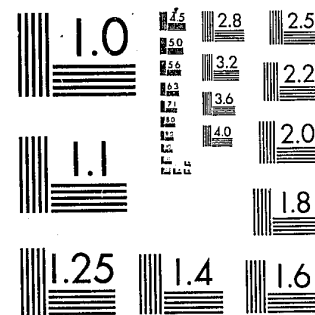


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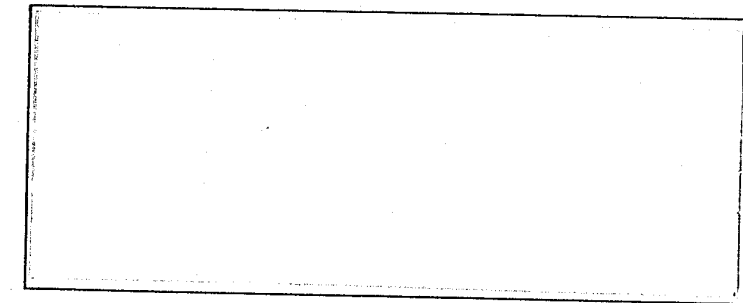
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PROGRAM EVALUATION REPORT

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First Year Evaluation of the  
Jails and Individualized Learning Project  
Citizen and Offender Programs in Education, Inc.  
Milwaukee, Wisconsin  
#75-03-03-05

Evaluation Team:

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Wisconsin Council on Criminal Justice  
Program Evaluation Section  
September 1976

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ACQUISITIONS

Table of Contents

	Page
Table of Tables and Figures . . . . .	iii
I. Introduction . . . . .	1
II. Evaluation . . . . .	1
A. Purpose . . . . .	1
B. Methodology . . . . .	1
III. Problem . . . . .	2
IV. Goals and Objectives . . . . .	3
V. Staff and Administration . . . . .	4
VI. Methodology . . . . .	5
Educational Components . . . . .	7
Community Resources . . . . .	9
VII. Problems in Implementation . . . . .	10
VIII. Client Characteristics . . . . .	11
IX. Impact . . . . .	14
A. Provision of Services . . . . .	14
B. Student Participation . . . . .	14
C. Side Effects . . . . .	20
X. Summary . . . . .	22
A. Overview . . . . .	22
B. Achievement of Goals and Objectives . . . . .	23

Table of Contents (cont.)

	<u>Page</u>
Appendix A: Project COPE Activity Log . . . . .	25
Appendix B: Project COPE Individual Participation Record .	26

Table of Tables and Figures

	<u>Page</u>
Table 1: Client Characteristics--Age . . . . .	12
Table 2: Client Characteristics--Ethnic Background . . . .	12
Table 3: Client Characteristics--Education . . . . .	13
Table 4: Monthly Hours of Instruction, By Instructional Group . . . . .	15
Table 5: Total Attendance by Month and Instructional Group . . . . .	17
Table 6: Participation in Instructional Groups . . . . .	16
Table 7: Student Involvement, By Days in Jail Before Release . . . . .	21
Figure 1: Days in Custody for JIL Sample and Actual Client Group . . . . .	19
Figure 2: Days in Custody for Client Group . . . . .	19

## I. Introduction

The Wisconsin Council on Criminal Justice (WCCJ) has received an application for financial assistance from Citizen and Offender Programs in Education, Inc. (COPE) for operation of the Jails and Individualized Learning (JIL) project. The applicant has requested that funds be provided under Program 11C: Community and Support Services to Local Jails as set forth in the 1976 Criminal Justice Improvement Plan. The applicant received a previous grant award for this project in 1975. Previous and requested grant awards are as follows:

<u>Year</u>	<u>Grant Number</u>	<u>Total Budget</u>	<u>Funding Ratio</u>	<u>Project Period</u>
1975	75-03-03-05	\$65,430	90/10	10/1/75 - 9/30/76
1976*	76-03-11C-MM-2742	\$62,109	80/20	10/1/76 - 9/30/77

\*Requested

## II. Evaluation

### A. Purpose

The Program Evaluation Section (PES) of the WCCJ has prepared this report as part of the evaluation of the program area, Community and Support Services to Local Jails, and to provide assistance to the Executive Committee of the WCCJ in its decision-making process.

### B. Methodology

PES staff conducted a partial evaluation of the JIL project during its first year of operation. At the time of this writing, the project is in the eleventh month of operation under fiscal year 1975 funding.

The scope of the evaluation encompasses project activity from October 1, 1975 through July 31, 1976. Data presented was obtained from the project's own comprehensive records and through a reporting system devised by PES staff.

PES staff met with the Project Director on October 30, 1975 to explain the data collection and reporting procedures. The original system was developed for use by all projects working with clients in local jails. This was intended to

assure comparability of findings across projects. However, due to the specialized nature of the JIL project, much of the data requested was either irrelevant or too general to reflect project activities, and an alternative system was developed and implemented during March 1976 (see Appendix). The modified system was geared toward collection of individualized data for each client participating in the project.

Essentially, the alternative method of reporting consisted of two elements: (1) an individual data record showing demographic information and a record of the classes in which each individual participated; and (2) a monthly listing of classes offered, showing the total number of hours and total attendance for each class.

PES staff had numerous contacts with project staff, usually by telephone. PES staff also contacted the Supervisor of the women's jail as part of the evaluation effort. Information collected during these contacts is also presented in this report.

### III. Problem

According to the original grant application<sup>1</sup>, the overall lack of services available to women held in county jails, specifically educational services, fosters idleness, passive attitudes, and undesirable habits in those who are incarcerated. At the time of application to the WCCJ, the Milwaukee County Jail provided eight hours of planned educational activity per week, although women at the jail had an average of 70 hours of free time per week.

The existing programs involved sewing instruction offered through the Sheriff's Department and Adult Basic Education (ABE) available through the Milwaukee Area Technical College (MATC). The lack of planned activities resulted from several conditions common to most jails:

1. Shifting populations--inmate turnover is high and individuals are not generally held for long periods of time;
2. Varied educational backgrounds of inmates;

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<sup>1</sup>Grant #75-03-03-05, Jails and Individualized Learning, Citizen and Offender Programs in Education, Inc., pages 1-4.

3. Lack of materials and space for special activities; and
4. Lack of specially trained personnel to conduct planned activities.

For these reasons, COPE, Inc, proposed the JIL project to provide a broad range of individualized educational programs to adult female inmates of the Milwaukee County Jail, utilizing the services of professional and volunteer staff.

### IV. Goals and Objectives

The major purpose and intent of the JIL project is to increase the availability of educational services and to aid the women inmates in utilizing their time profitably while incarcerated, learning how to set life goals and developing strategies to reach these goals.

Specifically, the grant application stated the goal and objectives as follows:

"Goal: To increase educational service to women inmates of the Milwaukee County Jail from the present 8 hours per week to 8 hours per day.

"Objectives:

- (1) To increase from 8 to 30 the weekly hours of formal individualized instruction available.
- (2) To introduce at least 10 hours per week of guided learning opportunities for small groups and individuals.
- (3) To identify and utilize at least five suitable community resources and 35-45 volunteers.
- (4) To make available weekly at least three types of opportunities for personal improvement.
- (5) To assist at least 10% of the expected 250 program participants to continue their educational development after jail release."

#### V. Staff and Administration

The JIL project is operated by Citizen and Offender Programs in Education, Inc., a private non-profit organization located in Milwaukee, Wisconsin. The corporation was established expressly for the purpose of administering the grant awarded for the project's operations. A Board of Directors and an Advisory Committee were formed to advise staff and oversee project activities. The Board of Directors meets quarterly and handles corporation matters. The Advisory Committee met monthly during the project's first six months, and continues to meet quarterly to deal with practical concerns and provide direction and assistance to the project. The Advisory Committee receives progress reports from the Project Director detailing the activities and current status of the project. Selected inmates have attended Advisory Committee meetings and have served as a source of input to the project.

Administrative responsibility for project activities rests with the Project Director. She is responsible for the efficient operation of the entire project, overseeing the functioning of every aspect.<sup>2</sup> In addition, she acts as the project's representative to the community, responding to inquiries and promoting the project's credibility in the community.

Two part-time counselor positions are provided in the project budget. The counseling team is supplemented by volunteers who are professionals or graduate students. In August 1976 three (3) volunteer counselors were participating in the project. The counselors contact new inmates and explain the services available to them. They also administer tests used in developing long- and short-range learning plans with inmates, provide regular counseling services, and keep individual records of client progress.

Instruction is provided by a core of regular part-time instructors supplemented by teaching assistants and other professionals available to the project. As of August 13, 1976 the staff of instructors included four (4) regular part-time instructors paid by the project; two (2) instructors from MATC who teach at the jail and are paid by the project for work performed outside the periods covered by MATC; one (1) teaching assistant, an inmate, who provides instruction in Black History while under supervision; and a former inmate who has been hired as a substitute instructor for sewing courses.

Volunteers take part in various aspects of the project's activities. As previously mentioned, several volunteers are participating as counselors. Others are engaged in such

activities as tutoring, assisting clients upon release, and performing legal research. All volunteers participate in a one-day training workshop, followed by interviews with staff and supervised activities in the jail. Thus far a total of 19 persons have been trained as unpaid staff. Training workshops were held during March and June 1976.

Staff capabilities are augmented when necessary. A "project manager" was hired for a six-week period during July and August 1976 to oversee project activities while the Project Director was engaged in administrative activities away from the jail.

#### VI. Methodology

A pervasive air of adaptation and flexibility has characterized the project as its policies, procedures, and components have evolved throughout the first year of operations. The provision of meaningful learning experiences for the inmates while adapting to the existing administrative and physical structures of the jail has remained the primary consideration of the project. These concerns have dictated several deviations from the original planned methodology.

At the project's inception it was presumed that all women held at the jail would be eligible to participate in the project's activities. However, a substantial portion of the target population was denied access to the project when the jail administration declared that women with Huber privileges would not be allowed to participate. Project staff have endeavored to have this restriction lifted, but with no success.

For those inmates eligible for the project, participation is on a voluntary basis. Efforts are made to contact each inmate and stimulate interest, but the inmate must finally request to participate in order to be admitted. Since many women enter and leave the jail in a very short time, not every woman is fully informed about the project. However, the counselors do see virtually every woman who is at the jail for two (2) days or more, as well as some who are there for less time but request to see a counselor. The counselors explain the project to the inmates. Should an inmate express an interest in participating, the counselor conducts a "pre-assessment" interview in preparation for developing a learning plan.

The original grant application identified a series of inventories which would be administered to project participants in the pre-assessment stage. The instruments identified were:

1. Kuder Occupational Interest Survey
2. Oakland Cognitive Style Inventory

<sup>2</sup>Application #76-03-11C-MM-2742, page A-1.

3. General Aptitude Test Battery
4. Otis-Lennon Mental Abilities Test
5. Transition Model

After experimentation by project staff, the pre-assessment testing procedures were reduced from the five relatively complex tests listed above to one or two simpler tests, including a personality inventory (Taylor-Johnson Temperament Analysis) and a job interest inventory (Self-Directed Search by John Holland).

The original methodology called for formal learning plans (contracts) to be developed for each inmate participating in individualized learning components. The contracts were to specify definite objectives to be achieved over a two-week period, while outlining what the project would provide to the student. This procedure was modified due to the number of women who were at the jail for periods of time less than 2 weeks. The counselors still develop relatively long-range plans with many inmates, but the contracts have been shortened to single class agreements and have become less formal, while retaining their specificity. Registration for classes has now been facilitated by placing sign-up sheets on a wall and allowing students to select their own classes. A rotating attendance system has been implemented due to recent restrictions on class size.

Students receive regular feedback on their progress. Instructors write a brief progress report for each student at the end of each class. This also provides a mechanism for the student to provide feedback to project staff. In addition to this immediate feedback, the counselors regularly meet with each student to discuss progress and future goals. The counselors try to see each student weekly, but this has not always been possible due to the number of women at the jail. However, the Project Director has indicated that the counselors are able to see each student in the jail at least every two weeks. At the completion of certain program elements, instructors may award a certificate of achievement, and a summary certificate is issued upon completion of the entire program showing the student's name, the total hours of instruction, and the courses in which the student participated.

It was originally expected that each participant would be retested by the counselor at release to determine changes in attitude and achievement. The findings for the group of participants would be compared to those of a control group of women who did not participate in the project. This element of the project has been eliminated because of two problems:

1. The length of time between admissions and release is too short to produce significant changes;<sup>3</sup> and
2. Since most of the women eligible to participate have done so, there is no adequate control group.

#### Educational Components

The specific instructional elements have always been considered flexible to some degree, the only requirement for a particular component being that it provide a learning experience. Courses offered generally fit into one of four categories:

##### A. Group I: Arts and Crafts

Sewing I & II  
Needlecraft

##### B. Group II: Academic and Vocational

This category includes courses with a definite academic approach to supplement the courses offered through the existing Adult Basic Education program. Specific courses offered under this category have included:

Creative Writing  
Reading  
Child Development  
Child Psychology  
Typing and Shorthand  
Health and Nutrition  
Communication Skills

##### C. Group III: Self-Improvement

Courses offered under this category attempt to teach students to explore alternatives in their lives and to set and meet their own goals, enhance their feelings of self-worth, and manage their lives more effectively. Specific elements of this group include:

Yoga  
Human Potential  
Choices for Change  
Exercise and Relaxation Through Creative Movement

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<sup>3</sup>During the planning stage of the JIL project it was believed that the average length of stay at the jail was 90-120 days. The project found that more than 50% of the women in custody stay for less than 2 days. Individual records submitted to PES show that only 19.0% of those women who participated in the project were at the jail more than 30 days.

Assertiveness Training  
Give Yourself a Break  
Family Living  
Dance

D. Special Programs

These elements are dictated by student interest. They may be single sessions or seminars which introduce new topics or expand on existing program elements. Sessions offered under this category have included:

Legal Logic  
Home Celebration  
TV and Reality  
Word and Sound Performance  
Sing-Along  
Let's Talk About Kids  
Stitching Gifts  
Quilting  
Movies  
Macrame  
Travelogues

In addition to instructional elements, time is also set aside for a Learning Center and for Independent Projects, during which times students receive additional help and instruction in whatever areas their interests lie.

The courses offered may be on-going with individualized instruction (e.g., Adult Basic Education), or they may be of a fixed duration (e.g., Special Programs). The number of students in each element depends on the number of students interested, but a limit may be imposed by project staff to facilitate instruction or by the jail administration to facilitate supervision. Security considerations have compelled jail staff to impose a limit of seven (7) students per class. Previously, some classes had as many as 16 students.

The concerns of the jail administration have also necessitated a reduction in the number of class hours offered per week. A member of the jail staff supervises each class, and this activity necessarily reduces the amount of time available for other tasks. As a result, the project has been asked to reduce the number of classes scheduled each day.

Prior to the reduction in class hours, courses were offered Monday through Friday, with a morning session from 9:30-11:00 (except Fridays), two afternoon sessions from 12:40-2:10 and 2:15-3:45, and evening sessions lasting 2-3 hours. As of June 13, 1976, however, the second afternoon session and the evening sessions on Mondays and Fridays have been eliminated. Saturday and Sunday evening sessions have been added, though, to minimize

the loss of hours and to distribute the supervisory workload. The new schedule provides for 26 hours of instruction per week.

Community Resources

Apart from specific educational services, the JIL project assists in the provision of post-release and other services outside the scope of the project's normal activities. This is generally done on a limited basis, and usually consists of a referral to an appropriate community resource. Project staff have been working to develop a mechanism for more comprehensive follow-through services for released clients utilizing existing community resources.

The JIL project has identified 16 community resources as sources of aid. These have been utilized as means of providing services to clients, expanding the resources available to the project, and enlisting community support by informing the public of the project's activities. The project has utilized the services of the following resources:

1. Milwaukee Area Technical College
2. Educational Television (Channel 10)
3. Milwaukee Public Library
4. Job Service (Project Hope)
5. Voluntary Action Center
6. Bureau of Probation and Parole
7. Counseling Center
8. Division of Vocational Rehabilitation
9. Family Outreach
10. Jail Advisory Committee
11. Laubach Literary Center
12. Local Newspapers: Milwaukee Journal  
Milwaukee Sentinel  
Bugle American  
Catholic Herald Citizen
13. Milwaukee Interagency Council on Volunteerism
14. Wisconsin Association of Corrections and Criminal Justice
15. Wisconsin Correctional Service
16. Women's Outreach



## VII. Problems in Implementation

While several operational problems have been identified elsewhere, the application for second year funds (76-03-11C-MM-2742) lists the difficulties encountered during the project's first year. That list is summarized below, along with the manner and extent to which they have been overcome:

- A. Decreased size of target group. Many women counted as "in custody" are only held for a matter of hours and do not actually enter the jail. In addition, women with Huber privileges are not allowed to participate in project activities. Project staff examined daily reports of the jail population and found that 27.4% of the women held had Huber privileges.
- B. Most women held at the jail are released after a short period of time. Project staff found that 51% of the women are in custody for 2 days or less. In addition, the average length of stay for the remaining 49% was 23 days. The project expected the average stay to be 90-120 days. Project operations were revised to accommodate the shorter time periods as mentioned in the section on "Methodology."
- C. Uncertainty regarding facilities. The Milwaukee County Sheriff's Department has planned a renovation of the women's jail facilities. It is expected that this will require that the women be housed at the House of Corrections for approximately 6 months. This was announced in February 1976, and project operations since that time have been uncertain. It is now expected that activities will be continued, perhaps with the inclusion of female Huber inmates. Uncertainty still exists as to when the move will take place, and there are bound to be new and unexpected operational problems during the transition.
- D. Concerns of the jail administration and staff. The project necessarily functions within the existing structure and often must be flexible in order to accommodate that structure. Concerns expressed by jail staff and administration have resulted in revisions of project operations in the following areas:

1. Reduced number of scheduled class hours;
2. Limit of seven (7) students per class; and
3. Limit on the number of volunteers working in the jail.

Project staff met frequently with the jail staff to resolve or avoid problems. It is expected that the renovations at the facility will include observation windows which will allow jail staff to observe classes without taking them away from other activities.

The grant application also cites problems not necessarily affecting implementation, but which bear on the project's effectiveness. Amongst these are:

1. Restrictive jail environment has a negative effect on learning;
2. Student turnover is more rapid than expected;
3. Additional instructional resources are needed which are written for adults with elementary skills;
4. Physical structure of the jail inhibits reception of resources through media; and
5. Inmates' desires to continue their education are smothered by survival problems with which they must deal upon release.<sup>4</sup>

## VIII. Client Characteristics

JIL staff conducted an independent study of a sample of approximately 12% of the women's inactive booking cards from 1975 at the Milwaukee County Sheriff's Department to determine the demographic characteristics of the target client group. Some of those findings are included here and may be used as a point of reference in determining the degree to which the clients actually served by the project are representative of the target group as a whole. Data regarding the actual clients served were compiled from the individual records submitted to PES by the project. However, since the information provided was not always complete, the data presented for each client category will show the percentages of both the total client group and the known group.

It should be pointed out that the characteristics of the sample group and the client group are generally very similar. Certain differences do exist and these will be discussed briefly. However, conclusions about differences between groups must be tentative since the JIL sample was not randomly selected and therefore cannot validly be tested for statistical significance.

Table 1 shows that most of the women held at the jail are relatively young. The JIL sample showed that 60.4% were 25 years or younger, compared to the actual client group, of which 73.6% of the known group were in that age category. This may indicate that this group is more receptive to the services the project offers. Age being a factor is also reflected in the fact that categories of older inmates are under-represented in the client group. The JIL sample showed 28.2% of the women

<sup>4</sup>Application #76-03-11C-MM-2742, pages 6-8.

Table 1: Client Characteristics--Age

Age	# Clients	% of Total Client Group	% of Known Group	% of JIL Sample
18-20	62	32.9	33.3	24.8
21-25	75	39.8	40.3	35.6
26-30	24	12.7	12.9	15.4
31-35	13	6.9	6.9	12.8
36-40	6	3.1	3.2	4.7
41+	6	3.1	3.2	6.7
Unknown	2	1.0	---	---
TOTAL	188	99.5	99.8	100.0

Table 2: Client Characteristics--Ethnic Background

Ethnic Background	# Clients	% of Total Client Group	% of Known Group	% of JIL Sample
White	47	25.0	27.9	32
Black	120	63.8	71.4	64
Spanish Surname	1	0.5	0.5	2
Native American	---	---	---	2
Other	---	---	---	--
Unknown	20	10.6	---	--
TOTAL	188	99.9	99.8	100

were between the ages of 26 and 35, compared to only 19.8% of the client group. A review of the data on length of time held at the jail revealed no apparent differences in the amounts of time spent in jail by the different age groups, so it appears that the over-representation of younger women in the client group is a result of self-selection.

Table 2 shows the ethnic background for each group. The ethnic breakdown is very similar for both the sample and the actual client groups. Blacks are over-represented in the known client group, but the percentage for the total group is almost exactly that found in the sample. In any case, Blacks are greatly over-represented in both groups when compared to the general population. (A Special City Census conducted by the Department of City Development in March 1975 showed that 18.4% of the City of Milwaukee's population is Black.)

The JIL sample did not examine educational background, and unfortunately this information was missing for about 1/3 of the clients. However, in Table 3 the data for the known group show that over 2/3 of those clients did not complete high school or attend any technical or other educational institution after high school.

Table 3: Client Characteristics--Education

Grade Completed	# Clients	% of Total Client Group	% of Known Group
9 or less	16	8.5	12.8
10 - 12	70	37.2	56.0
High School Graduate	22	11.2	17.6
Post-High School	17	9.0	13.6
Unknown	63	33.5	--
TOTAL	188	99.9	99.9

The composite picture shows that the "typical" client involved in the JIL project is probably young, likely to be Black, and probably has not completed high school. This also appears to be representative of the jail population as a whole. The only difference seems to be that younger women are more likely to participate in the project.

IX. Impact

A. Provision of Services

The section on "Educational Components" identified the individual elements of the educational program. These were categorized according to four (4) basic groups:

- Group I (Arts and Crafts)
- Group II (Academic and Vocational)
- Group III (Self-Improvement)
- Group IV (Special Programs)

Specific courses within these groups are scheduled on a weekly basis. The Project Director has attempted to maintain a balance amongst these groups while taking into consideration the interests of the students. Table 4 shows the total number of class hours offered in each educational category for the months November 1975 through July 1976. The table shows that a total of 1,050 class hours were held over the nine (9) month period for an average of 116.6 class hours per month or 26.9 hours per week. The averages are affected by the relatively low numbers in the early months when the project was beginning and by the reduced number of hours in May, June, and July. The reduction in class hours due to administrative concerns at the jail was discussed previously. Monthly class hours ranged from a low of 77 hours in November to a high of 158 in January. The median monthly class hours is 104.

Table 4 also shows that there was a relatively even distribution of time among the class groups. The most class hours were offered for Group I (Arts and Crafts) which accounted for 30.38% of the total hours offered. Group II (Academic and Vocational) courses were the next most frequently offered, accounting for 24.8% of the total. It should be noted here that the Group II classes were significantly reduced in May and June. Two factors affected this reduction: (1) the Creative Writing and Reading classes were combined into one Communication Skills class, and (2) the Communication Skills instructor and the instructor who had taught the Reading class left the project. The level of Group II offerings rose again in July when staff were found to resume more Group II activities. Groups III (Self-Improvement) and IV (Special Programs) were offered approximately equally, accounting for 22.14% and 22.66% of the total hours, respectively.

B. Student Participation

The limitations on the size of the target group have been discussed in the "Problems in Implementation" section. Even with the reduced eligible population, though, the

Table 4: Monthly Hours of Instruction, By Instructional Group

Instructional Group	Nov. Number (Col. %)	Dec. Number (Col. %)	Jan. Number (Col. %)	Feb. Number (Col. %)	March Number (Col. %)	April Number (Col. %)	May Number (Col. %)	June Number (Col. %)	July Number (Col. %)	TOTAL
Group I (Arts & Crafts)	36 (46.75)	32 (34.78)	40 (25.31)	36 (26.66)	36 (25.89)	42 (28.47)	30 (30.30)	37 (37.56)	30 (28.84)	319 Ave. 35.44 Col. % 30.38
Group II (Academic & Vocational)	15 (19.47)	27 (29.34)	29 (18.35)	47 (34.81)	53 (38.12)	38 (25.76)	13 (13.13)	10.5 (10.65)	28 (26.92)	260.5 Ave. 28.94 Col. % 24.80
Group III (Self-Improvement)	17 (22.07)	18 (19.56)	37 (23.41)	24 (17.77)	23 (16.54)	28.5 (19.32)	30 (30.30)	27 (27.41)	28 (26.92)	232.5 Ave. 25.83 Col. % 22.14
Group IV (Special Programs)	9 (11.68)	15 (16.30)	52 (32.91)	28 (20.74)	27 (19.42)	39 (26.44)	26 (26.26)	24 (24.36)	18 (17.30)	238 Ave. 26.44 Col. % 22.66
TOTAL	77 (99.98)	92 (99.98)	158 (99.98)	135 (99.98)	139 (99.97)	147.5 (99.99)	99 (99.99)	98.5 (99.98)	104 (99.98)	1050 Ave. 116.6

courses offered have very often been filled to capacity. Project staff estimate that approximately 64% of those eligible and at the jail more than 2 days participated in the project. Table 5 shows the total attendance at classes, distributed by month and instructional group. It should be emphasized that the data represent the totals of attendance at each class, not the number of individuals who were involved. If a student attended more than one class, or any class more than once, that student was counted more than once.

Table 5 shows that the highest attendance was in Group I (Arts and Crafts) where monthly attendance averaged 133. The lowest attendance occurred in Group II (Academic and Vocational) classes. However, attendance in that group was very similar to Group III (Self-Improvement), the average monthly attendance being 58.8 and 60.6 respectively. The attendance in Group II was probably affected by the reduction in the hours during May and June, because the average attendance during the other seven (7) months was 69 students.

Under the original data reporting system it was impossible to identify the specific classes in which individuals had participated. However, this information is available under the revised system. From April through July, 54 individuals were released from the jail who had participated in at least one instructional component. Table 6 shows the number of individuals who participated in each group. Since many students participated in more than one component, the column totals are greater than the size of the group.

Table 6: Participation in Instructional Groups

	<u># Participating</u>	<u>Percentage</u>
Group I	34	62.9
Group II	27	50.0
Group III	37	68.5
Group IV	22	40.7
Independent Projects	17	31.4

While Tables 4 and 5 showed that Group I classes were offered and attended most frequently, more students were involved in Group III (Self-Improvement) classes than in any other category. These are the classes that stress enrichment in students' personal lives. They attempt to provide alternatives to self-defeating lifestyles and outlooks. It is probably significant that women in jail find these courses most inviting. The high percentages of students in each category demonstrate that a significant number of the women attend classes in more than one category.

Table 5: Total Attendance by Month and Instructional Group

Instructional Group	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	Total (Average)
Group I (Arts & Crafts)	123	95	127	158	130	238	106	116	104	1197 (133)
Group II (Academic & Vocational)	32	47	60	131	81	66	24	23	66	530 (58.8)
Group III (Self-Improvement)	15	27	69	81	63	90	96	105	90	546 (60.6)
Group IV (Special Programs)	25	45	144	151	38	109	129	85	67	793 (88.1)

A major factor affecting the extent of participation by a student is the length of time she is at the jail. The longer she is there, the more opportunity she has to participate. The rapid turnover of the majority of students has already been identified as one of the problems facing the project. This is reflected in the individual participation statistics for those women who were released in the months November through July. Data were received for 188 women during that time period. All of these women had some contact with the project's instructional and/or counseling elements. Of this group, 149 (73.9%) participated in at least one hour of instructional programs. There was a wide range of participation for these women in terms of hours of instruction. Participation ranged from one hour to 313 hours of instruction, with an average of 23.7 hours per person. Those students with extensive participation have skewed the mean, however, and a more appropriate measure of participation is the median number of hours. That figure (median = 9) indicates that as many students participated in more than nine (9) hours as participated for less time. The mode equals two (2), which is the most frequent amount of participation by the women in the group (17 students received two (2) hours of instruction).

A significant proportion (74.7%) of the women had some contact with the project counselors. Most of those who did not were minimally involved in project activities, usually confining their participation to one of the special group activities. Others who had contact with counselors chose not to participate in the project's instructional activities. In many of these cases, the counselor contact amounted to little more than an explanation of project activities and services. Counselor involvement was reported in terms of the number of hours spent in counseling. The range of counseling contact was from .25 hours to 16.75 hours, with the average contact per student being 3.22 hours. In this case the average is an accurate reflection, since both the median and the mode were equal to three (3).

Data showing the specific relationship between the extent of participation and the length of time in jail are presented in the following pages, but is it appropriate here to discuss a major difference between the client group and the total jail population. Figure 1 shows the length of time spent in custody by the women in the JIL sample and in the actual client group. Slightly more than half the women in the sample left the jail the same or next day after intake. Only 7.4% of the clients served were at the jail for similar periods. This means that the JIL project does not have access to a significant proportion of the women who are taken into custody. It also means that those women to whom the project has access are the ones who, for whatever reasons, are not allowed release on signature bond or for whom secure detention is deemed necessary. Figure 1 demonstrates that

Figure 1: Days in Custody for JIL Sample and Actual Client Group

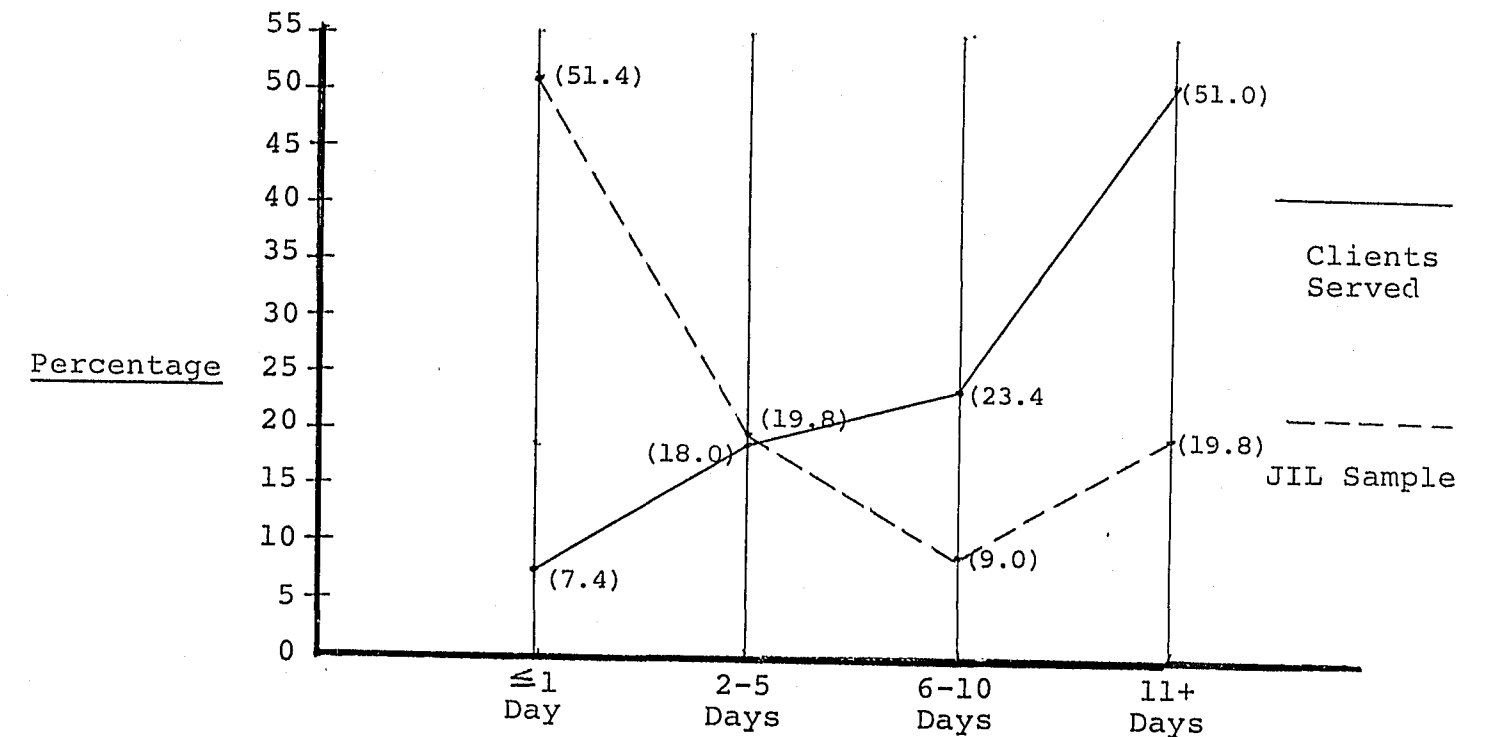
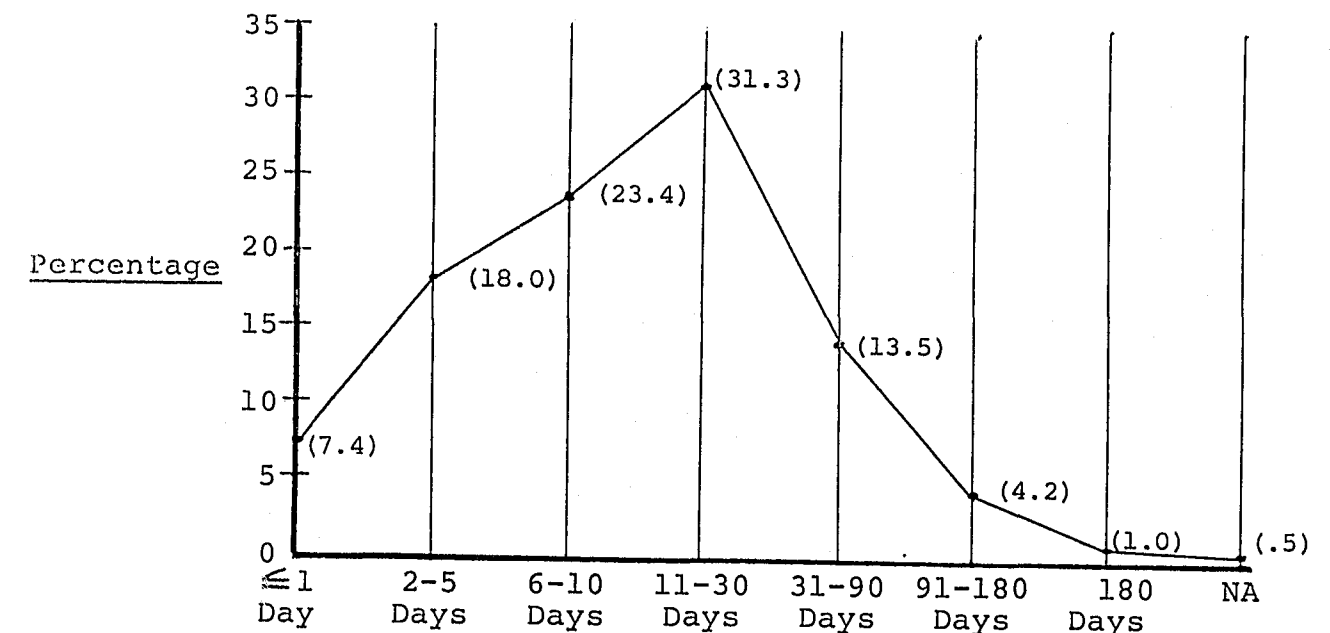


Figure 2: Days in Custody for Client Group



where half the women booked into the jail are released shortly thereafter, half the women served by the project are at the jail for more than ten (10) days. Less than 20% of the women in the sample were in custody for that length of time.

Figure 2 presents a further breakdown of the length of time spent in jail by the client group. While Figure 1 showed that 51% of the women served were at the jail more than 10 days, Figure 2 shows that most of these women were released within 30 days. Only 19% of the client group spent more than 30 days at the jail. This has implications for project policies. The academic and vocational classes usually involve subject matter that requires extended periods of study and practice in order to effect significant changes. Since most of the participants will not be at the jail long enough for JIL staff to effect those changes, it seems essential that the project develop their own or alternative resources to follow up on clients after release. This follow-up should be directed toward maintaining the students' motivation to continue in the direction started within the project. Project staff have indicated that they are acutely aware of this need.

Table 7 illustrates the level of student involvement broken down by the number of days clients were at the jail. There is an obvious positive correlation between the length of stay and increased participation. The table also shows which clients had contact with counselors but chose not to participate in any of the educational components. It should be noted that several of the women with relatively lengthy stays in the jail were nearing the end of those stays when the project began. Very few women stay at the jail for long periods of time without some project involvement.

#### C. Side Effects

The JIL project has not specifically identified recidivism reduction as a goal of the project. In the short time that most women spend at the jail it is unrealistic to expect the project to effect any major changes in individuals merely through the provision of instructional programs. A follow-up component could have an impact on this aspect of the problem, but the project has not been able to develop this to date. However, the project has had positive impacts in other areas. These can be considered as side effects of the JIL project.

Project staff have formed attachments to the women with whom they work. We have previously mentioned the fact that two instructors were former project participants. Other women have been able to present Certificates of Achievement when they appeared in court as evidence of positive efforts



Table 7: Student Involvement, By Days in Jail Before Release

Days in Jail

Hours of Educational Involvement	Total (% Col.)	Same Day	Next Day	2-5 Days	6-10 Days	11-30 Days	31-90 Days	91-180 Days	More Than 180	N/A
0 - 2	31 (16.49)	1	6	14	9	1				
2.1 - 4	22 (11.70)			6	10	4	1	1		
4.1 - 10	32 (17.02)			4	4	18	6			
10.1 - 30	37 (19.68)		1		7	21	6	1		1
More Than 30	30 (15.96)			1		11	10	6	2	
Counseling Only $\geq$ 1 Hr.	30 (15.96)		4	8	12	4	2			
Counseling Only Less Than 1 Hr.	6 (3.19)		2	1	2		1			
TOTAL (% Row)	188 (100.00)	1 (0.53)	13 (6.91)	34 (18.09)	44 (23.40)	59 (31.38)	26 (13.83)	8 (4.26)	2 (1.06)	1 (0.53)

and accomplishments. Approximately twenty (20) women have received informal post-release assistance to aid them in coping with immediate problems.

The project has also had a positive impact on its environment. The supportive and positive atmosphere developed within project activities has had a beneficial effect for the staff of the jail. PES contacted the Supervisor of the Women's Jail on August 17, 1976. She indicated that since the project began its activities, work with the inmates is much easier. While some members of the regular jail staff had initial reservations about the project, those reservations seem to have lessened. One jail staff person commented to the Project Director that the inmates' attitudes are "so much better now." The Supervisor also indicated that the women genuinely enjoy participating and are very disappointed when a class must be cancelled or that they otherwise can't attend.

The project operations have posed problems for the regular jail staff, however. Some of these have been discussed previously. They mainly involve security and administrative problems. However, the Supervisor expressed complete satisfaction with the efforts of project staff to communicate and coordinate activities with the regular jail staff. Project staff have been very responsive to the needs and wishes of the jail staff, and any problems that arise are usually quickly resolved. The Supervisor's overall feelings toward the project were that it is fruitful and effective.

## X. Summary

### A. Overview

The Jail and Individualized Learning project operated by Citizen and Offender Programs in Education, Inc. at the Milwaukee County Women's Jail will conclude its first year of activity on September 30, 1976. During its initial year the project has provided a variety of instructional programs to women held in the jail. Participation in project activities is voluntary, and all women are eligible except those who have Huber privileges. This restriction has been imposed by the administrative staff of the jail, rather than by project staff.

Instructional elements are essentially divided into four categories: arts and crafts, academic and vocational, self-improvement, and special programs. From November 1975 through July 1976 an average of 26.9 hours of instruction were offered per week. Project staff has estimated that

64% of the eligible population have participated in project activities. Students are assisted in developing learning plans by project counselors.

Data were submitted to PES for 188 participants. Those data showed that the project participants were predominantly young, Black females with less than a high school education. Individual involvement was positively correlated with length of time at the jail. While the arts and crafts elements had the highest total attendance in terms of number of classes attended, the self-improvement courses were attended by the largest proportion of student (68.5%).

The project has had to adapt to external factors influencing project operations, e.g., shifting jail populations and constraints developed to accommodate the existing jail administrative structure. Presently, the JIL project has managed to provide a variety of instructional elements to a significant proportion of inmates while cultivating a spirit of communication and cooperation with the jail's staff. The project appears to be operating to the mutual satisfaction of all significant parties, while constantly seeking ways to improve the present system.

### B. Achievement of Goals and Objectives

Goal: "To increase educational service to the women inmates of the Milwaukee County Jail from the present 8 hours per week to 8 hours per day."

Progress: Combining instructional elements with educational counseling services, this goal has been met. Recent cutbacks in scheduling of classes have been made to accommodate the wishes of the jail staff. Specific details directly related to the achievement of this goal are discussed in relation to relative objectives (see below).

Objective 1: "To increase from 8 to 30 the weekly hours of formal individualized instruction available."

Objective 2: "To introduce at least 10 hours per week of guided learning opportunities for small groups and individuals."

Progress (Objectives 1 and 2): From November 1975 through May 1976 the project reported that 42 class hours were conducted weekly. During the month of June the number of class hours scheduled was cut to approximately 26 hours per week. According to data submitted to PES, from November 1975 through July 1976 an average of 26.9 hours of instruction were offered per week. These figures do not include 4 hours of

Adult Basic Education per week, which is provided by MATC. Project staff expect the number of scheduled project hours to rise after renovation of the jail facility is completed.

Objective 3: "To identify and utilize at least five suitable community resources and 35-45 volunteers."

Progress: The JIL project has identified and utilized 16 community resources to varying degrees. These resources have primarily served to expand project capabilities, provide other needed services to project participants, and inform the community of the project's activities.

To date the project has trained and selected 19 volunteers. However, here again project activities have been curtailed somewhat at the request of the jail staff. The Sheriff's Department has requested that the number of volunteer staff be kept low.

Objective 4: "To make available weekly at least three types of opportunities for personal improvement."

Progress: Each week classes are scheduled involving three basic types of instruction: arts and crafts, academic and vocational, and self-improvement. In addition, special interest programs are frequently scheduled to widen the variety of program offerings.

Objective 5: "To assist at least 10% of the expected 250 program participants to continue their educational development after jail release."

Progress: Early in the project year it became obvious to project staff that this objective would not be met. The project cited "pressing survival needs" faced by women at release as a significant factor affecting motivation to continue in educational programs. While the project has informally assisted a number of participants after release, this has usually been in other areas. Project staff are aware of the need for increased efforts in this area and have worked with the Benedict Center for Criminal Justice (Milwaukee) to formulate a cooperative program to address this need in the future.

Project COPE Activity Log

Report Period: \_\_\_\_/\_\_\_\_/\_\_\_\_ to \_\_\_\_/\_\_\_\_/\_\_\_\_

Educational Component Title	# Hours Offered	# Students Registered	# Students Completing Program

Appendix A  
Project COPE Activity Log

Appendix B  
PROJECT COPE

Individual Participation Record

Client # \_\_\_\_\_ Jail Intake Date \_\_\_\_\_

Date of Birth \_\_\_\_/\_\_\_\_/\_\_\_\_ Release Date \_\_\_\_\_

Total Days in Jail \_\_\_\_\_

Race:	Education: (Grades Completed)	Jail Status:
____ White	____ Less than 6	____ Awaiting Trial
____ Black	____ 6-9	____ Probation or
____ Spanish Surname	____ 10-12	____ Parole Hold
____ Native American	____ H.S. Grad, or Equivalent	____ Huber Sentence
____ Other	____ Post H.S.	____ Non-Huber Sentence
		____ Other

Date(s)	Component Title	# Hours Attended	Results: (completed, or if not, give reason)
N/A	Counseling		N/A

END