnson on work release gets busted and sent back to prison. Another resident in the work release center, Dager, breaks into Johnson's room, takes his stereo, and sells it. Dager is a sharp operator.
66. Two residents, Smith and Jones, are very good friends. Smith has a small amount of dope that was brought in by a visitor. Smith tells Jones he thinks the officers are suspicious and asks Jones to keep the dope for a few days. Jones takes the dope and carefully hides it. Jones simply did what any friend would do.

Six questions were formulated to assess the respondent's perceptions of the importance of knowledge of the law and his or her legal rights in everyday life. Three factors emerged in the analysis of the responses to these items.

Protection of the Law: This scale assesses the extent to which the respondent regards knowledge of the law as important for protecting him or her in everyday life. The items are:

1. Knowledge about the law is important in my daily life.
52. The average person does not realize that the law protects him.

Efficacy of Knowledge: This factor assesses the extent to which the respondent regards knowledge of the law as important for avoiding getting into trouble.

50. Knowledge about the law protects you in most situations.
58. Understanding the law can help you avoid getting into trouble.

Importance of Legal Education: This factor pertains to the importance the respondent places in obtaining some education about the law. The items defining this attitude dimension are:

22. Some education about the law is more important than most people think.
44. The law is so complicated that it is impossible for a person like me to know my legal rights.

The final set of questions included in the interview schedule were designed to measure the respondent's attitudes toward educational courses offered in the institution.

Quality of Educational Courses: This factor is a general measure of the quality of educational courses offered in the respondent's institution. The items comprising the scale are:

8. Educational courses in this institution are generally worthwhile.
17. Educational courses about the law make life in this institution a little easier.
49. I am interested in taking more educational courses.

The Street Law Project
Evaluation

I'd like to ask you for some information about _____.

This information is to be used as part of a study of the effectiveness of the Street Law Project and will help to determine whether that Project will be continued next year. Your answers will be treated in confidence and will be used only in connection with this evaluation of Street Law. You need not answer these questions. However, your help will be of great assistance and will be most appreciated.

Thinking back to what you remember of Mr. _____

during the past couple of months, please indicate your judgment about his actions during this period of time. Circle the one phrase which best describes

Mr. _____. The following is an example:

Follows instructions
without putting up
an argument.

Always Frequently Sometimes Never Don't Know

Please complete the remaining items in the same manner.

- | | | | | | |
|--|--------|-------------------|-----------|-------|------------|
| 1. Discusses law and legal problems with other inmates. | Always | <u>Frequently</u> | Sometimes | Never | Don't Know |
| 2. Uses his spare time to work on legal problems. | Always | Frequently | Sometimes | Never | Don't Know |
| 3. Is punctual in reporting to his squad. | Always | Frequently | Sometimes | Never | Don't Know |
| 4. Other inmates go to him for help with their legal problems. | Always | Frequently | Sometimes | Never | Don't Know |
| 5. Relies on violence to settle arguments with other residents | Always | Frequently | Sometimes | Never | Don't Know |
| 6. Attempts to "con" corrections staff into breaking the law or rules. | Always | Frequently | Sometimes | Never | Don't Know |

- | | | | | | | |
|-----|--|--------|------------|-----------|------------|---------------|
| 7. | Discusses his legal problems with Corrections Officers | Always | Frequently | Sometimes | Never | Don't Know |
| 8. | Is looked up to by other residents because of his knowledge of the law. | Always | Frequently | Sometimes | Never | Don't Know |
| 9. | Dresses neatly. | Always | Frequently | Sometimes | Never | Don't Know |
| 10. | When in a jam tries to talk his way out instead of using violence. | Always | Frequently | Sometimes | Never | Don't Know |
| 11. | Has a good attitude toward Corrections Officers. | Always | Frequently | Sometimes | Never | Don't Know |
| 12. | Can be relied on to help cool out tense situations. | Always | Frequently | Sometimes | Never | Don't Know |
| 13. | When in a group of residents, mouths off when told to do something by a Corrections Officer. | Always | Frequently | Sometimes | Never | Don't Know |
| 14. | Gets his facts straight. | Always | Frequently | Sometimes | Never | Don't Know |
| 15. | Knows more law than other residents. | Most | Some | Few | None | Don't Know |
| 16. | Attempts to embarrass staff by claiming to know more about the law than they do. | Always | Frequently | Sometimes | Never | Don't Know |
| 17. | Does what he says he will do. | Always | Frequently | Sometimes | Never | Don't Know |
| 18. | Prefers to get what he wants by breaking the rules. | Always | Frequently | Sometimes | Never | Don't Know |
| 19. | How well do you know Mr. _____? | | | Very Well | Quite Well | Not Very Well |

APPENDIX O

Disciplinary Report Scoring

1. Severity - D.C. Department of Corrections

Scoring was based upon the DCDC "Prison Disciplinary Procedures and Code of Prison Offenses" which is used in all six of the DCDC facilities included in the evaluation. Offenses are divided into four classes:

Class I - Felonies and other serious offenses. Examples of offenses in Class I are murder, manslaughter, assault, kidnapping, theft, inciting to riot, and gambling. Maximum penalties: Any penalties required by law if referred for prosecution by the U. S. Attorney; forfeiture of all earned good time, and/or assignment to a control cell for 14 days, and/or transfer to Maximum Security Facility.

Class II - Major offenses. Offenses in this category include assault - bodily injury, fighting, disrespect or lack of cooperation, possession of minor contraband, and lying. Maximum penalties: Forfeiture of all earned good time, and/or assignment to a control cell for 14 days, and/or transfer to Maximum Security Facility.

Class III - Minor offenses. The offenses in Class III are threatening conduct, creating a disturbance, giving false alarm, being under the influence of narcotic drugs or other substances, and repetition of Class IV offenses. Maximum penalties: Assignment to punitive segregation for 14 days, and/or extra duty assignment.

Class IV - Petty offenses. Examples of Class IV offenses include: out of place or absent at count, abuse of privileges, disorderly appearance of clothing, and willful disobedience of a General Order. Maximum penalties: Assignment to punitive segregation for 7 days, and/or reprimand and warning, and/or restitution, and/or confiscation.

Offenses were scored as follows:

Class I	- 4
Class II	- 3
Class III	- 2
Class IV	- 1

2. Severity - Types of Charges

Because of the need to maintain order in a prison setting, some offenses are charged more or less seriously than they would be "on the street." For example, gambling and murder are both

Class I offenses, and assault - bodily injury is a Class II offense, as is disrespect. In order to compare experimental and controls on the basis of the severity of their offenses in a manner more nearly consistent with the values of the free community, three categories of offenses were created. These categories together with the offenses composing them are given below.

Violence or threat of violence

Inciting a riot
Threatening conduct
Major contraband - weapon
Assault
Fighting

Other Offenses

Out of place and/or absent at count
Willful disobedience of a General Order
Lying
Minor contraband
Creating a disturbance

Lack of Cooperation/Disrespect, Abuse of Privileges

These charges were extracted from the total because they could be used as an indicator of attitude determining behavior, or, more specifically, a resident's attitude toward correctional staff as indicated by his behavior toward the officers. The descriptions of the offenses for these two charges vary, but, overall, the residents were written up for talking back to an officer, swearing at an officer, or, in the case of abuse of privileges, trying to take advantage of an officer or a situation.

APPENDIX P

Questions for the Members
of the DC Board of Parole

1. What would you say was the principal value to the Parole Board of the mock revocation hearings last weekend?
2. Were the factual situations presented at the hearings typical of those which the Board actually encounters? Please explain.
3. How would you characterize the residents' performances? For example, how would you rate their general level of preparation? How skillfull were they? Were they at the level of a first year law student, for instance?
4. If invited by the National Street Law Institute, would you be willing to participate in a similar set of mock hearings next spring?
5. In reviewing parole applications, how frequently do you come across evidence (such as certificates of completion) that the inmate has participated in Street Law? What weight do you give such evidence in your deliberations?
6. Has participation in the recent mock revocation proceedings changed in any way the weight which the Board Would be likely to give to evidence that an applicant for parole has participated in Street Law?

APPENDIX Q

STREET LAW:

A COST ANALYSIS

By: Frank O'Leary

Blackstone Associates
February 1977

COST ANALYSIS

Cost analysis for this project was performed subject to a number of objectives:

1. To determine applicable Street Law operating costs for the period September through December, 1976.
2. Given these costs, to determine relevant relationships between costs and:
 - a. hours of instruction received by students
 - b. students served
3. To compare the cost parameters associated with Street Law with those of comparable programs operating within the D.C. Department of Corrections.

While this analysis is obviously retrospective in nature, its conclusions have been set in a future-oriented framework. The over-all intent is to employ relatively simple cost models to provide decision-makers with cost guidelines which may be useful in determining the future of the program

Qualifications

This analysis was considerably inhibited by a lack of exact and accurate data with respect to:

1. Student attendance in classes
2. Operating costs

Attendance in classes was determined in some cases by estimates provided by instructors. In other cases, exact attendance

records for either the entire course, or portions of it, were employed. Generally, attendance in specific classes varied greatly.

Analysis of this variation was further complicated by uncertainty as to the degree of attendance associated with any single student. Simply because an instructor reported a rather constant attendance of 20 students per class did not mean that the same 20 students attended each class. Instead:

- 15 students may have attended 90% of the time;
- 10 students may have attended 50% of the time;
- 6 students may have attended 25% of the time.

As a result, 31 students may have attended the class for varying degrees of time, while the attendance estimate might imply that 20 students attended 100% of the time.

Applicable operating costs for Street Law were relatively complete. Not all costs, however, (e.g. evaluation) could be held as specifically affecting operations. In other cases, certain costs did not seem directly applicable to the student semester and were either excluded or prorated (e.g., the Director's salary).

Data on comparable projects were even more severely limited. Further, because of lack of direct involvement in these projects, Blackstone was forced to accept at face value data which undoubtedly should be qualified.

In short, we were required to exercise judgment, deduce estimates, and exclude questionable data at various points in the analysis. Our conclusions, accordingly, are stated in terms of ranges of costs and results rather than in precise terms. Supporting data for the analysis appears in Appendix S.

Analytical Approach

Output Measures:

Costs are only meaningful in terms of some sort of resulting output or service. In other sections of this report, the potential benefits resulting from the program (most of which are intangible) are addressed. Given the paucity of available data and the subjective nature of most benefits which might be derived, any attempt to relate these benefits to costs within the framework of a cost model would be impractical.

This consideration becomes even more valid when other comparable programs are introduced into the analysis. Given two different programs with dissimilar objectives, there exists no objective common divisor for reducing the respectively implied benefits to a common scale.

All such programs do share in one common measurement. In all cases, individuals are exposed to course content for set time periods. To some degree, the greater the cumulative exposure, the greater the degree of benefits which may result. The term "student hours" is an appropriate expression of this concept, where:

$$\bullet \text{ STUDENT HOURS} = \text{STUDENTS} \times \text{HOURS OF EXPOSURE}$$

Given 10 students and 10 hours of exposure per student,

$$\bullet \text{ STUDENT HOURS} + 10 \text{ STUDENTS} \times 10 \text{ HOURS} =$$

$$100 \text{ STUDENT HOURS}$$

Naturally, the same results could be obtained with only 5 students and 20 hours of exposure:

$$\bullet \text{ STUDENT HOURS} = 5 \text{ STUDENTS} \times 20 \text{ HOURS} =$$

$$100 \text{ STUDENT HOURS}$$

The use of this measurement must be immediately qualified. Mathematically, the same result was obtained in both of the examples presented above. Programmatically this may not be true. For example, it could be argued that the greatest impact of the program occurs within its first few hours and thereafter diminishes radically. Any hours of exposure by a student in excess of 10 may have an insignificant impact.

If this is the case, then it is evident that exposing 10 students for 10 hours each has roughly twice the impact as exposing 5 students for 20 hours each. Exposing 20 students for only 5 hours may have even greater impact than the first two alternatives.

Obviously, this sort of reasoning may be applicable to Street Law. Unfortunately, insufficient data exist to test the hypothesis. As a result, we must assume that 100 student hours produced by one combination of students and hours is equivalent to any other combination which would result in 100 student hours.

While conceptually a limiting factor, this assumption greatly simplifies the analysis. Also, as will be discussed subsequently, only about 4-5% of all students enrolled received all 42 hours of intended exposure. Therefore, the degree of distortion involved may not be significant.

The Cost Model:

In order to relate measurable outputs (i.e. student hours) and costs, a simplified cost model has been employed. In applying the model, two types of costs are isolated:

- FIXED COSTS -- Those costs which are relatively unchanged as the number of students served or the number of student hours vary.
- VARIABLE COSTS -- Those costs which tend to vary in proportion to the number of students served or resulting student hours.

Some administrative costs are fixed in nature. For example, progress reports prepared for LEAA will be roughly the same length and complexity, and require approximately the same degree of cost to prepare, whether 50 or 100 students are being served by the project.

Variable costs, on the other hand, include such items as the expense of textbooks and local travel cost reimbursements for student instructors. Obviously the greater the number of students and the more instructors, the higher will be these costs.

The form of the cost model is as follows:

- $TOTAL\ COSTS = FIXED\ COSTS + VARIABLE\ COSTS$

Variable costs can be more specifically defined as a dollar rate times some number of student hours:

- $VARIABLE\ COSTS = \$\ RATE \times STUDENT\ HOURS$

where the dollar rate involved represents the cost of an additional student hour.

For example, a program may have \$5,000 in fixed costs and the cost of producing a student hour is \$2 for each student hour

Disputed. In that case:

$$\bullet \text{ TOTAL COSTS} = \text{FIXED COSTS} + \$ \text{ RATE} \times \text{STUDENT HOURS.}$$

If 1000 student hours are to result, then:

$$\begin{aligned} \bullet \text{ TOTAL COSTS} &= \$5,000 + \$2 \times 1000 \\ &= \$5,000 + \$2,000 \\ &= \$7,000 \end{aligned}$$

This model is subject to a number of qualifications:

1. It will produce reasonable cost estimates only within certain ranges. For example, if only 1 student hour is to result, the model above indicates a cost of only \$5,002. Producing only 1 student hour in fact might require an expenditure of \$100 with total costs of \$5,100.
2. In the same vein, the model assumes that each student hour costs \$2 regardless of the number of student hours produced. This is not always true as some variable costs may decrease per unit as their volume increases. For example, printing of materials in bulk is usually cheaper than printing smaller numbers of copies.
3. The model assumes that as the number of student hours increases, the additional resources required can be added to the project in very small increments. This is not always true. For example, some types of personnel employed at less than 100% may be able to increase or decrease the proportion of time that they devote to the

project as the number of students and student hours fluctuates. In other cases, however, a new staff member may have to be added as a single increment at 100% of his or her time.

Despite these shortcomings, and others which might be raised, this simplified model can serve as a useful means of relating costs and results. Its principal shortcoming in application is the necessity of isolating fixed and variable costs. Once again, a degree of judgment and certain assumptions are required in isolating these costs.

Criterion for Decision-Making:

Because program outputs are measured within this analysis in terms of student hours, all costs should be reduced to AVERAGE COST PER STUDENT HOUR. Average cost per student hour (or simply, "average cost") is calculated by dividing total costs by student hours:

$$\bullet \text{ AVERAGE COST} = \text{TOTAL COSTS} / \text{STUDENT HOURS}$$

Average cost, in a sense, is the bottom line of the analysis.

1. The measure quickly reveals the minimum practical level of operation of a program. Given a small number of students, the correspondingly high average cost figure is a clear warning that proposed operations may be a dubious undertaking.
2. To confirm this judgment, the average cost associated

with comparable projects in the same operating range can be examined.

- 3. More desirable higher volume operating levels can be readily identified.

The framework thus far established will now be applied using the available data.

STUDENT HOURS

In Table 1 below, the number of students in attendance in a class at an institution on any given day is presented. Three estimates are provided:

- The lowest number who might have been present;
- The most likely or average number present;
- The highest number who might have been present.

Table 1

ESTIMATED ATTENDANCE PER CLASS

<u>Institution</u>	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
Women's Detention	3.5	6.5	9.5
D.C. Jail	14.0	19.5	25.0
Central	12.6	20.1	27.6
YC I	6.7	12.1	17.7
YC II	19.0	22.0	25.0
Maximum Security	7.0	12.5	18.0

Naturally, there never occurred a day on which exactly 6.5 students were in class at the Women's Detention Center. The fractional portion of each figure is simply a result of the mathematical manipulations involved in its calculation.

As noted earlier, attendance data were sketchy. Based on incomplete attendance records, direct observation of a number of classes, coupled with instructor estimates and statements with regard to attendance policy, the above composite picture was created.

The extreme lowest and highest figures associated with each institution are reasonable approximations of 90% confidence intervals. By this is meant that 5% of the time the number of students in a given class may have been lower than the "lowest" figure given, and 5% of the time the "highest" figure may have been exceeded.

For the total of all six DCDC Street Law classes, the corresponding "90% confidence interval" is as follows:

Table 2

ESTIMATED TOTAL ATTENDANCE ALL CLASSES		
<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
81.2	92.8	104.4

That is, if the number of students in attendance for a set of classes was totalled, the total figure would be less than 81 only 5% of the time or greater than 104 only 5% of the time.

These estimates of attendance can now be used to compute similar figures expressing the possible range of total student

hours. The Street Law course consisted of 42 classroom hours in each institution. This number, when multiplied by the above "lowest", "most likely", and "highest" figures, will produce corresponding estimates of total student hours.

Table 3

ESTIMATED STUDENT HOURS

<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
3,410	3,898	4,385

To achieve these results required total costs of about \$18,044. In terms of average costs per student hour, this means:

- AVERAGE COST (AC) = TOTAL COST / STUDENT HOURS
- HIGHEST AC = \$18,044 / 3,410 = \$5.29
- MOST LIKELY AC = \$18,044 / 3,898 = \$4.63
- LOWEST AC = \$18,044 / 4,385 = \$4.11

It is evident from this analysis that the highest estimate of average cost occurs when the total costs are divided by the lowest number of students, and vice versa.

The derived figures show that at its level of operation, Street Law spent between \$4.11 and \$5.29 for each student hour. By use of a cost model similar estimates can be derived for other possible operating levels.

An enrollment of approximately 150 students was required

to generate the student hours estimated above.⁽¹⁾ Division of these estimates by 150 thus produces estimates of the average number of hours attended per enrollee.

Table 4

AVERAGE HOURS OF ATTENDANCE PER ENROLLEE
(N=150)

	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
Hours	22.7	26.0	29.2
% of Course	54.1%	61.9%	69.6%

A STREET LAW COST MODEL

Examination of the costs estimated for Street Law operations for a four-month period indicates that approximately \$7,200 of \$18,044 seems relatively "fixed" in nature. That is, regardless of the exact level of operation of the program, about \$7,200 would be spent in performing functions whose cost is relatively independent of the number of students being served.

All other program costs incurred are thus "variable" in nature, since:

(1) That is, approximately 150 inmates attended one or more classes.

- TOTAL COSTS = FIXED COSTS + VARIABLE COSTS
- TOTAL COSTS = \$18,044
- FIXED COSTS = \$7,200
- VARIABLE COSTS = \$18,044 - \$7,200 = \$10,844

As previously observed:

- VARIABLE COSTS = \$ RATE X STUDENT HOURS

Therefore:

- \$ RATE = VARIABLE COSTS / STUDENT HOURS

Given the three estimates of total student hours earlier derived:

- HIGHEST \$ RATE = \$10,844 / 3,410 = \$3.18
- MOST LIKELY \$ RATE = \$10,844 / 3,898 = \$2.78
- LOWEST \$ RATE = \$10,844 / 4,385 = \$2.47

The resulting three equations for total costs are then:

- HIGHEST TOTAL COST = \$7,200 + \$3.18 X STUDENT HOURS
- MOST LIKELY TOTAL COST = \$7,200 + \$2.78 X STUDENT HOURS
- LOWEST TOTAL COST = \$7,200 + \$2.47 X STUDENT HOURS

With these three models it is possible to estimate total costs for various levels of Street Law operations. Further, by assuming that the average attendance figure per enrollee (Table 4) remains at its "most likely" value of 26.0 hours, the respective number of enrollees for each operating level can also be estimated.

Table 5

ESTIMATED TOTAL COSTS FOR VARYING OPERATIONS

<u>Student Hours</u>	<u>Total Costs</u>			<u>Estimated Enrollees</u>
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>	
1,000	\$ 9,670	\$ 9,980	\$ 10,380	38
1,500	10,905	11,370	11,970	58
2,000	12,140	12,760	13,560	77
2,500	13,375	14,150	15,150	96
3,000	14,610	15,540	16,740	115
3,500	15,845	16,930	18,330	135
4,000	17,080	18,320	19,920	154
4,500	18,315	19,710	21,510	173
5,000	19,550	21,100	23,100	192
5,500	20,785	22,490	24,690	212
6,000	22,020	23,880	26,280	231

By rearranging the equations which produced the above table, the number of student hours and potential enrollees resulting from various possible budget levels may be derived.

Table 6

ESTIMATED STUDENT HOURS BASED ON VARIOUS BUDGET LEVELS

<u>Budgets</u>	<u>Student Hours</u>			<u>Potential Enrollees</u>
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>	
\$10,000	881	1,007	1,134	39
12,000	1,509	1,727	1,943	66
14,000	2,138	2,446	2,753	94
16,000	2,767	3,165	3,563	122
18,000	3,396	3,885	4,372	149
20,000	4,025	4,604	5,182	177
22,000	4,654	5,324	5,992	205
24,000	5,283	6,043	6,802	232

To gain further insights and ready comparability with other programs, these cost/student hours relationships should be expressed in terms of average costs per student hour:

$$\bullet \text{ AVERAGE COSTS} = \text{TOTAL COSTS} / \text{STUDENT HOURS}$$

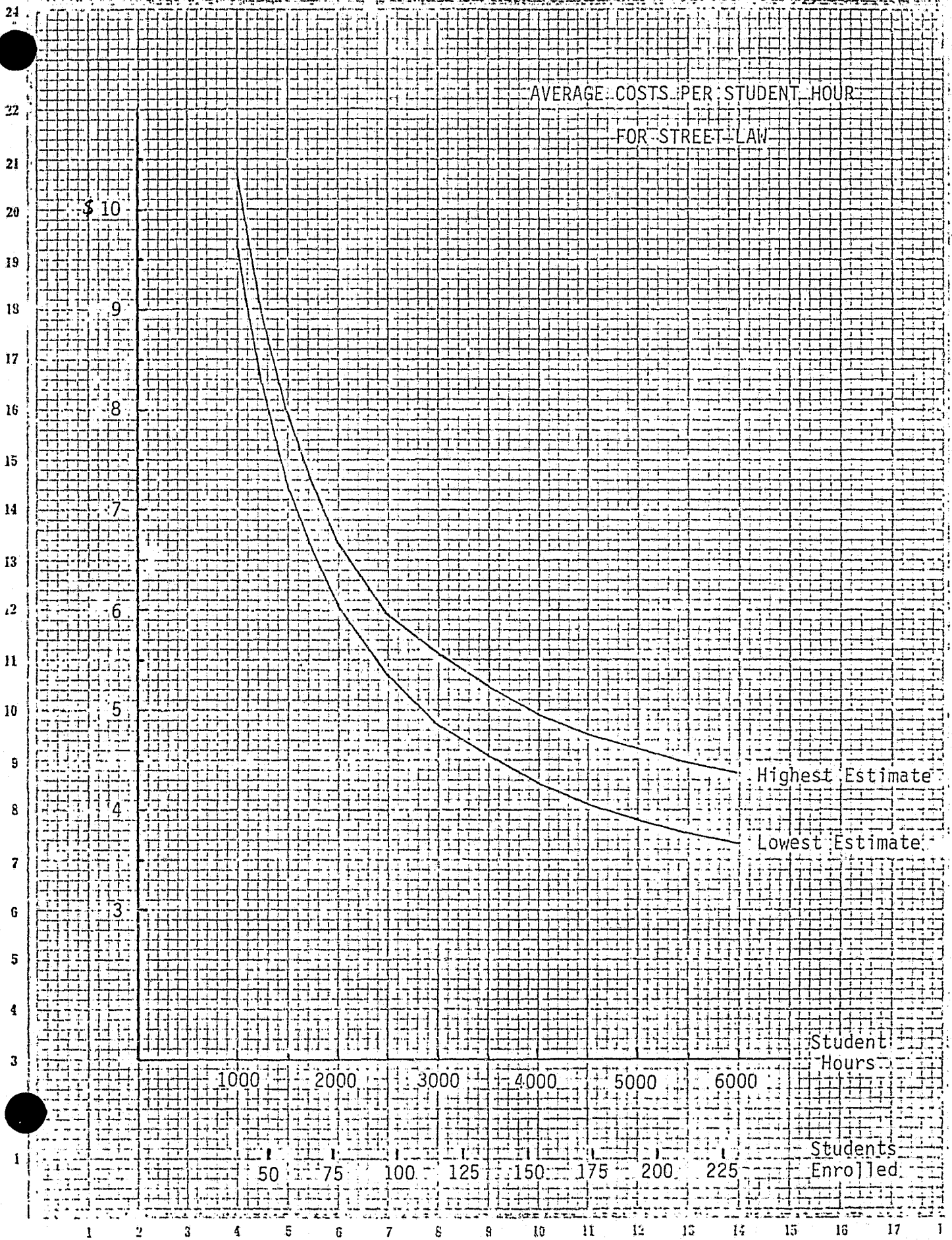
Table 7

AVERAGE COSTS PER STUDENT HOUR
(in dollars)

<u>Student Hours</u>	<u>Average Costs</u>			<u>Estimated Enrollees</u>
	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>	
1,000	\$ 9.67	\$ 9.98	\$ 10.37	38
1,500	7.27	7.58	7.97	58
2,000	6.07	6.38	6.77	77
2,500	5.35	5.66	5.95	96
3,000	4.89	5.18	5.57	115
3,500	4.53	4.84	5.23	135
4,000	4.27	4.58	4.97	154
4,500	4.07	4.38	4.77	173
5,000	3.91	4.22	4.61	192
5,500	3.78	4.09	4.48	212
6,000	3.67	3.98	4.37	231

This average cost data is shown graphically in Figure A on the next page. The two curves represent the lowest and highest average cost figures for various levels of student hours. Note that both curves rise dramatically as student hours decrease to 1,000 and enrollment decreases below 50.

FIGURE A



COMPARISON WITH OTHER PROGRAMS

Whether these average costs per student hour are reasonable can best be determined by comparison with other similar programs. Two such local programs for which data are available are the D.C. Jail GED Program⁽²⁾ and the Federal City College Program in operation at the Lorton Central Facility.

Comparison with D.C. Jail GED:

During September, 1976 to January, 1977, GED costs totalled \$10,466,⁽³⁾ in order to provide the following estimated level of student hours:

Table 8

GED STUDENT HOURS

<u>Lowest</u>	Most <u>Likely</u>	<u>Highest</u>
2,529	3,385	4,241

Once again, these figures roughly approximate a 90% confidence interval.

(2) High School Equivalency Program

(3) This cost estimate is undoubtedly conservative.

Fixed costs for this program are estimated at \$1,050 so that the three cost models are:

- LOWEST TOTAL COSTS = \$1,050 + \$2.22 X
STUDENT HOURS
- MOST LIKELY TOTAL COSTS = \$1,050 + \$2.78 X
STUDENT HOURS
- HIGHEST TOTAL COSTS = \$1,050 + \$3.72 X
STUDENT HOURS

Resulting estimated average costs for various levels of student hours are as follows:

Table 9

AVERAGE GED COSTS PER STUDENT HOUR
(in dollars)

Average Costs

<u>Student Hours</u>	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
1,000	\$ 3.27	\$ 3.83	\$ 4.77
1,500	2.92	3.48	4.42
2,000	2.74	3.30	4.24
2,500	2.64	3.20	4.14
3,000	2.57	3.13	4.07
3,500	2.52	3.08	4.02
4,000	2.48	3.04	3.98
4,500	2.45	3.01	3.95
5,000	2.43	2.99	3.93
5,500	2.41	2.97	3.91
6,000	2.40	2.96	3.90

Average costs per student hour for the D.C. Jail GED program are thus considerably lower than those for Street Law. (See Table 7 for comparison.)

If, however, the highest average costs for the GED program are compared with the lowest average costs for Street Law, the point at which the two become roughly comparable can be determined.

Table 10

AVERAGE COSTS PER STUDENT HOUR FOR STREET LAW VERSUS GED

<u>Student Hours</u>	<u>Street Law</u>		<u>GED (D.C. Jail)</u>	
	<u>Estimated Enrollees</u>	<u>Lowest Average Costs</u>	<u>Highest Average Costs</u>	
1,000	38	\$ 9.67	\$ 4.77	
1,500	58	7.27	4.42	
2,000	77	6.07	4.24	
2,500	96	5.35	4.14	
3,000	115	4.87	4.07	
3,500	135	4.53	4.02	
4,000	154	4.27	3.98	
4,500	173	4.07	3.95	
5,000	192	3.91	3.93	
5,500	212	3.78	3.91	
6,000	231	3.67	3.90	

It can be seen that as the number of student hours increases the average costs per student hour for the two programs become closer. Beyond 4,900 student hours (about 189 Street Law enrollees) the average cost ranges for the two programs start to overlap. In short, given about 189 enrollees, the average cost for a student hour in Street Law is roughly comparable with that of GED.

Comparison with FCC College Program:

Street Law costs per student hour are considerably lower than those for the FCC College Program. To a large degree, this can be attributed to the far greater costs of instruction.

During the period September, 1976 - January, 1977, this program generated an estimated 15,075 student hours at a cost of nearly \$107,000. DCDC funds accounted for about \$69,658 of this cost. Due to a lack of data, no ranges of student hours could be derived for this program.

In making comparisons with Street Law, the following procedures were used:

1. Only DCDC funds were included since all FCC costs are "in kind".
2. Fixed costs were assumed to be \$7,200, the same as for Street Law. In fact, fixed costs for this program are probably higher.
3. Because no range estimates for student hours could be derived, only one cost model exists:

$$\text{MOST LIKELY TOTAL COSTS} = \$7,200 + \$4.14 \times \text{STUDENT HOURS}$$

The resulting average costs per student hour are compared below with the most likely costs for Street Law:

Table 11

AVERAGE COSTS PER STUDENT HOUR FOR STREET LAW VERSUS FCC
(in dollars)

<u>Student Hours</u>	<u>Average Costs</u>	
	<u>Street Law</u>	<u>FCC</u>
1,000	\$ 9.98	\$ 11.34
2,000	6.38	7.74
3,000	5.18	6.54
4,000	4.58	5.94
5,000	4.22	5.58
6,000	3.98	5.34

Under even the most favorable assumptions, FCC costs per student hour for DCDC funds exceed those for Street Law at every operating level.

APPENDIX R

Cost Data

STREET LAW

D.C.D.C. MODEL PROJECT
Cost/Student Hour Analysis
 (Fall Semester, 1976)

CLASSES/WEEK 2
 x HOURS/CLASS= 1.5
 HOURS/WEEK 3
 x 14 WEEKS =
 HOURS/SEMESTER 42

	<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
STUDENTS/CLASS* (TOTAL 6 CLASSES)	81.2	92.8	104.4

HOURS/SEMESTER x STUDENTS/CLASS = TOTAL STUDENT HOURS/ SEMESTER	3,410	3,898	4,385
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SEMESTER COST COST ÷ STUDENT/HOURS=		\$18,044	
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COST/STUDENT HOUR	\$4.11	\$4.63	\$5.29
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<u>COST/STUDENT HOUR</u>		
<u>Lowest</u>	<u>Most Likely</u>	<u>Highest</u>
\$4.11	\$4.63	\$4.11

*The number of students/class was determined based on available information. At the Women's Detention Center, Youth Center #1 and the Central Facility, complete or incomplete attendance records were used; at the D.C. Jail and Maximum Security, a combination of attendance records and instructors' estimates was used; at Youth Center #2, the instructor's estimate was used. For a breakdown of estimated attendance by facility, see Appendix Q, Page 8.

Cost Data:
D.C.D.C. Model Project

A.	<u>PERSONNEL</u>		
	DIRECTOR	(40% x \$5,000 ÷ 3)	\$ 667
	DEPUTY DIRECTOR	(48% x \$12,385 ÷ 3)	1,982
	EXECUTIVE DIRECTOR	(15% x \$15,000 ÷ 3)	750
	CORRECTIONS COORDINATOR	(45% x \$16,500 ÷ 3)	2,475
	ADMINISTRATOR	(62.5% x \$7,500 ÷ 3)	1,563
	PARALEGAL	(67% x \$9,000 ÷ 3)	2,010
	SECRETARIES	(25% x \$24,000 ÷ 3)	2,000
		TOTAL DIRECT PERSONNEL	<u>\$ 11,447</u>
		BENEFITS @ 14%	1,603
		TOTAL PERSONNEL	<u>\$ 13,050</u>

B.	<u>OTHER COSTS</u>		
	EVALUATION	(80% x \$55,606)	\$ 44,485
	FURNITURE	(15% x \$3,155 ÷ 3)	158
	BOOKS	200 student @\$2.50 each	500
		15 instructor @\$3.00 each	45
	TRAVEL		1,351
	RENT	(15% x \$8,500 ÷ 3)	425
	TYPEWRITERS	(15% x \$1,300 ÷ 3)	65
		TOTAL OTHER COSTS	<u>\$ 47,029</u>

	<u>TOTAL COSTS</u>	
	<u>INCLUDING</u>	<u>EXCLUDING</u>
	<u>EVALUATION</u>	<u>EVALUATION</u>
PERSONNEL	\$13,050	\$13,050
OTHER COSTS	47,029	2,544
TOTAL DIRECT COST	<u>\$60,079</u>	<u>\$15,594</u>
INDIRECT COST @5%	3,003	780
TOTAL COST	<u>\$63,082</u>	<u>\$16,374</u>
D.C.D.C. LIASON OFFICER	1,670	1,670
	<u>\$64,752</u>	<u>\$18,044</u>

Time/Task Allocations
National Street Law Institute

Personnel	Job Description	% of Indiv. Work	% Local	% Other States	% Pot. States	% Total
Director (Jason Newman)	Overall direction & implement.	30%	100%	0%	0%	100%
	Supervision of staff	30	100	0	0	100
	Review and edit of educational materials	10				
	Planning citizen involvement	10	100	0	0	100
	Technical assistance	20	0	30	70	100
		<u>100%</u>				
Deputy Director (Ed O'Brien)	Overall direction & implement.	15%	100%	0%	0%	100%
	Supervision of staff	25	100	0	0	100
	Review and edit of educational materials	10				
	Planning citizen involvement	10	100	0	0	100
	Technical assistance	25	10	30	60	100
	Supervision of law students	5	100	0	0	100
	Instruction of law students	10	100	0	0	100
		<u>100%</u>				
Director of Corr. (David Austern)	Writing and supervising writing of educational materials	10%				
	Travel to other jurisdictions to select parties and begin courses	20	0	60	40	100
	Technical assistance	10	0	40	60	100
	Instruction of law students	50	100	0	0	100
	Supervision of law students	10	100	0	0	100
	Attendance at conferences to promote expansion of Institute work	?	0	0	100	100
			<u>100%</u>			
Ass't. Dir./ Corr. (Mary McClymont)	Coordinate & administer citizen pro.	15%	100%	0%	0%	100%
	Supervise law students	20	100	0	0	100
	Technical assistance	45	0	60	0	100
	Writing of educational materials	20				
		<u>100%</u>				

Personnel	Job Description	% of Indiv. Work.	% Local	% Other States	% Pot. States	% Total
Administrator (Nancy Bradley)	Preparation of budgets	40%	50%	40%	10%	100%
	Monitoring & submission of charges and expenditures	50	75	25	0	100
	Overall supervision of support staff	<u>10</u> 100%	100	0	0	100
Ass't. Director/ H.S. (Ed McMahon)	Supervision of law students	10%	100%	0%	0%	100%
	Updating educational materials	5				
	Technical assistance	<u>85</u> 100%	0	40	60	100
Paralegal (Michael Burnett)	Review & edit of educational material	5%				
	Librarian work	50	100	0	0	100
	Assists in coordination of citizen program	5	100	0	0	100
	Office work	<u>40</u> 100%	30	30	40	100
Ass't. Dir./ Consultant (Lee Arbitman)	Review and edit of educational materials	10%				
	Supervision of law students	20	100	0	0	100
	Technical assistance	<u>70</u> 100%	0	0	100	100
Law students	Teach courses	<u>100%</u> 100%	100%	0%	0%	100%

STREET LAW

UNIVERSITY OF DENVER
Cost/Student Hour Analysis
 (Fall Quarter, 1976)

	<u>Low</u>	<u>High</u>
HOURS/CLASS	2	2.5
STUDENTS/CLASS* (Average)	16	
CLASSES/WEEK	5	5
TOTAL STUDENT HOURS/WEEK		
(2 x 16 x 5) 2.5 x 16 x 5)	160	400
x 10 weeks =		
STUDENT HOURS/ QUARTER	1,600	4,000
ESTIMATED QUARTER COST		\$6,372
COST ÷ STUDENT HOURS =		
COST/STUDENT HOUR	1.59	3.98

<u>COST/STUDENT HOUR</u>		
<u>High</u>	<u>Average</u>	<u>Low</u>
\$3.98	\$2.78	\$1.59

*5 CLASSES ALL HAVE AN ENROLLMENT OF 25, THE AVERAGE ATTENDANCE FOR EACH CLASS IS: 6 - 17 - 17 - 17 - 23. AVERAGE OF TOTAL = 16.

A.	<u>PERSONNEL</u>		
	ATTORNEY SUPERVISOR		
	(85% x 5 mos. @ \$500/month)	\$ 2,125.00	
	STUDENT COORDINATOR		
	(15 hrs. @ \$3.50/hr.)	52.50	
	TOTAL DIRECT PERSONNEL	\$ 2,177.50	
	BENEFITS (5.85%)	127.38	
	TOTAL PERSONNEL	\$ 2,304.88	(\$2,305)
B.	<u>SUPPLIES AND EXPENSES</u>		
	<u>BOOKS</u>		
	Students (150 @ \$8 each)	\$ 1,200.00	
	Teachers (20 @ \$8 each)	160.00	
	TOTAL BOOKS	<u>1,360.00</u>	
	<u>OFFICE EXPENSES</u>		
	(1/3 x \$2,000/yr.)	667.00	
	<u>RENT</u>		
	(5 mos. @ \$42/month)	210.00	
	TRAVEL (approx.)	1,450.00	
	<u>INDIRECT COSTS</u>		
	(Shown as 5% of total institute support of \$17,155 [912/yr) \$76/month x 5 mos.)	380.00	
	TOTAL EXPENSES	<u>\$4,067.00</u>	
	TOTAL COST	<u>\$6,372.00</u>	

STREET LAW

UNIVERSITY OF CALIFORNIA/DAVIS
Cost/Student Hour Analysis
 (Fall Semester, 1976)

	<u>Low</u>	<u>Average</u>	<u>High</u>
HOURS/CLASS*		1.78	
STUDENTS/CLASS	18		20
CLASSES/WEEK	3		3
TOTAL STUDENT HOURS/WEEK			
(1.78 x 18 x 3) (1.78 x 20 x 3)	96.12		106.80
x 15 weeks =			
STUDENT HOURS/ SEMESTER	1,442		1,602
ESTIMATED SEMESTER COST		\$8,920	
COST ÷ STUDENT HOURS =			
COST/STUDENT HOUR	\$5.57		\$6.19

<u>COST/STUDENT HOUR</u>		
<u>High</u>	<u>Average</u>	<u>Low</u>
\$6.19	\$5.88	\$5.57

*FOR 2 WEEKS, CLASSES MET FOR 2 HOURS, ALL OTHERS MET FOR 1 HOUR 45 MINUTES: AVERAGE 1.78.

STREET LAW

UNIVERSITY OF WASHINGTON/PUGET SOUND
Cost/Student Hour Analysis
 (Fall Quarter, 1976)

	<u>Low</u>	<u>Average</u>	<u>High</u>
HOURS/CLASS	2		2.5
STUDENTS/CLASS*		10.5	
CLASSES/WEEK	3		3
TOTAL STUDENT HOURS/WEEK (2 x 10.5 x 3) (2.5 x 10.5 x 3) x 8 weeks=	63		78.75
STUDENT HOURS/QUARTER	504		730
ESTIMATED QUARTER COST		\$5,107	
COST ÷ STUDENT HOURS = COST/STUDENT HOUR	\$6.99		\$10.11

<u>COST/STUDENT HOUR</u>		
<u>High</u>	<u>Average</u>	<u>Low</u>
\$10.11	\$8.55	\$6.99

*ATTENDANCE FOR EACH OF THE 3 CLASSES IS: 5-7, 10, 15.
 AVERAGE IS 10.5.

Cost Data:
Univ. of Washington/Puget Sound

A.	<u>PERSONNEL</u>	
	ATTORNEY SUPERVISOR	
	(3 months @\$600/month)	\$1,800
	SECRETARY (WORK STUDY)	
	(4 months @\$100/month)	400
	TOTAL DIRECT PERSONNEL	<u>\$2,200</u>
	BENEFITS	
	(15% of \$1,800, 18% of \$400)	342
	TOTAL PERSONNEL	<u>\$2,542</u>
B.	<u>EXPENSES</u>	
	SUPPLIES AND SERVICES	
	(Including books)	538
	TRAVEL	550
	INDIRECT COSTS	
	(50.1% of salaries)	1,102
	OTHER COSTS	
	Consulting services, Prof. John Strait	375
	TOTAL COST	<u>\$5,107</u>

FEDERAL CITY COLLEGE - LORTON PRISON PROJECT
Cost/Student Hour Analysis
(Fall Semester, 1976)

<u>CLASS #</u>	<u>HOURS/WEEK</u>	x	<u>STUDENTS/CLASS</u>	=	<u>STUDENT HOURS/WEEK</u>
8400	4		15		60
8401	3		16		48
8402	3		10		30
8403	3		27		81
8404	3		22		66
8406	3		20		60
8408	3		17		51
8409	3		10		30
8410	4		15		60
8411	3		22		66
8412	4		11		44
8413	3		20		60
8414	3		18		54
8417	3		22		66
8418	3		12		36
8419	4		37		148
8407	3		15		45

TOTAL STUDENT HOURS/WEEK

x 15 WEEKS =

STUDENT HOURS/SEMESTER

15,075

ESTIMATED SEMESTER COST

\$106,734

COST ÷ STUDENT HOURS =

COST/STUDENT HOUR

\$7.08

AVERAGE COST/STUDENT HOUR

\$7.08

FEDERAL CITY COLLEGE - LORTON PRISON PROJECT

FOUR MONTH COST* (9/1/76 - 12/30/76)

A. PERSONNEL

College Project Director	\$6,708
Program Assistant	2,970
Administrative Coordinator (FY 77)	4,191
Counselor (Transitional)	1,282
Secretary	3,342
Full time Faculty	7,334
Full time Faculty (Transitional)	1,332
Academic Coordinator (FY 77)	
16 sections, average \$1,275/section	3,953
Fall '76 (10/1 - 12/18)	12,736
Part time Faculty (Transitional)	8,606
18 sections, Fall '76 @ average of \$1,275/ section (8/16 - 9/30)	
Academic Support Part time (FY 77) @\$1,240/semester	1,240

B. BENEFITS

Professional @18%	4,808
Part time @5.85%	889
GS @10%	388

C. OTHER COSTS

Tuition - Fall '76 (115 students @\$67.50) (Transitional)	7,763
Books and Supplies - Fall '76 (115 students @\$50) (Transitional)	5,750
Local travel (Transitional)	40
Communications (Toll calls, postage, telegram @\$25/month)	100
Office equipment 1 calculator @\$200	117

D. INDIRECT COST

Indirect cost @57% of \$25,357 (salaries and wages) (Transitional)	4,818
Indirect cost @24% of TDC (Differences - unrecovered indirect cost based on negotiated rate of 102% S & W) (FY 77)	<u>28,367</u>

TOTAL COST \$106,734

*Obtained by pro-rating transitional budget (7/1/76 - 9/30/76) and FY 77 budget estimate. Includes both DCDC and FCC costs.

D.C. DEPARTMENT OF CORRECTIONS
 SECONDARY EDUCATION - G.E.D. PREP
Cost/Student Hour Analysis
 (Fall 1976)

	<u>ESTIMATED COST/STUDENT HOUR</u>		
	<u>Low</u>	<u>Average</u>	<u>High</u>
CENTRAL FACILITY	\$1.33	\$1.40	\$1.46
Fall '76 Quarter			
D.C. JAIL	\$2.11	\$3.93	\$5.75
Fall '76 Semester			
YOUTH CENTER #2	\$1.89	\$2.31	\$2.73
Fall '76 Quarter			

METHOD OF DETERMINATION

	<u>Low</u>	<u>High</u>
HOURS/CLASS		
Central	1	1
Jail	1	1.5
Youth Center #2	1	1
STUDENTS/CLASS		
Central	20	22
Jail	7	11
Youth Center #2	11	15
CLASSES/WEEK		
Central	10	10
Jail	13	15
TOTAL STUDENT HOURS/WEEK		
Central (1 x 10 x 20) (1 x 10 x 22)	200	220
Jail (1 x 7 x 13) (1.5 x 11 x 15)	91	247.5
Youth Center #2 (1 x 11 x 16) (1 x 15 x 17)	176	255
STUDENT HOURS/QUARTER/SEMESTER		
Central (200/220 x 11 weeks)	2,200	2,420
Jail (91/247.5 x 20 weeks)	1,820	4,950
Youth Center #2 (176/255 x 16 weeks)	2,816	4,080
ESTIMATED QUARTER/SEMESTER COST		
Central		\$ 3,217
Jail		\$10,466
Youth Center #2		\$ 7,693

COST ÷ STUDENT HOURS = COST/STUDENT HOUR (Above)

Cost Data:
Central Facility - G.E.D.

A.	<u>PERSONNEL</u>	
	<u>TEACHER</u>	
	(50% x 3 months @\$1,166/month)	\$1,749
	<u>PRINCIPAL</u>	
	(5% x 3 months @\$2,000/month)	300
	TOTAL DIRECT PERSONNEL	<u>\$2,049</u>
	BENEFITS @15%	307
	TOTAL PERSONNEL	<u>\$2,356</u>
B.	<u>OTHER COSTS</u>	
	KITS (2 @\$32 each)	\$ 64
	SUPPLIES (est. \$100/year)	25
	G.E.D. TESTS (est. 30 @\$5 each)	150
	TOTAL EXPENSES	<u>\$ 239</u>
	TOTAL DIRECT COST	\$2,595
	INDIRECT COST @24%	622
	TOTAL COST	<u>\$3,217</u>

COST QUALIFICATION/CLARIFICATION

The FY 77 operating budget for the Central Facility is not broken down by program. The costs for salaries and expenses were obtained from Mr. William Hedrick, Principal, Academic School. Benefit costs were computed at 15% of salaries. The Department of Corrections' indirect cost is 24% of total direct cost.

Cost Data:
D.C. Jail - G.E.D.

A.	<u>PERSONNEL</u>	
	EDUCATION SPECIALIST	\$ 354
	(5% x 20 weeks @\$354.29/week)	
	TEACHER	5,185
	(100% x 20 weeks @\$259.27/week)	
	SECRETARY	
	(30% x 20 weeks @\$191.27/week)	1,148
	TOTAL DIRECT PERSONNEL	<u>\$6,687</u>
	BENEFITS @15%	1,003
	TOTAL PERSONNEL	<u>\$7,690</u>
B.	<u>OTHER COSTS</u>	
	BOOKS AND SUPPLIES	\$ 400
	G.E.D. TESTS	
	(70 @\$5 each)	350
	TOTAL OTHER COSTS	<u>\$ 750</u>
	TOTAL DIRECT COST	\$8,440
	INDIRECT COST @24%	2,026
	TOTAL COST	<u>\$10,466</u>

COST QUALIFICATION/CLARIFICATION

The FY 77 operating budget includes all academic, vocational, and recreational programs for the D.C. Jail, the Annex, and the Women's Detention Center. It also includes funds for the operation of the law libraries at the three facilities. The costs for salaries and other costs were obtained from Mr. Garland Poynter, Education Specialist, D.C. Jail. Benefit costs were computed at 15% of salaries. The Department of Corrections indirect cost is 24% of total direct costs.

Cost Data:
Youth Center #2 - G.E.D.

A.	<u>PERSONNEL</u>	
	<u>PRINCIPAL</u>	
	(10% x 16 weeks @\$372.46/week)	\$ 596
	<u>TEACHER</u>	
	(90% x 16 weeks @\$323.02/week)	4,651
	TOTAL DIRECT PERSONNEL	<u>\$5,247</u>
	BENEFITS @15%	787
	TOTAL PERSONNEL	<u>\$6,034</u>
B.	<u>OTHER COSTS</u>	
	<u>BOOKS AND SUPPLIES</u>	\$ 70
	<u>G.E.D. TESTS</u>	
	(est. 20 @\$5 each)	100
	TOTAL OTHER COSTS	<u>\$ 170</u>
	TOTAL DIRECT COST	\$6,204
	INDIRECT COST @24%	1,489
	TOTAL COST	<u>\$7,693</u>

COST QUALIFICATION/CLARIFICATION

The FY 77 operating budget for Youth Center #2 is not broken down by program. Direct personnel costs and other costs are estimates obtained from Mrs. Angela Brown, Principal, Career Development Program. Benefit costs were computed at 15% of salaries. The Department of Corrections indirect cost is 24% of total direct costs.

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December 2, 1976

M E M O R A N D U M

TO: Peter White
Blackstone Associates

FROM: Jason Newman, Director
National Street Law Institute *M*

RE: Clarification of Goals of Citizens in
Corrections Element of the LEAA Grant

In the early developmental stages of incorporating citizen participants into the Street Law correctional classes, Street Law staff realized the need to refine and, to some extent, revise the goals articulated in the LEAA grant proposal. The staff, viewing citizen involvement as a group "experiment", has sought input from the citizen participants throughout the operation of the course. Through staff observation of the citizens' experience and their constant feedback to staff, the goals of the project have become clearer and perhaps more feasible. This memo is written in an effort to clarify the original goals and record the evolving program objectives.

GOALS

Citizens will become involved in corrections by participating as students in a practical law course on an equal basis with inmates. Having both inmate and community members in the classes should provide mutual benefit. New and different perspectives, offered by members from both groups, should serve to create more probing questions and thoughtful responses and generally stimulate more varied classroom discussion. Rather than each group operating as a lone entity (community classes in the community and inmate classes in the prison), the groups will be mixed to share differing and sometimes common views. Classes, on the whole then, should be of greater educational value to all, given a wider spectrum of knowledge and viewpoints.

Citizens will become sensitized to corrections by interacting with inmates in a prison environment. Although some citizens will already be somewhat familiar with the corrections system, having worked as professionals or volunteers in the criminal justice field, few will ever have experienced such a significant amount of time in direct interaction with inmates in a prison setting. While the citizens learn about inmates and their unique problems, simultaneously, through interaction, inmates will relate to community residents on a personal basis and develop more positive attitudes toward the community. Through this personal communication in the classroom, it is believed that the resentment felt by some inmates toward the community will be lessened.

It is also believed that this interaction will engender more lasting relationships between some citizens and inmates. These relationships will provide personal support to an inmate during incarceration and reduce the inmates' frustration which may be partially caused by the lack of access to the "outside". In addition, once released to the community, increased job opportunities or social services may become available to the inmate. For example, a number of citizen participants are involved in volunteer or professional groups which could assist ex-offenders in seeking employment or re-establishing themselves in the community.

Finally, when the course is completed and citizen sensitization to corrections has been heightened, increased citizen action may result. Particular problems, policies, or procedures in corrections may be addressed which citizens believe should be bolstered or revised, depending on the issue. For example, if education programs are found lacking, some citizens may work to establish more such programs by mobilizing volunteer teachers or other assistance. Another example may be a citizen who seeks to help improve and expand inmate library facilities through fund-raising or other organizational efforts.

Citizens may also increase the community's awareness of correctional problems and individual problems of inmates by discussing their experience with others in the community.

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APPENDIX T

Margins of Error Associated with Small Numbers

The text notes that many of the findings reported in this study lack statistical significance due to the small number of cases. A point also made, however, is that although these data lack the accuracy required for research purposes, their range of error is not so great as to render them valueless. Indeed, it is suggested that they may well compare favorably with the so-called "guesstimates," unproven assumptions and other "soft" information with which many criminal justice administrators regularly work.

An example may be useful. Assume a situation in which the population (e.g., citizens who completed Street Law) numbers only 15. Of this group, a still smaller sample of 11 returned completed questionnaires (indicating their views toward Street Law). Suppose 6 of the sample (55%) responded "Yes" to some questions and 5 (or 45%) answered "No." What is one to infer from this finding with respect to the population of 15? In other words, assuming that the proportion of the population of 15 who would answer "Yes" could be found, how much larger or smaller than 55% might it be?

The "true" figures, of course, might be either larger or smaller than 55%. If, for example, the sample contained all members of the population who would say "No" (in other words, 5), then 10 of the 15 (i.e., $15 - 5 = 10$) would have responded "Yes."

Ten is 67% of 15, or 12% larger than the 55% found in the sample. On the other hand, the sample might have included all those in the population who would have answered "Yes," or 6. Six of 15 is 40%, or 15% smaller than 55%.

The survey result of 55%, in short, could have understated the actual situation by 12% or overstated it by 15%. However, for the sample to have been in error by as much as +12 or -15% it would have to have been biased in the extreme -- a possible but unlikely occurrence under most circumstances.

The figures below indicate the possible differences between sample and population over the entire range of possible findings at a confidence level of 100%.

Population: 15

Sample: 11

Confidence Level: 100%

<u>Number "Yes" in Sample</u>	<u>Number "Yes" in Population</u>
0	0 - 4
1	1 - 5
2	2 - 6
3	3 - 7
4	4 - 8
5	5 - 9
6	6 - 10
7	7 - 11
8	8 - 12
9	9 - 13
10	10 - 14
11	11 - 15

Possible error is more closely associated with absolute sample size than with relative sample size. In other words, margin of error due to smallness of sample is not greatly increased even though the population from which the sample is drawn is greatly enlarged.

Assume a situation, for example, in which the sample is 28 (e.g., corrections officers surveyed) and the population is 1,250 (i.e., approximate number of corrections officers in the D.C. Department of Corrections). Suppose 50% (i.e., 14 of 28) answered "Yes." What can one infer as to the potential percent of positive answers one might find if it were possible to canvass all 1,250 officers?

As the table below indicates, one can say with 95% confidence that the actual proportion could range from 32.6% to 67.4%. The possible error, in short, is $\pm 17.4\%$. As pointed out above, however, under most circumstances the actual error probably will be less than this. The table also displays another characteristic of sampling error: as the percent of finding approaches zero or 100% there is less "room" for error in one direction but more in another.

Population: 1,250

Sample: 28

Confidence Level: 100%

<u>% "Yes" in Sample</u>	<u>% "Yes" in Population</u>
5%	1.1 - 19.7%
10	3.3 - 26.2
15	6.1 - 32.2
20	9.3 - 37.8
25	12.7 - 43.2
30	16.3 - 48.3
35	20.2 - 53.2
40	24.2 - 58.0
45	28.4 - 62.6
50	32.6 - 67.4
55	37.4 - 71.6
60	42.0 - 75.8
65	46.2 - 79.8
70	51.7 - 83.7
75	56.8 - 87.3
80	62.2 - 90.7
85	67.8 - 93.9
90	73.8 - 96.7
95	80.3 - 98.9

In conclusion, then, small sample size tends to produce findings which must be qualified to be useful, but which are by no means useless. This is particularly true in situations in which one is satisfied to know whether, say, it is roughly 20% -- or 80% -- of a group which possesses a given characteristic. The greater the fine tuning required, however, the less satisfactory will be results based upon small numbers.

END