

**AN EXPLORATORY STUDY OF AGREEMENTS
BETWEEN INSTITUTIONS OF HIGHER EDUCATION
AND CORRECTIONAL INSTITUTIONS**

by

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(ABSTRACT)

This exploratory study was conducted in the Commonwealth of Virginia and included Wardens, Department of Correctional Education Principals, community college Deans, and community college personnel assigned as prison program coordinators for college/correctional institution programs. Those were the total number of instructional managers responsible for postsecondary programs in medium and maximum security correctional institutions in the Commonwealth during November 1986. Surveys and interviews were used to obtain individual perceptions of responsibilities to be assigned to colleges and correctional institutions when agreements are for educational programs are developed.

Agreements used by colleges that were members of the Southern Association of Colleges and Schools and correctional institutions were reviewed. There was no consistency among the states' agreements in the

responsibilities included or in the institution assuming the same or similar responsibilities. A review of journal articles describing responsibilities in existing or proposed college/correctional institution programs revealed no consistency in the responsibilities necessary to be included in agreements. The responsibilities found in the state agreements as well as those in the journal articles provided examples of reasonable responsibilities for instructional managers to consider when developing agreements for college programs in correctional institutions.

A survey form was developed and administered to instructional managers. College coordinators of college/prison programs provided the largest percentage of responsibilities to be included in agreements, but correctional institution instructional managers overall responded with a larger number of necessary responsibility statements than college instructional managers. Generally instructional managers chose responsibility statements in the categories of Instruction, Curriculum Support, and Equipment and Supply to be included in agreements. Responses to the open-ended question asked during the interview phase revealed problems in the current structure of the college/prison programs. Many problems were appropriate for the categories of Faculty and Staff,

Students, and Instruction. Wardens articulated the highest number of problems and were the only group of instructional managers to express concern about inmates as students in the community at the time they were released from the correctional institution. Instructional managers ranked Student and Faculty and Staff categories of responsibility statements as most important to include in agreements although they did not select them to be included in agreements.

Recommendations for improving the current method of providing college programs to incarcerated persons include the development of a statewide system composed of state level leadership. Individual colleges need to improve the quality of support and transitional services for students.

Dedication

This dissertation is dedicated to my biological and spiritual families who maintained their faith in me although they did not always understand my internal anguish.

My parents and and
my children and as well as
the ancestors and heirs of

are to be
remembered first. Education has been and continues to be
valued in my biological family.

My spiritual family provided balance to my life and nourishment for my being throughout this process. So, to my family of Unity of Roanoke Valley, I also dedicate this dissertation.

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The participants who cooperated with this research project included research staff at the Virginia Department of Corrections, correctional institution wardens, principals from the Department of Correctional Education, and deans and community college staff responsible for coordinating prison programs. Without them and the Maryland Department of Education and correctional institution wardens, there could have been no dissertation.

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CHAPTER 1

INTRODUCTION

Religious groups, with Quakers the most prominent, established the first educational programs in the United States for incarcerated persons during the late 18th century. The purpose of these early programs was to correct inmate morals through Bible reading. Since 1953, institutions of higher education have provided increasing numbers of higher education programs to incarcerated persons in state and federal correctional institutions. The purposes of these programs have been rehabilitating the inmate, preparing for life after incarceration, and occupying the time of inmates during their many idle hours.

The growth in the numbers of programs in this country has not been accompanied by the delineation of responsibilities to guide instructional managers in institutions of higher education and correctional institutions in developing formal agreements to provide these programs. The purpose of this study is to fill this void by determining the responsibilities considered necessary by educational administrators who deliver higher

Background

Correctional institutions in the United States have been entrusted by society with the responsibility of providing custody for inmates and of serving as a source of rehabilitation. Rehabilitation is provided in many forms, but one of the most productive for incarcerated adults can be education.

The first higher education courses in a federal correctional institution were for inmates of the United States Penitentiary at Leavenworth, Kansas in 1953 (Shepko, 1984). In 1956, Delyte Morris, President of Southern Illinois University supported the offering of the first credit class to incarcerated persons at Illinois State Penitentiary at Menard (Bortz, 1981). By June 1968, Walla Walla Community College awarded associate degrees to 31 inmates of Washington State Penitentiary. (Roberts, 1971). The Hagerstown Junior College (Maryland) offered courses at Maryland Correctional Training Center after a formal agreement was negotiated between the college president and the correctional institution warden. Littlefield and Wolford (1982) reported that classroom and vocational instruction were available in all but three states to inmates who want to take college courses and to pursue complex technical occupations.

There is little consensus among states regarding the most efficient organizational structure for ensuring that inmates can take advantage of this opportunity (McCollum, 1976; Northwest Regional Educational Lab, 1986; Wolford and Littlefield, 1985). Higher education courses and programs, however, usually are supplied following the negotiation of formal agreements between institutions of higher education and correctional institutions. The resultant agreement is most likely to succeed when the coordinator of the higher education programs for the correctional institution and the academic administrator of the institution of higher education are able to develop mutually agreeable terms that specify what curriculum, curriculum support services, and additional services are to be supplied by each (Alston, 1981; Buddenhagen and Testa, 1984; California Community College Service Association, 1976; Herron and Others, 1973; Maradian, 1981).

Problem Statement

Higher education personnel who administer postsecondary programs in correctional institutions and personnel responsible for postsecondary education for correctional institutions must collaborate to provide programs. Two purposes of this relationship between the institutions of higher education and the correctional institutions are to

increase the potential for employment of released inmates and to contribute to their successful transition into the community. To fulfill these purposes, each institution of higher education and each correctional institution must determine the programs they will provide and the responsibilities and activities necessary to put these programs into effect. It is important that the kinds of responsibilities identified reflect the experiences of instructional managers who currently administer postsecondary programs. The literature does not suggest that their knowledge has been solicited and disseminated widely. By obtaining this information from practitioners, responsibilities can be identified and potential conflicts can be ameliorated or eliminated.

A characteristic of programs developed during the 1960's was the establishment of a formalized relationship between the institution of higher education and the correctional institution. The purpose for a structured relationship was to surmount obstacles that were recognized, particularly in the areas of basic laboratory space, expanded library facilities, and expansion of the curriculum (Thomas, 1981). In his description of the Lee College program in Texas, Alston (1981) stated that there were several considerations to be satisfied when an education

program has as a goal the rehabilitation of incarcerated persons. It was common to have the verbal commitment of instructional managers from institutions of higher education and correctional institutions to offer the programs. He felt what was difficult was cooperation between them to develop formal structured postsecondary programs.

Conrath (1986), discussing some of the trends in the partnership between community colleges and correctional institutions, stated that interpersonal and interagency conflicts usually occur because of lack of clarity of lines of responsibility in delivering postsecondary programs. Areas of responsibility identified included orientation for faculty and staff and training for full and part time teachers who were to teach in the prison. Peak (1984) reported on a national survey conducted during 1982 and concluded that states were engaged in various formal agreements in which institutions of higher education provided courses in correctional institutions for incarcerated persons but gave no indication regarding the contents of the agreements.

In March 1987, the Correctional Education Association (CEA) published a list of standards to be considered by that organization to elevate the quality of education in

correctional institutions and distributed copies at regional meetings of the association. The articles pertaining to postsecondary education include the establishment of standards for postsecondary programs. The responsibilities derived from this study could contribute to developing these standards.

Purpose Statement

The purpose of this study was to determine the responsibilities which instructional managers perceive as necessary when institutions of higher education and correctional institutions offer postsecondary programs to incarcerated persons.

Research Questions

The research questions which guided this study were:

1. What responsibilities for educational programs for incarcerated persons are confirmed as necessary by instructional managers from institutions of higher education and correctional institutions?
2. What responsibilities are identified as necessary by instructional managers of the institutions of higher education?
3. What responsibilities are identified as necessary by instructional managers of the correctional institutions?
4. What problems do instructional managers have in

deciding the responsibilities which will be assumed by each institution?

5. How important is it to include each responsibility in a formal agreement according to instructional managers?

Method for Conducting the Study

The purpose of this study was to determine the responsibilities that instructional managers from institutions of higher education and correctional institutions perceive as necessary to include in contracts between correctional institutions and institutions of higher education when postsecondary education is provided for incarcerated persons. Interview and survey techniques were used to gather information from the participating instructional managers.

This study was completed in five phases including a review of agreements and the literature, a pilot study, a series of interviews, a mail survey, and an analysis. The review of agreements between institutions of higher education and correctional institutions in Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Texas provided information about the contents of contracts. The states selected were members of the Southern Association of Colleges and Schools. The literature that was reviewed provided a description of

current and proposed higher education programs in correctional institutions.

The pilot study was conducted in Maryland and included Hagerstown Junior College and the three correctional institutions in which the college offers postsecondary courses. The purposes of the pilot included determining the clarity of the statements of responsibility and of the open ended question posed to each instructional manager during the interview phase of the study.

The interviews, conducted in Virginia, included the correctional institutions and the institutions of higher education which contracted for programs as of November 1986. Instructional managers from 17 institutions qualified to participate in this portion of the study. Additional information about the selection of participants was included in Chapter 3.

Surveys were mailed to those instructional managers participating in the interview phase. Each participant ranked the responsibilities that the researcher provided in the interview phase. Added to this list were those responsibilities added by the participants during the interview phase.

The analysis of the data included obtaining frequencies for the responsibilities that the participants perceived as

necessary to include in contracts between institutions of higher education and correctional institutions. Content analysis of the responses to the open ended question was completed, and the responses to the mail survey were rank ordered.

Definitions

Agreement - A formal arrangement between correctional and educational institutions specifying types the services to be provided, the method for delivering the services, and the institution responsible for each service.

Instructional managers - Department of Corrections wardens, Department of Correctional Education principals, college deans, and college personnel assigned as prison program coordinators.

Postsecondary correctional education - academic, vocational, and/or technical programs of study taken for college credit by incarcerated persons who possess a high school diploma or a G.E.D. and are inmates in state prisons.

Responsibility - An activity for or in support of the delivery of postsecondary education to persons incarcerated in correctional institutions.

Delimitations

This study was conducted with instructional managers who provide postsecondary education programs to incarcerated

persons in medium and maximum security state prisons in the Commonwealth of Virginia. The Commonwealth has a unique structure for the delivery of educational services to incarcerated persons. It is the only state in that has a Department of Correctional Education. Therefore, the results of this study are not generalizable to other levels of custody or to other states.

Need for the Study

Administrators of postsecondary education programs in correctional institutions have collaborated in the past to provide college programs to incarcerated persons. The number of eligible students, however, has continued to increase over the past 20 years. First, many inmates meet the eligibility criteria for college admission. Second, college programs have expanded recruitment to include incarcerated persons as students. For these reasons, additional instructional managers are embarking on involving their institutions in postsecondary education. These institutional leaders receive minimal information in the existing literature to direct them in developing contractual arrangements that will result in satisfactory programs. The results of this study will provide educational leaders with a set of responsibilities that some practitioners believe must be addressed for a successful program. The series of

responsibilities developed can serve as guidelines for instructional managers who negotiate future contracts.

CHAPTER 2

LITERATURE REVIEW

History of Higher Education in Correctional Institutions

Adult Education

The education of incarcerated adult persons in the United States has existed for almost 200 years. The initial development and growth of educational programs was a response by Quakers and other religious groups to the need to provide a form of penitence to prisoners by teaching them to read their Bibles and to contemplate their moral conditions in life while they spent time in solitary confinement. Quaker leaders who influenced the conditions of the Walnut Street Jail in Philadelphia, Pennsylvania believed that there was moral and social value in allowing inmates to spend most of their 24 hours in meditation (Johnson, 1983). The teachers were the religious leaders who preached rather than informed.

This early educational instruction had two purposes: to assist prisoners in reforming their ways and to occupy their idle time. In 1788, Walnut Street Jail was the experimental site of such a school (Reagen and Stoughton, 1976). It was the first prison in the United States to have long term imprisonment and was a logical choice. The Walnut Street jail philosophy of prison education was not followed by the

administrators of the Auburn Prison (New York) in 1816 when its leaders instituted the practice of allowing collective work in silence with solitary confinement only at night. Between 1830 and 1850, the instruction of adults became more prevalent and in 1847 New York state law provided for teachers at Auburn, Clinton, and Sing Sing prisons to replace early chaplains who taught (Roberts, 1971). In addition to the school, Sing Sing administrators developed the first prison library in 1840. In 1829 Kentucky, by law replaced religious instruction, with basic skills courses - reading, writing, arithmetic (Futrell, 1986). Maryland, in the mid 1800's, followed New York's lead by assigning teachers to educational programs in state prisons.

The social thinking influencing the administration of programs for incarcerated persons has followed four themes: retribution, exploitation, humanitarian, rehabilitation (Johnson, 1978). The emphasis placed on themes has shifted over time; and while the former two have been more prevalent in centuries past, the latter two have gained prominence during recent times.

Johnson (1978) goes on to stress that correctional systems emphasizing retribution included activities meant to punish inmates for crimes they committed. This punishment took the form of whipping, amputation of limbs or

disfigurement, and castration. The offense dictated the form of retaliation taken by the courts.

Where the exploitation basis for punishment was prevalent, punishment for incarcerated persons was exacted at the mercy of persons in power. Prisoners performed activities that ranged from constructing pyramids and temples to defraying the burden on the tax coffers by completing public works projects.

Humanitarian activities were given impetus with the rise of the middle class of the 19th century. Efforts were made to provide prisoners with humane living conditions that included proper food, adequate ventilation and clean living space. Members of the middle class considered these the good things of life and therefore necessary to include in prisons of the day.

Louis Dwight organized the Boston Prison Discipline Society in 1825. The society was a forerunner in utilizing the concept of rehabilitation as a basis for prison programs. Dwight proposed that inmates be provided with both work and education because the absence of enlightenment was thought to cause crime (Reagen and Stoughton, 1976). In addition, some credence was given to the notion that environmental factors influenced criminal behavior. Generally, prisoners were expected to strive toward moral

renewal through meditation, hard work, and study. One possibility for inmates to fulfill reform through study was to take advantage of available high school classes through correspondence courses in the late 1890's (Futrell, 1986).

The American Prison Association had been established by 1870 (Roberts, 1971). It recognized as one of its goals the greater usage of knowledge obtained from behavioral sciences for the treatment of incarcerated persons. An increase in the value given to sociology and psychology had a direct benefit for inmates. Their rehabilitation or treatment instead of custodial containment became the basis for some correctional institution programming. It included therapeutic programs meant to change inmate behavior, to understand the motivation for an inmate engaging in anti-social acts, and to identify the nature of inmate physical, mental, or social handicaps. Rehabilitation was the basis of the programs of not only mental health professionals but also vocational and academic teachers, recreational personnel, and religious leaders and organizations. During the first conference of the American Prison Association, Zebulon R. Brockway, who was the first warden of Elmira Reformatory in New York, expressed the belief that the purpose of prisons should include not only reforming criminals but also keeping them separated from the rest of

society. It was observed that released inmates had not been improved during their period of incarceration. The Gladstone Report of 1895 called for the moral and industrial training of prisoners so that the qualities of the released inmates would surpass those of the same person when newly incarcerated. The issuance of this report, a general rise in the numbers of middle class persons, and the great depression of the 1930's influenced the direction of education for incarcerated persons.

During the 19th century, the middle class grew, and its importance increased. Energies were devoted to bettering the living conditions of the lower classes. Some of the changes in correctional institutions resulted from publicizing the conditions under which inmates lived. A general depression during the 1930s had a negative impact on prison industry programs and indirectly assisted in the growth of educational programs. Prior to this time, the goods produced by prisoners had a market outside the prison. With higher general unemployment rates, however, the demand for prison produced products decreased. Greater idleness among inmates resulted, and both the Federal Bureau of Prisons and some state correctional systems concentrated on improving the training of institutional personnel as well as adding libraries, schools, and work programs for inmates

(Johnson, 1978). Since obtaining an education had been accepted as a vehicle for getting ahead in America, it was perceived as reasonable for changing inmate attitudes and behavior as well as for occupying inmates in a constructive way during their many hours of idle time.

The years of increase in numbers of educational programs for incarcerated adults were not accompanied by a system for evaluating them for either effectiveness or quality. In 1927, Austin MacCormick addressed this need by evaluating and surveying the conditions of existing programs. The assistant director of the United States Bureau of Prisons found all existing programs in need of basic improvements in the areas of level of funding, quality and quantity of personnel, and adequacy of facilities. This report gave Sanford Bates, the director of the Federal Prison System, impetus to incorporate improvements in classrooms, libraries, and the management of educational programs in each federal institution; he implemented these reforms by assigning a supervisor of education (Futrell, 1986).

The Lewisohn and Englehardt Commission in 1933 influenced educational programs in correctional institutions in New York when it expressed a philosophy that later became part of the state's corrections law (Shepko, 1984). It

stated that prison education should be individualized to allow each inmate to be socialized through "impressional and expressional activities" (Reagen and Stoughton, 1976, p.43). The commission studied the breadth of educational services in the adult correctional institutions in New York. The results of this report emphasized that individuals must be developed as a whole and that education must be focused on changing individual attitudes, increasing vocational efficiency, eliminating psychological complexes, and developing willingness and skill for cooperative living after release (Roberts, 1971).

Postsecondary Education

Although many states have some method assuring incarcerated adults of opportunities to obtain basic education, the development of postsecondary education opportunities has been recent and sporadic. In 1925, incarcerated persons at California's San Quentin prison participated in a free higher education program sponsored by the University of California. A 1982 study of postsecondary programs in correctional institutions by Littlefield and Wolford referred to 1953 as the beginning of formal college programs being offered to incarcerated persons. The numbers of students who obtained the G.E.D. or received high school diplomas prior to the 1950's led to the desire of many

inmates to obtain further education and degrees. Colleges and universities located near correctional institutions provided inmates with an opportunity to pursue the education with direct instruction as opposed to the correspondence courses available to them already (Thomas, 1981).

Delyte Morris, president of Southern Illinois University, initiated a college program at Menard Penitentiary in Illinois in 1953. Bortz (1981) stated that Morris identified education as supporting the social goal of increasing responsible citizenship through improving communication skills, using leisure time constructively, and exploring the world around them. The United States Penitentiary at Leavenworth began offering courses for college credit during 1956. Following that period, both the federal and state systems increased postsecondary programs in correctional institutions and began to include occupational training. By 1965, twelve programs were in place with 182 programs being reported by 1973 (Herron et al., 1973). Emmert (1976) reported, just three years later, that 237 colleges and universities were providing incarcerated persons with courses at the postsecondary level.

Project NewGate, a significant demonstration postsecondary education program, was begun in 1969. It was

funded with Office of Economic Opportunity money and was patterned after the Upward Bound Program. The basic program included seminar and group experiences, individual counselling, campus type events and experiences, and post prison college entry. The last feature was the least developed and perhaps one of the most crucial. Prisons that used Project Newgate as a model did not develop transitional programs between the college program in the prison and the college campus in the community. An obstacle that may have impeded this development includes the release of inmates to communities outside of the geographical area served by the college that provided instruction in the prison. In addition, adequate counseling staff and personnel to direct the inmates' transition from the prison program to the college community may not have been appointed by either the college or the prison educational program. During 1967-68, the project was in place in Pennsylvania, Kentucky, Minnesota, New Mexico, and Colorado in select correctional institutions. A basic principle of NewGate was that university instruction was of a quality that would justify providing college programs for incarcerated persons (Seashore and Harberfeld with John Irwin , Keith Baker 1976).

Four organizational and programmatic arrangements

existed between correctional institutions and institutions of higher education in the states that participated in the project. They were identified as Type A, Type B, Type C, and Type D. Type A afforded inmates the opportunity to choose from limited numbers of college courses. Type B had a greater variety of academic and vocational majors. Inmates were taught by visiting as well as regular professors, a college atmosphere was fostered within the institution, and library and research materials were made available. Type C arrangements had academic programs and optional support services that included counseling and remedial work as well as post release advising, job placement, and financial assistance. Type D, in contrast to Type A, provided for administrators to select programs best for inmates.

The model NewGate programs addressed several considerations:

1. nature of the inmate participants
2. selection of inmate participants
3. social and occupational background of staff
4. therapy in college programs
5. selection of post release students
6. selection of host academic institution
7. work obligations for selected participants

8. availability and selection of campus housing; and
9. external program relationships (Seashore and Harberfeld et al., 1976):

The developers of NewGate described an educational program in prison for inmates that included five essentials:

1. outreach and support services to attract students to enroll in the program and to retain enrolees
2. activities and services incorporated into the college program
3. transitional support services offered to post release students
4. congenial institution of higher education atmosphere and student involvement on campus; and
5. activities must be available for post release students.

The program ended when federal funding decreased and most states did not replace these funds. Although it is not known what occurred to the programs in other states, the state of Minnesota continued a program that still exists. Additional problems existed in selecting students to commute long distances between the participating institution of higher education and the correctional institution (Detzner, 1981-82). Nevertheless, an innovative prison education program was developed by inmates in Minnesota. John P.

Morgan and other inmates utilized what had been learned from other college efforts and developed INSIGHT.

From its inception, INSIGHT contained many features not identified in other institutional arrangements between colleges and correctional institutions. A staff of four inmates administered the program, donations from community businesses funded it, and the result for the inmate students was to be the achievement of the baccalaureate.

Other postsecondary programs have been offered to incarcerated persons throughout the country. Prior to 1958, the University of Maryland offered courses to men who had completed the G.E.D. or high school with a diploma and had a good record at Maryland Penitentiary. A former director of education at the penitentiary also arranged for Johns Hopkins faculty to teach two college courses in addition to courses taught by the University of Maryland faculty. Other educational opportunities were available through Great Books courses, Dale Carnegie, and technical courses.

Rehabilitation as a Rationale for Postsecondary Education

Rehabilitation in correctional institutions has been a focus for some programs since 1870. J. Michael Keating, Jr., Special Prison Master to the Federal District Court for the District of Rhode Island, stated at the Special National Workshop of the National Institute of Justice (1980) that

even though rehabilitation as an ideal has been predominant for the past half century, it has faded as a rationale for programs in correctional institutions. Dillingham (1984) cited the period between 1900 - 1970 as the period in the history of corrections when inmate programs were based on the rehabilitation or treatment rationale. Most programs made available to incarcerated persons could be classified as religious, medical or educational.

The growth of higher education programs for incarcerated persons has suggested that education has been perceived as worth salvaging although various psychological or medical programs were not. MacDougall (1976) expressed a very different view of rehabilitation. He felt that rehabilitation had never been the basis for significant programs in correctional systems but would become so by 1986. Whether 1986 was the year of significant rehabilitation programs was questionable.

The 1983 National Platform on Corrections Committee under the leadership of Louie L. Wainwright, Secretary of the Florida Department of Corrections identified punishment, incapacitation, deterrence, and rehabilitation as rationales for responding to criminal offenders through social institutions. While the first three were considered punishment oriented, rehabilitation was identified as a

responsibility to citizens who wish to become non-offenders and who will use assistance in becoming so. Incarcerated persons who choose to participate in educational and vocational programs, religious counseling as well as other activities meant to reinforce the desirability of adjusting to a non-criminal community can care for themselves once they are released from the correctional institution (National Platform on Corrections Committee, 1983).

The Comprehensive Employment Training Act, has sponsored studies related to incarcerated persons and has identified characteristics common to many of these persons. Two basic areas of deficiency identified were a lack of educational and vocational preparation. The correction of these two areas may decrease further criminal activity, but this must not be the motivation for developing educational programs (Maradian, 1981: Staff Report, 1976). Herron (1973) found that the effectiveness of individual postsecondary education programs has not been determined, usually because of lack of evaluation. There is no agreement, however, on the rehabilitation value of programs available to incarcerated persons.

Studies of postsecondary education programs in the past have focused on program scope and size, program operation, and program effectiveness. Wolford and Littlefield (1985)

in a study of postsecondary institutions that provided programs for incarcerated persons were able to characterize the nature of the programs. Community colleges and vocational/technical colleges were the major providers of programs for incarcerated persons, and proprietary schools had the least significant involvement. Consistent with this finding was another; most participating institutions offered certificate and associate degrees. Standardized tests (SAT and ACT) were not utilized widely as part of the admissions procedure, and the general standards for admission for incarcerated persons differed from those for students on campus. While each postsecondary institution identified a college coordinator, most had a part time program director. One conclusion of the study was that states needed to evaluate and to identify the programs existing in their states and to share the results with other states. One such program was initiated during 1965 by Lee College of Baytown, Texas in units of the Texas Department of Corrections (Alston, 1981). The educators who developed and implemented the program stated that it could succeed as a basis for inmate rehabilitation if it included a combination of appropriate education and up to date job training so that the released persons would have work skills for being successful. The question was raised regarding essential

components of educational programs. A further question may be raised regarding the appropriate responsibilities of each of the institutions participating in providing educational programs in correctional institutions.

Once formal agreements have been developed between institutions of higher education and correctional institutions, it can be helpful to heed the recommendations of Herron (1973):

1. Evaluate - Once clear and realistic objectives have been established, integrate evaluation into the program.
2. Innovate - Institute approaches that are appropriate even if unorthodox.
3. Follow Through - Provide released inmates with supportive transitional services.
4. Cooperate - Establish cooperative relationships between correctional institutions and institutions of higher education.
5. Advertise - When barriers appear in program delivery, enlist the assistance of the community in reaching solutions; and
6. Steal - When solutions to problems you face have been identified and solved by another program, use the solutions!

Virginia Department of Correctional Education

Education in Virginia prisons began in 1918 with a statute that provided for a Corrections Director and classes (Gehring, 1979). Instruction was voluntary and provided for inmates by other inmates who were prepared better academically. In 1974 the independent school division of the Rehabilitative School Authority (RSA) was created when the Virginia General Assembly enacted Senate Bill #500, and education in institutions operated by the Department of Corrections was no longer within the Department of Welfare and Institutions. A 1976 amendment stated that the influence of the RSA included educational opportunities in elementary, secondary, postsecondary, vocational, technical, adult, and special education schools in institutions operated by the Department of Corrections. The same statute gave the board of the RSA power to enter into agreements with private educational organizations, community colleges, public and private junior colleges, and colleges and universities to carry out the intent of the legislation. Payment for courses, however, was not included. The name of the agency was changed from RSA to the Department of Correctional Education (DCE) in 1984.

The number of postsecondary programs has grown. In the fall of 1986, 14 colleges provided programs in 18

correctional centers (excluding field units) to 516 individual students. One requirement for participation in Virginia college programs is either high school or G.E.D. completion. The DCE cites increasing numbers of adults completing the G.E.D; from 1974-75 to 1983-84, this number increased from 113 to 734. The continuing increase suggests that the numbers of potential students is continuing to rise and should encourage the strengthening of postsecondary programs and the involvement of additional institutions of higher education.

Agreements Used in Ten States

A review of the agreements currently used between several correctional and educational institutions in Virginia, Georgia, South Carolina, Texas, Kentucky, Alabama, Mississippi, North Carolina and Florida revealed extremes in comprehensiveness. One of the states depended on having the college request that certain courses be taught for incarcerated students. Once a correctional institution agreed to offer the course recommended by the college, the isolated course was taught. Other courses were taught at the request of the college and with the necessary enrollment of inmates. At the other extreme was a contract which included a budget for responsibilities as well as a detailed budget. By dividing each agreement into three categories of

responsibilities, it was possible to review similarities and differences in the agreements. The three categories included responsibilities designated for institutions of higher education and correctional institutions, responsibilities designated for institutions of higher education, and responsibilities designated for correctional institutions (see Table 1).

Fourteen responsibilities were identified as being shared by the correctional and educational institutions. Three of the nine states agreed to change or terminate the contract by mutual consent. There were two other responsibilities agreed upon by two other states, but the other 11 responsibilities were unique to a state.

The category of responsibilities for institutions of higher education was the largest with 41 responsibilities being identified. Five of the nine states identified responsibility for assisting students in preparing and completing financial aid applications, and four established responsibility for counseling students about tuition, financial aid, course selection and degree plans. No other responsibility was agreed upon by more than three of the nine states with 29 of the responsibilities being designated in individual state agreements.

Twenty-two responsibilities were designated for

Table 1, continued

Responsibilities Defined in Contracts for States in Southern Association of Colleges and Schools

Responsibilities Designated for Institutions of Higher Education

Responsibilities	States									
	VA	GA	SC	TX	KY	AL	MS	NC	FL	TN
1. Assist students in preparing and completing financial aid applications	x	x	x	x	x	x				
2. Conduct college course registration		x	x	x						
3. Supply resource materials (in addition to textbooks) for course assignments	x									
4. Provide audio-visual equipment not accessible to correctional institutions		x								
5. Counsel students re: tuition, financial aid, courses, degree plans	x	x	x	x	x					
6. Enroll only high school or GED graduates		x			x					
7. Determine class size		x	x							
8. Distribute brochures on academic curricula					x					
9. Determine which students qualify for continued enrollment				x	x					
10. Process textbook requests			x	x						
11. Provide Department of Corrections with a list of students with delinquent accounts						x				

correctional institutions. Four of the nine states established responsibility for determining the eligibility status of prospective students. Eight of the responsibilities were agreed upon by two of the states, but the remaining responsibilities were found in individual state agreements.

There was no consistency in the contents of the agreements used by the nine states. Of the 77 responsibilities that were identified, only eight were agreed upon by three or more states. While none contained all 77 of the responsibilities, the Texas agreement contained 42 and North Carolina and Florida contained none.

CHAPTER 3

METHOD FOR CONDUCTING THE STUDY

The purpose of this study was to determine the responsibilities for which institutions of higher education and correctional institutions ought to be accountable when offering postsecondary programs to incarcerated persons. The method for conducting this study was descriptive and used interview and survey research techniques.

Best (1977) stated that descriptive studies create an opportunity to solve problems by obtaining information about present conditions, detecting future directions, and developing methods to get from the present to the future. This study took information about present conditions into account by identifying the responsibilities included in existing formal agreements between institutions of higher education and correctional institutions. Future directions were discerned by projecting from identified descriptions of proposed programs in journals and by obtaining the perceptions of current instructional managers who administer postsecondary programs in correctional institutions. The series of responsibilities developed can serve as guidelines for instructional managers who negotiate future contracts. To accomplish the stated purposes, the study was divided into five phases: a review of agreements and literature, a

pilot study, a series of interviews, a mail survey, and an analysis.

Review of Agreements

A list of state directors of correctional education as of November 11, 1986 was requested and obtained from Diane Carter, Policy Analyst, United States Department of Education. From this list, the names of individuals responsible for adult correctional education services were obtained. The directors from the ten states that are a part of the Southern Association of Colleges and Schools were asked to forward copies of agreements of institutions of higher education and correctional institutions (see Appendix A). The states included Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee, Texas, and Virginia. Responses were received from all states except Tennessee. Beginning from these agreements, a list of likely responsibilities was compiled. To include all reasonable responsibilities, a two stage process was used. First, all responsibilities found in the nine agreements reviewed were accepted by the researcher and determined to be necessary. Second, additional responsibilities were identified in programs described in the literature. The decision rule was established by the researcher. Responsibilities acceptable for use in this

study were derived following the evaluation of recommendations and proposals in journal articles describing college/prison programs. Conservative and innovative proposals consistent with current custody and educational practices were acceptable. If, for example, an article proposed unescorted inmate entry/exit to class activities outside the prison "fence" of a medium security prison, the recommendation would not be acceptable. A recommendation of a correctional institution devoted exclusively to college for inmates was considered acceptable.

Each responsibility entered on the list of reasonable candidates then was recorded on a separate index card. Each card had an identifying mark entered on the back to aid the researcher in sorting; each card then was retained for use in the pilot and interview phases of the study. The purpose of the review of agreements was to determine the responsibilities that are currently contracted.

Pilot Study

Hagerstown Junior College and the adult correctional institutions in which it provides postsecondary programs were utilized in the pilot study. The purpose of the pilot study was to determine the clarity of the statements of responsibilities entered on each card and of the methods proposed for processing the cards to organize the data for

the study.

Participants in this pilot study were the Dean of Instruction and the Coordinator of Prison Programs at Hagerstown Junior College as well as the wardens or their designees and education principals of the three adult correctional institutions that had postsecondary programs. The correctional institutions are Roxbury Correctional Institution, Maryland Correctional Institution, and Maryland Correctional and Training Center. Entry to the Maryland correctional institutions was facilitated by Mr. Steven L. Swisher, Regional Administrator with the Maryland Department of Education (see Appendix B). Letters were sent to each correctional institution warden (see Appendix C) and the Hagerstown Junior College academic dean (see Appendix D) and coordinator assigned to prison programs (see Appendix E).

Each participant in the pilot was interviewed individually and given verbal instructions. The researcher gave each participant the same set of 45 index cards (see Appendix F). Each card contained the name of a possible responsibility to be included in agreements used by instructional managers in correctional institutions and institutions of higher education. Each participant divided the cards into two piles according to whether the identified responsibilities were necessary or unnecessary to include in

agreements for the delivery of higher education programs to incarcerated persons. Participants were not requested to put cards in order of importance. It was essential to this phase of the study to have the researcher elicit from the participants any statements of responsibilities that needed to be expressed with greater clarity and to record any unclear responsibility statements. Suggestions by the pilot participants for changes in wording resulted in a re-statement of the responsibilities prior to presenting them to the Virginia instructional managers. Changes that needed to be made in data collection procedures were determined and instituted.

All participants understood the responsibilities as recorded on the index cards. Some responsibilities would not be included as part of agreements developed in the state of Maryland. Even though participants may have thought them to be important, state department of corrections regulations prohibited certain activities. For example, the card that read "the contract should assign responsibility for equipping laboratories for science courses" would be inappropriate for the state of Maryland because science laboratories are not allowed for reasons of security. Cards that contained inappropriate responsibilities were placed in the unnecessary pile.

The second part of the pilot consisted of reading a question that the participants were to answer. The manner in which the question was stated was unclear to each person and had to be explained. The question was stated, "It is important to be aware of problems which sometimes occur when contractual arrangements are made between colleges and prisons. Are you aware of problems which sometimes occur when these arrangements are made?" The question was restated:

It is important that contracts between prisons and colleges be written as clearly as possible. There may be some problems either in writing the contracts clearly or in deciding the institution which should assume a particular responsibility. Are you aware of problems which administrators have had when developing a new contract or renewing an old one? Are there guidelines which you would suggest for educators from the college or the prison when they are developing a contract?

The basis for this wording was the verbal clarification of the question given to the pilot participants. This restatement was presented to the pilot participants by letter with the request that they indicate additional lack of clarity. Responses indicated that the restatement was

clear and was read to the Virginia instructional managers.

All of the interviews recorded in response the interview phase were transcribed and reviewed to determine if the responses answered research question four that asked what problems instructional managers have in deciding the responsibilities that will be assumed by each institution. Each response was summarized to identify the broad categories the participants identified. Pilot study participants readily identified basic problems that must be remedied prior to and during conducting a higher education program in the correctional institution. This completed the pilot study.

Interviews

The researcher contacted the 28 instructional managers chosen to participate in this study. The Wardens, Principals, Deans, and Coordinators of prison postsecondary programs from Virginia colleges and prisons having formal agreements to provide postsecondary education to incarcerated persons during Fall 1986 were requested to participate in this research project. Included were five college deans, five coordinators of prison postsecondary education programs, ten correctional institution wardens and eight prison school principals. According to the coordinator of college contracts for the Virginia Department

of Correctional Education, the institutions of higher education active in postsecondary correctional education were Blue Ridge, Southside, J. Sargeant Reynolds - Western Campus, Wytheville, Piedmont, and Paul D. Camp community colleges and Norfolk State University. The correctional institutions were Staunton, Nottaway, Mecklenberg, Brunswick, Powhatan, James River, Bland, Buckingham, Southampton, and St. Bride's correctional centers. One college chose not to participate in the study. Twenty-eight of a total 32 instructional managers participated in this study. All academic deans were contacted by letter explaining the purpose of the study and enlisting their support (see Appendix G). The coordinator of the prison program at one college was the Dean of Instruction, one school principal who served two prison schools was unavailable, and one dean was ill at the time the study was conducted. All prison wardens participated in the study and one school principal had been re-assigned but not replaced in the correctional institution. One participating prison principal had been away from the institution because of illness and requested that he and the assistant principal participate in this study. Both were included.

Prior to entering the prisons to interview the wardens, the researcher was required to obtain permission from the

Department of Corrections research division (see Appendix H). Permission to interview principals (see Appendix I) was requested from the Superintendent of the Department of Correctional Education (DCE) but never given in writing. A telephone conversation with Charles K. Price resulted in verbal support of this project. DCE principals participated even though they had no written introduction from their superintendent. Prior to contacting wardens, each Department of Corrections Regional Administrator was contacted to explain the purpose of the research and to request cooperation from participating wardens (see Appendix J). The researcher wrote to wardens (see Appendix K) and stated that the principals would be included in the study. When each warden was telephoned to establish a definite time for the interview, a conversation was held with the school principal. In most instances, both interviews could be scheduled on the same day. Some institutions had to be visited twice to interview both the warden and the principal. Each community college was visited once.

During a visit to the institutions included in the study, each instructional manager signed a permission form that allowed the researcher to proceed and to protect each participant's identity (see Appendix L). The researcher then gave each instructional manager a set of index cards

with responsibility statements on one side and the researcher's numbering code on the reverse. Instructional managers were directed to divide the cards into two piles. One pile included cards naming responsibilities needed to be fulfilled if postsecondary programs were to be provided by institutions of higher education and correctional institutions. The other pile included cards that named responsibilities the instructional manager felt did not need to be fulfilled by administrators of either institution. Participants were not requested to put cards in their order of importance. Two identical sets of cards were used. Each set of cards was shuffled prior to presenting them to the next instructional manager.

All responsibilities were retained for use in the mail survey phase of the study. Each manager then was asked to name responsibilities omitted from the original series. These additional responsibilities were added to existing ones during the mail survey phase.

Each instructional manager then was interviewed and asked an open-ended question to learn what problems existed in determining the responsibilities to be assumed by each institution. This interview was tape recorded, with the consent of the participant to preserve accuracy in reporting responses for this study. A transcript was produced and

reviewed by the researcher (see Appendix M), and information was categorized according to the types of problems identified (see Appendix N). The purpose of obtaining this information was to respond to research question four. Each portion of the text containing an appropriate idea was taped to a 5x8 card. The problems were placed into nine internally generated categories: Faculty and Staff, Contracts, Students, Instruction, Curriculum Support, Education as Rehabilitation, Orientation, Equipment and Supplies, and Release/Post Release. The cards were notched to identify categories of problems. Cards with the same categories of problems were filed together and later re-filed under other categories if they contained more than one notch. Two hundred sixty responses were elicited from the participants. The responses were not designated for exclusive categories, and some responses were assigned to more than one category resulting in a total of 334 responses.

Mail Survey

This phase of the study was accomplished with a mail survey (see Appendix O) to each instructional manager who participated in the interview phase. The purpose of the mail survey was to determine the importance of the responsibilities to each instructional manager.

The complete list of responsibilities was obtained from existing state agreements, descriptions of postsecondary programs in the literature, and additional responsibilities named by instructional managers. All responsibilities listed in agreements as well as those named by instructional managers were considered necessary to retain for this phase of the study. The researcher made a decision about including the responsibilities identified in the literature. This list was used to construct a survey instrument.

Each instructional manager was asked to rank each responsibility on a scale ranging from 1 - 6 (1- essential; 6- unnecessary). Responses were received from 25 instructional managers.

Analysis

Analysis of the data was completed in two phases: by card sort and content analysis. First the results from the responsibility cards that instructional managers divided into necessary and unnecessary piles during the interview phase were tabulated and frequencies were obtained. The purpose was to answer research questions 1, 2, and 3 that asked the responsibility statements that each category of respondent thought necessary to include in college/prison contracts. The researcher assigned the cards to categories prior to presenting them to the instructional managers.

Second, the open-ended question posed to instructional managers asked them to identify problems in determining the institution that should assume each responsibility in the contract. Interviews based on this question were transcribed and analyzed. Each interview was read to identify the problems. Each portion of the interview containing a problem was isolated on a 5" x 8" card. When all cards had been read, the researcher identified categories that emerged from the data and assigned each card to a category. Some cards were placed in more than one category. Tabulations were then made of the problems identified by each category of respondents.

Each instructional manager participating in the interview phase was mailed a survey form (see Appendix O). The form contained all responsibility statements presented in the interview phase, as well as all statements added by instructional managers. The statements were rank ordered in response to research question 5 that asked how important it was to include each responsibility statement in a contract. The responses to the survey form were subject to statistical analysis, and means and standard deviations were determined for each category of responses according to category of respondent.

CHAPTER 4
DATA ANALYSIS

Introduction

This exploratory study was intended to determine the responsibilities instructional managers perceived as necessary when institutions of higher education and correctional institutions offered postsecondary education programs to incarcerated persons. This was achieved by having participants respond to three data gathering instruments. The purpose of this chapter is to present the responses to three data gathering instruments: cards containing responsibility statements, an open-ended question, and survey forms. A copy of the responsibility statements used in the Interview Phase are in Appendix F. A copy of the survey form used in the Mail Survey is in Appendix O.

Cards containing responsibility statements were presented to respondents during the Interview Phase of the study. Prior to presenting the cards, the researcher had assigned the responsibility statements to five categories: Instruction (items 1 - 8); Students (items 9 - 16); Faculty and Staff (items 17 - 24); Equipment and Supplies (items 25 - 35); and Curriculum Support (items 36 - 45). The cards were shuffled to allow each participant to order them as

they wished. The participants divided the cards into two stacks, those that were considered necessary and those that were considered unnecessary. The responsibility statements in the necessary stack were used to obtain data to answer research questions 1, 2, and 3. The researcher recorded the responses in the necessary stack by respondent and responsibility statement. Numbering the back of each card expedited this process. Frequencies were derived after recording responses chosen by each category of respondent (Dean, Coordinator, Warden, Principal). Responses to each question were reported by respondents, categories of statements included, categories of statements excluded, and by summary of each response. An open-ended question was formulated to provide data for question 4. The responses to this question were reported first by frequencies and then in narrative form. The survey form was utilized to obtain answers to research question 5.

Research Question 1

Research question 1 asks: What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

The responses of all participants in this study reflect

their preferences for responsibilities to be included in contracts. This question does not attempt to isolate responses by the institutional affiliation of the respondents but rather to report responses of both groups of participants to the responsibility statements. Of the 45 statements used, only statement 40 (Changing or terminating the existing college/prison contract) was chosen by none of the 28 participants (see Table 2).

Patterns Shown by Frequency of Response

Coordinators chose the largest percentage of responsibility statements with 37% (84 of a possible 225) choices being made. Wardens and Principals chose responsibility statements more often than Deans and Coordinators. Wardens chose 26.8% or 121 of a possible 450) of the responsibility statements, almost twice as many as Deans who chose 28.4% (64 of a possible 225). Wardens chose almost twice as many responsibility statements as Deans.

Categories Included by Respondents

The responsibility statements participants chose most frequently were in the categories of Instruction, Equipment and Supplies, and Curriculum Support. Those statements that elicited least interest of participants were in the categories of Faculty and Staff and Students. Statements in the category of Students were chosen as often by Principals

as by Coordinators although Principals chose fewer individual statements.

Five or more of the ten Wardens chose statements 7 (Developing a college program mini-campus which provides housing and classroom space for full time college students), 35 (Choosing texts), 38 (Encouraging unions and the business community to provide support for higher education programs), 42 (Transporting students to and from classes), and 43 (Guaranteeing students the opportunity to complete a college program begun elsewhere). Except 42, none of these responsibilities relates directly to security issues.

All Deans chose statement 2 (Including a consortium of colleges for providing instruction) and 38 (Encouraging unions and the business community to provide support for higher education programs) with four of the five Deans choosing statement 43 (Guaranteeing students the opportunity to complete a college program begun elsewhere). All of the Deans' choices related to instructional considerations.

Categories Excluded by Respondents

In the category of Students, statement 13 (Processing forms for students to withdraw from or add classes) was not chosen by any Dean or Principal. This statement as well as 14 (Assisting students in preparing financial aid applications and processing course registration) and 15

Table 2

Responses to Research Question 1:

What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Respondents					Responsibility Statements
D	C	W	P	I.	Category - Instruction
1	1	2	1		1. Choosing courses to be offered each term and choosing terms to offer courses.
5	2	4	5		2. Including a consortium of colleges in providing instruction.
1	3	3	4		3. Offering courses which are interest classes as well as those which lead to a degree.
3	3	3	3		4. Offering college programs which give students an opportunity to develop skills which will enable them to rehabilitate themselves.
2	2	1	3		5. Offering college programs which develop marketable and/or living skills.
2	2	3	5		6. Equipping labs for science courses.
4	3	7	6		7. Developing a college program mini-campus which provides housing and classroom space for full time college students.
3	3	3	3		8. Insuring that the courses offered will lead to a degree.

Summary

Number and Percent of Possible Number Responses Made as Necessary for Category

D	C	W	P	
21	19	26	30	Number Necessary
40	40	80	64	Number Possible
52	47	32	46	Percent Necessary

Key

D=Deans (5)

W=Wardens (10)

--No Response

C=Coordinators (5)

P=Principals (8)

Table 2, continued

Responses to Research Question 1:

What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Respondents				Responsibility Statements
D	C	W	P	II. Category - Students
1	1	3	2	9. Identifying students with academic deficiencies and initiating remedial courses, developmental courses or tutorial services.
1	1	2	4	10. Assessing student ability and willingness to complete a degree program.
2	-	3	2	11. Assessing interest in and need for college programs.
-	2	3	1	12. Recruiting students who meet basic admissions criteria and dismissing students who must be terminated from the college program.
-	2	2	-	13. Processing forms for students to withdraw from or add classes.
1	1	3	-	14. Assisting students in preparing financial aid applications and processing course registration.
1	1	2	-	15. Counseling students regarding costs of tuition, financial aid, course selection, degree plans, career and transfer counseling.
1	2	2	1	16. Notifying students who cannot register because of delinquent accounts, academic probation, and suspension.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

D	C	W	P	
7	10	20	10	Number Necessary
40	40	80	64	Number Possible
17	25	25	15	Percent Necessary

Table 2, continued

Responses to Research Question 1:

What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Respondents				Responsibility Statements
D	C	W	P	III. Category - Faculty and Staff
1	-	1	1	17. Arranging prison clearance for college personnel.
1	2	-	2	18. Conducting orientation sessions for faculty and staff.
1	-	3	-	19. Notifying the prison of teacher selection and assignment.
2	4	2	4	20. Planning and delivering staff development and in-service training for staff.
-	-	1	-	21. Ensuring compliance with prison and college rules and policies.
1	3	3	4	22. Interviewing new instructors.
1	3	1	2	23. Maintaining course quality and faculty standards as well as a grading system the same as that found on the campus of the sponsoring college.
2	2	3	4	24. Hiring a program coordinator and secretary.

Summary

Number and Percent of Possible Number Responses Made as Necessary for Category

D	W	C	P	
9	14	14	17	Number Necessary
40	40	80	64	Number Possible
22	35	17	21	Percent Necessary

Table 2, continued

Responses to Research Question 1:

What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Respondents				Responsibility Statements
D	C	W	P	IV. Category - Equipment and Supplies
2	1	1	4	25. Providing maintenance, utilities and/or renovation of buildings or areas of buildings in which college classes meet.
1	4	3	5	26. Determining standards and specifications for vocational education equipment for courses taught by the college.
1	3	3	4	27. Replacing lost or damaged prison library books.
1	3	3	2	28. Allowing college library books to be checked out for students.
1	1	1	3	29. Maintaining, repairing, and returning college property.
-	2	2	1	30. Supplying resource materials, i.e., books, journal articles, in addition to textbooks for course assignments.
1	4	4	1	31. Providing supplies normally purchased by students themselves.
1	2	3	-	32. Purchasing and distributing supplies normally given to students who are pursuing the same course, i.e., handouts.
1	-	-	-	33. Providing teaching aids such as audio-visual equipment and computers.
1	2	4	4	34. Processing textbook requests including purchase, distribution, buyback.
1	4	5	5	35. Choosing texts.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

D	C	W	P	
16	15	32	26	Number Necessary
50	50	100	80	Number Possible
32	30	32	32	Percent Necessary

Table 2, continued

Responses to Research Question 1:

What responsibilities for educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Respondents				Responsibility Statements
D	C	W	P	IV. Category - Equipment and Supplies
2	1	1	4	25. Providing maintenance, utilities and/or renovation of buildings or areas of buildings in which college classes meet.
1	4	3	5	26. Determining standards and specifications for vocational education equipment for courses taught by the college.
1	3	3	4	27. Replacing lost or damaged prison library books.
1	3	3	2	28. Allowing college library books to be checked out for students.
1	1	1	3	29. Maintaining, repairing, and returning college property.
-	2	2	1	30. Supplying resource materials, i.e., books, journal articles, in addition to textbooks for course assignments.
1	4	4	1	31. Providing supplies normally purchased by students themselves.
1	2	3	-	32. Purchasing and distributing supplies normally given to students who are pursuing the same course, i.e., handouts.
1	-	-	-	33. Providing teaching aids such as audio-visual equipment and computers.
1	2	4	4	34. Processing textbook requests including purchase, distribution, buyback.
1	4	5	5	35. Choosing texts.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

D	C	W	P	
11	26	29	29	Number Necessary
55	55	110	88	Number Possible
20	47	26	32	Percent Necessary

(Counseling students regarding costs of tuition, financial aid, course selection, degree plans, career and transfer counseling) were chosen by none of the Principals.

In the category of Faculty and Staff, statement 17 (Arranging prison clearance for college personnel) was chosen by no Coordinator. Statement 19 (Notifying the prison to teacher selection and assignment) was chosen by no Coordinators or Principals. Deans, Coordinators, and Principals failed to choose statement 21 (Ensuring compliance with prison and college rules).

In the category of Equipment and Supplies, statement 33 (Providing teaching aids such as audio-visual equipment and computers) was not chosen by Coordinators, Wardens, and Principals. In the category of Curriculum Support, each responsibility statement (with the exception of statement 40) was chosen by at least one instructional manager.

Summary

The major concern of instructional managers who participated in this study was the issue of instruction. The statements of responsibility in the category of Instruction elicited responses from the greatest percentage of respondents. More than 42% of the possible statements were identified in this category (96 of 224 possible). The next most frequently selected category of responsibility

statements was Curriculum Support. No one selected statement 40 (Changing or terminating the existing college/prison contract) and almost all participants selected statement 38 (Encouraging unions and the business community to provide support for higher education programs).

The responsibility statements of least importance to the participants were in the categories of Students and Faculty and Staff. Twenty-one percent of the responsibility statements in the Student category and 24.1% of those in the Faculty and Staff Category were chosen. Of the 28 participants, only one Warden chose statement 21 (Ensuring compliance with prison and college rules and policies) that is in the Faculty and Staff category.

Research Question 2

Research question 2 asks: What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Patterns Shown by Frequency of Response

Overall, Coordinators chose responsibility statements more frequently (84 of 225 or 33.7% possible responses) than Deans (64 of 225 or 28.4% possible responses). Deans chose responsibility statements in the Instruction category (21 of 40 possible choices) consistently with Coordinators (19 of 40 possible choices) (see Table 3).

Table 3

Responses to Research Question 2:

What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Respondents		Responsibility Statements
Deans	Coordinators	I. Category - Instruction
1	1	1.
5	2	2.
1	3	3.
3	3	4.
2	2	5.
2	2	6.
4	3	7.
3	3	8.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Deans	Coordinators	
21	19	Number Necessary
40	40	Number Possible
52	47	Percent Necessary

Number of Participants
Deans - 5 Coordinators - 5

Table 3, continued

Responses to Research Question 2:

What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Respondents		Responsibility Statement
Deans	Coordinators	II. Category - Students
1	1	9.
1	1	10.
2	-	11.
-	2	12.
-	2	13.
1	1	15.
1	2	16.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Deans	Coordinators	
6	9	Number Necessary
40	40	Number Possible
15	25	Percent Necessary

Table 3, continued

Responses to Research Question 2:

What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Respondents		Responsibility Statement
Deans	Coordinators	III. Category - Faculty and Staff
1	-	17.
1	2	18.
1	-	19.
2	4	20.
-	-	21.
1	3	22.
1	3	23.
2	2	24.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Deans	Coordinators	
9	14	Number Necessary
40	40	Number Possible
22	35	Percent Necessary

Table 3, continued

Responses to Responsibility Question 2:

What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Respondents		Responsibility Statement
Deans	Coordinators	IV. Category - Equipment and Supplies
2	1	25.
1	4	26.
1	3	27.
1	3	28.
1	1	29.
-	2	30.
1	4	31.
1	2	32.
1	-	33.
1	2	34.
1	4	35.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Deans	Coordinators	
11	26	Number Necessary
55	55	Number Possible
20	47	Percent Necessary

Table 3, continued

Responses to Research Question 2:

What responsibilities are identified as necessary by instructional managers of the institution of higher education?

Respondents		Responsibility Statement
Deans	Coordinators	V. Category - Curriculum Support
1	2	36.
-	-	37.
5	3	38.
1	-	39.
-	-	40.
1	2	41.
2	2	42.
4	3	43.
1	2	44.
1	1	45.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Deans	Coordinators	
16	15	Number Necessary
50	50	Number Possible
32	30	Percent Necessary

Categories Included by Respondents

All Deans chose statements 2 (Including a consortium of colleges in providing instruction) and 38 (Encouraging unions and the business community to provide support for higher education programs). Four of the five Deans chose statement 43 (Guaranteeing students the opportunity to complete a college program begun elsewhere). All of the Deans choices related to instructional considerations. Four of the five Coordinators chose statements 20 (Planning and delivering staff development and in-service training for staff), 26 (Determining standards and specifications for vocational education equipment for courses taught by the college), 31 (Providing supplies normally purchased by students themselves), and 35 (Choosing texts).

Categories Excluded by Respondents

The responsibility statements not chosen by Deans and Coordinators were statements 21 (Ensuring compliance with prison and college rules and policies) and 37 (Monitoring the working relationship between the college and the prison). Those statements are in two categories - Faculty and Staff and Curriculum Support.

Deans failed to select statements 12 (Recruiting students who meet basic admissions criteria and dismissing students who must be terminated from the college program)

and 13 (Processing forms for students to withdraw from or add classes) from the Instruction category. They did not select statement 30 (Supplying resource materials, i.e., books, journal articles, in addition to textbooks for course assignments) in the Equipment and Supply category and statement 37 (Monitoring the working relationships between the college and the prison) in the Curriculum Support category. Coordinators failed to select statement 11 (Assessing interest in and need for college programs) in the Student category, statement 17 (Arranging prison clearance for college personnel), statement 19 (Notifying the prison of teacher selection and assignment) in the Faculty and Staff category, and statement 39 (Scheduling classroom space) in the Curriculum Support category.

Summary

Deans and Coordinators were most interested in statements related to Instruction. They were consistent in their choices of statements in all categories, but they were in greatest agreement in choices of responsibility statements in the Instruction category. There was least agreement in their choices of responsibility statements in the Equipment and Supply category.

Research Question 3

Research question 3 asks: What responsibilities are identified as necessary by institutional managers of the correctional institution?

Pattern Shown by Frequency of Response

Responsibility statements in the Instruction category were chosen more frequently by Principals than Wardens. Wardens chose 26 of a possible 80 responsibility statements in the Instruction category and Principals chose 30 of a possible 64 responsibility statements. Principals and Wardens were consistent in their selection of responsibility statements in the Curriculum Support category with Principals selecting 26 of 80 responsibility statements and Wardens selecting 32 of 100 responsibility statements (see Table 4).

Categories Included by Respondents

All responsibility statements in the Instruction category were chosen by at least one correctional institution instructional manager, and all statements in Student category were chosen by at least two Wardens. Five or more of the ten Wardens chose statement 7 (Developing a college mini-campus which provides housing and classroom space for full-time college students), 35 (Choosing texts), 38 (Encouraging unions and the business community to provide

Table 4

Responses to Research Question 3:

What responsibilities are identified as necessary by instructional managers of the correctional institution?

Respondents		Responsibility Statement
Wardens	Principals	I. Category - Instruction
2	1	1.
4	5	2.
3	4	3.
3	3	4.
1	3	5.
3	5	6.
7	6	7.
3	3	8.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Wardens	Principals	
26	30	Number Necessary
80	64	Number Possible
32	46	Percent Necessary

Number of Participants
Wardens - 10 Principals - 8

Table 4, continued

Responses to Research Question 3:

What responsibilities are identified as necessary by instructional managers of the correctional institution?

Respondents		Responsibility Statement
Wardens	Principals	II. Category - Students
3	2	9.
3	4	10.
3	2	11.
3	1	12.
2	-	13.
3	-	14.
2	-	15.
2	1	16.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Wardens	Principals	
20	10	Number Necessary
80	64	Number Possible
25	15	Percent Necessary

Table 4, continued

Responses to Research Question 3:

What responsibilities are identified as necessary by instructional managers of the correctional institution?

Respondents		Responsibility Statement
Wardens	Principals	III. Category - Faculty and Staff
1	1	17.
-	2	18.
3	-	19.
2	4	20.
1	-	21.
3	4	22.
1	2	23.
3	4	24.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Wardens	Principals	
14	17	Number Necessary
80	64	Number Possible
17	26	Percent Necessary

Table 4, continued

Responses to Research Question 3:

What responsibilities are identified as necessary by instructional managers of the correctional institution?

Respondents		Responsibility Statement
Wardens	Principals	IV. Category - Equipment and Supplies
1	4	25.
3	5	26.
3	4	27.
3	2	28.
1	3	29.
2	1	30.
4	1	31.
3	-	32.
-	-	33.
4	2	34.
5	5	35.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Wardens	Principals	
29	29	Number Necessary
110	88	Number Possible
26	33	Percent Necessary

Table 4, continued

Responses to Research Question 3:

What responsibilities are identified as necessary by instructional managers of the correctional institution?

Responses		Responsibility Statement
Wardens	Principals	V. Category - Curriculum Support
4	2	36.
2	2	37.
6	6	38.
3	1	39.
-	-	40.
3	1	41.
6	7	42.
6	4	43.
1	2	44.
1	1	45.

Summary

Number and Percent of Possible Number Responses Made as Positive for Category

Wardens	Principals	
32	26	Number Necessary
100	80	Number Possible
32	32	Percent Necessary

support for higher education programs), 42 (Transporting students to and from classes), and 43 (Guaranteeing students the opportunity to complete a college program begun elsewhere).

Five or more of the eight Principals selected responsibility statements 2 (Including a consortium of colleges in providing instruction), 6 (Equipping labs for science courses), 7 (Developing a college program mini-campus which provides housing and classroom space for full time college students), 26 (Determining standards and specifications for vocational education equipment for courses taught by the college), 35 (Choosing texts), and 38 (Encouraging unions and the business community to provide support for higher education programs). Seven of eight Principals chose statement 42 (Transporting students to and from classes).

Categories Excluded by Respondents

Wardens failed to choose statements 18 (Conducting orientation sessions for faculty and staff) and 33 (Providing teaching aids such as audio-visual equipment and computers). Principals excluded statements 13 (Processing forms for students to withdraw from or add classes), 14 (Assisting students in preparing financial aid applications and processing course registration), 15 (Counseling students

regarding costs of tuition, financial aid, course selection, degree plans, career and transfer counseling), 19 (Notifying the prison of teacher selection and assignment), 21 (Ensuring compliance with prison and college rules and policies), 32 (Purchasing and distributing supplies normally given to students who are pursuing the same courses, i.e., handouts), 33 (Providing teaching aids such as audio-visual equipment and computers), and 40 (Changing and terminating the existing college/prison contract). Statements 13, 14, and 15 are in the Student category, statements 19 and 21 are in the Faculty and Staff category, statements 32 and 33 are in the Equipment and Supply category, and statement 40 is in the Curriculum Support category. Principals made the fewest selections of responsibility statements in the Student category choosing only 10 of 64 statements.

Summary

Wardens and Principals tended to exclude different categories of responsibility statements but were in general agreement in selecting Curriculum Support and Equipment and Supply statements. Even though they were both housed in correctional institutions, they expressed different priorities. Principals were concerned with statements in the Instruction category having chosen 30 of 64 possible statements. Wardens selected only 26 of 80 possible

statements in the Instruction category but selected 32 of 100 of the Curriculum Support statements.

Research Question 4

Research question 4 asks: What problems do instructional managers have in deciding the responsibilities which will be assumed by each institution?

Data for question 4 were obtained by posing this open ended question to the instructional managers:

It is important that contracts between prisons and colleges be written as clearly as possible. There may be some problems either in writing the contracts clearly or in deciding the institution which should assume a particular responsibility. Are you aware of problems which administrators have had when developing a new contract or renewing an old one? Are there guidelines which you would suggest for educators from the college or the prison when they are developing a contract?

This question was asked during the Interview Phase that included Wardens, Deans, Coordinators, and Principals. Most of the instructional managers were not aware of the contents of the Memorandum of Agreement between the Department of Correctional Education and the community colleges in the Commonwealth of Virginia and were not participants in

developing any agreements. The problems they identified, therefore, were related to problems in program delivery and not to problems in contract development.

The transcribed interviews were read, and the problems that were judged significant and related to higher education in prisons were isolated. Frequencies of problems were reported (see Table 5).

The interviews were subjected to content analysis, and problems were reported in narrative form to capture the subjective element of the responses. Best (1977) stated that the "frequency of appearance or quantity of space occupied" (p.129) was not always the basis for determining the importance of a topic. A more accurate basis for making that decision was the emotional quality of the language in discussions. Responses were reported without identifying the number of instructional managers who presented a particular opinion; and responses, inaccurately, appear to reflect a unanimous point of view. Content analysis allowed the researcher to identify, to organize, and to present the subjective component of the interviews. The discussion associated with question 4 allowed respondents to express points of view that had not been revealed prior to this time whereas reporting frequencies of problems provided only for summarizing the numerical content of responses.

Table 5

Responses to Research Question 4:

What problems do instructional managers have in deciding the responsibilities which will be assumed by each institution?

Categories of Problems	Respondents				Totals
	D	C	W	P	
Instruction	6	10	15	17	48
Students	10	18	25	12	55
Faculty and Staff	23	16	32	19	90
Equipment and Supplies	0	1	2	3	6
Curriculum Support	1	11	5	4	21
Contracts	12	14	31	23	80
Education as Rehabilitation	2	1	12	1	16
Orientation	0	0	10	2	12
Release/Post Release	0	0	6	0	6
Security	6	1	10	6	23
Totals	54	61	138	81	334
Percent of Total Responses	(16.2%)	(18.2%)	(41.3%)	(24.3%)	100

Key

D = Deans C = Coordinators

W = Wardens P = Principals

Patton (1980) stated that "there is no right way to go about organizing, analyzing, and interpreting qualitative data" (p. 299). It was important to include all appropriate discussion associated with nine categories of problems that were identified: Faculty and Staff, Contracts, Students, Instruction, Curriculum Support, Education as Rehabilitation, Orientation, Equipment and Supplies, and Release/Post Release. The responses were reported by frequency for nine categories (see Table 4) and then presented in narrative form to record the subjective element presented by the respondents during the interviews. Security problems could not be excluded from other categories of problems and were not considered a separate category.

Twenty three responses implied problems with security (see Table 5). However, security was recognized by the respondents as the undisputed responsibility of Department of Corrections personnel. The prison itself was an institution in which security was a foremost consideration with any activity planned by any institutional department or unit.

Security

The problems that existed in preparing a contract with reference to security had to do with the custody status of

the inmates and the logistics of the prison. A maximum security institution had controlled movement with students coming to class in a group. The use of passes was unnecessary and would not constitute a problem because correctional officers escorted students to class and provided supervision in each classroom. A less secure level prison, however, had inmates whose movements were freer and who constituted a greater threat to educational personnel and to other inmates in the prison.

The safety of personnel from outside the prison, including college staff, was a security concern. Sometimes non-institutional personnel were not constantly aware that they must follow institutional rules regarding security. This was a problem that had its basis in the nature of the two institutions that formed a partnership to provide educational services. While prison personnel controlled the movement of inmate students as well as security personnel, the college personnel and students in the campus setting maintained freedom of movement and engaged in spontaneous activities. Some wardens felt that they needed to have explicit information about the instructors - when they would be at the correctional institution, how many students would be in their classes, and where the classes would be taught. Measures were taken in all institutions to ensure that the

instructors were as safe as possible. For that to happen, Wardens needed to have information about the numbers of instructors and stated class times to enlist the cooperation of adequate numbers of security personnel. They were not always given the notification they needed and expressed their perceptions that educational personnel were not providing the kind of information needed for the effective operation of the prison college program. Lack of timely communication contributed to the distance between the educational personnel and the security personnel.

Instructors who were not employees of the correctional institution were escorted to the school area in some correctional institutions while in others, correctional personnel at master controls did not allow instructors access to the inside of the institution unless proper identification was shown and sign in procedures were followed. These procedures were perceived as necessary for the safety of instructors.

Security was related to any program introduced to the prison. No matter how sophisticated the therapeutic or instructional program planned by the principal, the warden must provide both security and space. Security personnel were concerned about having outsiders follow institutional rules and regulations, prevent escapes, and monitor the

introduction of contraband whether brought to the prison intentionally or unintentionally. The normal security routine and security activities of the institution should be disrupted as little as possible although a problem could result when correctional institution staff expected the college to be responsible for security.

There were several ways that security personnel disrupted instructional activities and created problems. Inmates were sometimes not brought to class by security personnel at the appointed time, and students were sometimes returned to their living area prior to the end of the class period. To compensate for shortened class periods or prison lockdowns, college calendars had to be adjusted to include longer class periods for more sessions than those on the college campus. Problems could exist if prison security personnel did not know the type of course work provided and the materials used in the classes in order to distinguish between legitimate educational tools and contraband. This, however, was not cited as a current problem.

Pattern Shown by Frequency of Response

Two hundred sixty problems were elicited from the ten Wardens, five Deans, eight Principals, and five Coordinators who participated in the interview phase. Their responses were divided into nine categories. The 260 problems were

not designated for exclusive categories, and some problems were overlapping and placed in several categories resulting in a total of 334 problems identified. Wardens and Principals described the greatest number of total problems with Wardens providing 138 (or 41.3%) and Principals providing 81 (or 24.3%) of the total 334 problems. Coordinators supplied 61 (or 18.2%) of the total problems with Deans responsible for the least number of problems (54 or 16.2%). Wardens were most concerned about security issues, and Deans and Principals referred to security equally but less often than Wardens. Coordinators were least concerned about security and referred to it only once.

Categories Included by Respondents

The problems of major concern were in the categories of Faculty and Staff (90 responses) and Contracts (80 responses). Students (55 responses) and Instruction (48 responses) were included less frequently.

Problems associated with the category of Faculty and Staff were identified by all categories of respondents. Wardens provided 32 of the 90 Faculty and Staff problems, and Deans provided 23 problems in this category. Principals and Coordinators provided the least number of problems in this category with Principals providing 19 of 90 problems and Coordinators 16 of 90 problems.

Problems in the category of Contracts were cited most frequently by Wardens (31 of 80 responses). Principals provided the next most frequent number of problems (23 of 80 responses). This category of problems was cited least frequently by Coordinators (14 of 80 responses) and Deans (12 of 80 responses). Wardens and Coordinators identified problems more frequently in the category of Students than did Principals and Deans. Wardens provided 25 of 55 problems and Coordinators provided 18 of 55 problems.

Instruction was the fourth most frequently cited category of problems. Principals (17 of 48 responses) and Wardens (15 of 48 responses) provided a similar number of problems in this category. Coordinators (10 of 48 responses) and Deans (6 of 48 responses) provided problems least frequently.

Categories Excluded by Respondents

Categories of problems cited least frequently by instructional managers were in the categories of Education as Rehabilitation (16 responses), Orientation (12 responses), Equipment and Supplies (6 responses), Release/Post Release (6 responses). Orientation, Equipment and Supplies, and Release/Post Release were chosen by only some categories of instructional managers.

Summary

Overall, the respondents recognized four categories of problems most frequently - Faculty and Staff, Contracts, Students, and Instruction. Wardens consistently identified problems in these categories and provided 40% (138 of 334 responses) of the problems concerning assignment of institutional responsibility although they were only eight of the 26 respondents to the survey form. This high proportion of problem identification in relation to their representation in this study was not repeated by any other category of respondents. The remaining 60% of the problems were divided among the Principals (eight respondents), Coordinators (five respondents), and Deans (five respondents).

The categories of problems noted least often by respondents were Curriculum Support, Education as Rehabilitation, and Orientation. Equipment and Supplies and Release/Post Release, noted less often, were cited an equal number of times. Wardens expressed most concern about Education as Rehabilitation and constituted the only group of respondents to cite problems in assigning responsibility in the category of Release/Post Release. Wardens are aware that inmates had lives that continued once probation became a reality and that continuity between the prison experience

and the community experience could contribute to a successful community adjustment following incarceration.

Interviews Reported

Introduction

The subjective information in this section of the response to research question 4 augmented the objective information reported previously. The discussion associated with question 4 allowed respondents to express points of view that had not been revealed prior to this time (see Appendix M and Chapter 3, pp. 45-46). The researcher did not state numbers of responses but rather the themes of the respondents when reporting subjective information. Responses were organized into nine categories that were generated from the data: Faculty and Staff, Contracts, Students, Instruction, Curriculum Support, Education as Rehabilitation, Orientation, Equipment and Supplies, and Release/Post Release.

Faculty and Staff

Animosity or power struggles among the instructional managers detracted from the overall quality of the educational program. One facet of the program that required cooperation from Department of Correctional Education, Department of Corrections, and the community college personnel was the use of security staff. It was important

that representatives from all three administrative units exchange ideas about the college program. Wardens were excluded from planning educational programs, mainly because Department of Correctional Education personnel expressed little need to obtain their cooperation because educational programs in prisons were required by legislative mandate and were the responsibility of the Department of Correctional Education. The warden of any institution has administrative responsibility for security staff, a vital component of any institutional program. One warden suggested that a solution to the communication problem include a reorganization of authority in the prison structure requiring the Department of Correctional Education principal be a department head and report to the institutional warden. This would be highly unlikely because of the legislative mandate to separate security and education functions within the institution.

Community College

College administrators exhibited varying degrees of interest in education for incarcerated persons, but Deans were most remote from these programs. Table 5 indicated that Deans provided the lowest percentage of total responses regarding the college program. One coordinator stated that his college president was interested to the extent that he was projecting the educational contribution his college will

make to the college programs in two prisons that have been planned but not built. This same enthusiasm was displayed by some coordinators of college programs.

Many coordination activities must be carried out for successful college programs to exist in correctional institutions, but there was no consistency in the job title or responsibilities of the persons who were designated to coordinate prison educational programs. In some institutions these activities were carried out by the college coordinators and the Department of Correctional Education principals. College coordinators worked with correctional institution principals to develop academic programs beneficial to both faculty and students.

The inadequacy of personnel in the prison to coordinate necessary activities was one problem noted by the college instructional managers. Some coordinators found that directing a prison program monopolized all of their time. This was a problem especially for small colleges that had no other personnel to coordinate all credit and non-credit off campus course offerings. One suggestion for overcoming this problem was to employ an on-site advisor at each correctional facility. The advisor would be supervised by the college coordinator but would be a Department of Correctional Education employee. The responsibilities of

the advisor would be recruiting students, maintaining student files, and academic counseling of students. Additional responsibilities included coordination and assistance with completing tuition payment applications and registration forms, with purchasing textbooks, and with withdrawing funds from correctional institution accounts. In addition, this individual would serve as liaison between the Department of Corrections and the Department of Correctional Education. The on-sight coordinator would make it possible for the college coordinator of the prison program who was sometimes the Director of Continuing Education to spend time hiring quality faculty rather than having to complete the myriad of routine details accompanying a college prison program.

Another problem had to do with the attitudes of local citizens regarding the prison/college program. Some instructional managers expressed the importance of providing postsecondary education to incarcerated persons. An instructional manager in one college felt that the college had an obligation to serve the total community even though the prison program might be more expensive than other programs. Sometimes, however, citizens who are not incarcerated have expressed the attitude to college personnel that the inmates did not deserve to receive a

college education and that the image of the college was tainted by providing educational programs in a correctional facility. One dean stated that the college should initiate the contract and develop the college program because it fulfilled a portion of the overall mission of the college.

Community College Faculty and Students

Some community college instructors have expressed apprehension to college administrators about teaching in prisons. They were concerned about student abilities as well as student cooperation. Even though the instructors expected to follow the same syllabus, they expected to make significant adaptations because students had varying academic preparation prior to entering prison and prisons were not consistent in offering developmental courses. Faculty who have taught in prison have realized that incarcerated students can be treated as students on campus. Incarcerated students are well prepared for class, work hard, and are an asset in improving the attitudes of outsiders toward inmates. Some faculty have told coordinators that students are highly motivated, and the intellectual classroom atmosphere was similar to or sometimes more stimulating than that on the campus - thus making the prison a desirable place to teach. Other faculty have threatened to resign if they were required to teach an

incarcerated population. An incentive for faculty to teach at the prison was "a little extra pay" although that was not always possible. Even that was thought to be less than adequate for faculty who feared teaching in prison.

Faculty sometimes have not been cooperative with security requirements of the correctional institution. Some wardens felt that faculty needed to be more in tune with institutional timetables and schedules. As one warden noted, a professor who arrived 15 minutes late for class may have a class start 30 minutes late. Often, the officer who was available to process the instructor at a scheduled time was re-assigned and had to return to the gate to admit the instructor. The result was that the class started late because students had to be brought to the classroom area after the instructor was in the prison. A late arrival for a campus class may mean merely that students would not wait until the instructor arrived and may leave the classroom and the college campus.

While full time faculty were perceived as most desirable to teach in the prison because of experience in teaching subject matter and commitment to college students, it was disadvantageous for the college to use them. The prison was often at least an hour each way from the college; and even though faculty were paid extra for travel time,

they were taken away from regular campus duties with no one on campus to perform those duties.

Department of Correctional Education

There was no consistency in the degree or kind of support prison school instructional managers provided. Some principals were supportive of higher education and participated in recruitment by visiting each cell. Other staff, such as school librarians and assistant principals, served that function in other prisons. Principals showed varying degrees of interest in the college program. A principal who was unique in his perspective concluded that it was possible for an inmate to acquire a four-year degree for a little over \$1,000. He felt there was some inequity between inmate financial commitment to education and that of citizens in the community. It would cost over \$100,000 to rear and educate a child born in 1988. The inmate, therefore, should be required to repay the cost of his education and not get it free.

Wardens perceived the Department of Correctional Education staff, with few exceptions, as wanting to remain uninvolved with continuing education because of the need to complete detailed forms to obtain funds for inmates. Department of Correctional Education staff, therefore, did not always work closely with the colleges. This attitude

may be reflected in the quality and quantity of information given to outside faculty by prison faculty and prison school administrators during an orientation to the prison setting.

Both wardens and coordinators were aware of the animosity created in the correctional institutions between prison security personnel and Department of Correctional Education teachers. Teachers took teacher days, left the institution at 3 p.m. and were supervised by "ineffective principals" who were lax in monitoring teacher behavior with respect to length of lunch break, hours of reporting, and hours of leaving. Teachers worked less than an eight hour day, and Department of Corrections staff were described as jealous of what they considered an abbreviated work day. This situation led to harsh feelings between personnel in the two departments and was sometimes demonstrated by having security personnel "misunderstand" class schedules and student rosters.

Some instructional managers felt that lack of assertiveness by DCE staff contributed to problems that occurred in the school area. An error made by DCE staff was letting a situation get out of hand and then reporting it to a Department of Corrections representative at a later date for rectification. This inefficient pattern of problem resolution resulted in allowing someone other than a DCE

employee to be perceived as the "bad guy". This pattern also may be conveyed to outside faculty and staff. DCE staff served as a deterrent to program development by imposing limitations on implementing new programs that were created and developed. Territorial power struggles (cited earlier) interfered with the degree of cooperation between DCE employees and prison employees outside the educational program.

DCE staff were not perceived as "team players." Some wardens felt that staff did not have a holistic view of the institutional environment. This attitude became apparent with activities as crucial as the Adjustment Committee, a committee that made decisions of appropriate punishment for inmates who broke institutional rules. DCE staff excluded themselves as potential committee members and could be perceived as "good guys" by remaining detached from any punitive institutional activities.

Department of Corrections

The educational program was most successful when an employee inside the institution in a position of responsibility and respectability, usually the warden, overcame the inevitable hurdles or obstacles. The college program was less likely to flounder or to become useless although it was also important for the correctional

institution to provide support in the form of resources. The presence of staff enthusiasm was not sufficient to sustain a viable program. Even in a prison in which the warden had an interest in a productive educational program, the warden could not be the personal liaison between every program and the prison. Successful educational programs were established when wardens wanted them to succeed and when they did not compete with other institutional programs. In addition to the effect of wardens' attitudes on staff, wardens' attitudes effected those of the inmates. Wardens' feelings about educational programs were reflected in their use of institutional resources and visible rewards. An example of institutional support was given by one warden who awarded the school principal a parking space in front of the correctional institution next to the assistant wardens, doctors, and other professional staff. The school principal was included in special meetings and institutional committees and the principal recommended the warden to the college to be included on some of its committees.

Although the warden sets the tone for the prison he manages, the institutional staff may not share his commitment to an educational program. One warden felt that any staff that could not accept education had to consider other employment options. When a new correctional officer

was hired, each warden needed to make his philosophy about education clear. One warden would resolve problems of officers unhappy with inmate education by assigning that officer to the "shot gun gang" because education "had never hurt anyone." He concluded, therefore, that education helped and would remain an important component of his institution's programs. Security staff attitudes about inmate education had to be recognized and were sometimes "worse than those of the inmates." Correctional officers mirrored the attitudes of the communities in which they lived. The officers may feel that inmates were not worthy of receiving the educational opportunities that they themselves may not have had or for which they must pay for their children. An innovation in one prison was an arrangement in which employees from a neighboring correctional institution took classes in the same classroom with inmates. This arrangement could exist only in an institution in which the warden sanctioned the program and institutional staff held positive attitudes about inmate education.

Wardens were critical of other wardens who reflected the outdated thinking prevalent 20 years ago and resisted establishing college programs for inmates. This thinking was based on the idea that inmates were evil and chose to do

wrong. Therefore, prison should be the worst possible place. At the other end of the spectrum was the warden who contacted the community college in his area at the time he was assigned to the prison. The purpose for his contact was to institute a college program as quickly as possible. It was not clear whether this decision was motivated by an interest in rehabilitation activities or by the desire for assistance with population management. It can be assumed, realistically, that both were factors in his interest.

Contracts

The responses to the open-ended question reflected the remoteness of contract development to instructional managers who participated in this study. Their responses, therefore, were related to problems identified in program delivery and were indicative of areas of confusion that could be ameliorated or eliminated with a contract more responsive to individual institutional needs.

Instructional managers were not universally aware of the current system of a memorandum of agreement between the Department of Correctional Education and the community colleges. A principal described a "memorandum of understanding" between the Virginia Community College System, the Department of Corrections, and the Department of Correctional Education that allowed for the presence of a

college program in a prison. A warden felt that the number of "pawnbrokers" included in developing a contract presented a problem but did not note the existence of the currently used memorandum of agreement.

Instructional managers noted the absence of state level support for college programs in prison and felt that the confusion related to the lack of communication between state level department heads. Participants stated that prior to writing a contract, the state department directors of corrections, correctional education, labor and industry, community college system, and higher education needed to develop a rationale for having college programs for incarcerated persons and to state the role of each agency in the educational process since each institutional unit had a different stated mission. A jointly developed statement would define the role of each agency in educating inmates beyond high school and might result in statewide coordination of the prison postsecondary program that would minimize the confusion that existed. The effect of a state level commitment may be that the education departments at the prison level become more actively engaged in the college program. In addition to policy support, state level commitment to higher education in prisons needed to be reflected in the allocation of resources in both Department

of Corrections and the General Assembly budgets to provide for more efficient school buildings and more adequate security personnel.

Missing from the college programs in Virginia was a system-wide approach to college education. Participants felt that what could be contracted between one prison and one community college should be available between other prisons and community colleges although that was not possible currently. The problem becomes apparent when an inmate has been transferred from one prison with a college program to another prison that does not teach the same courses and has no provisions for allowing him to complete a single course in a program started elsewhere in the prison system. The content of programs may differ because of prison custody levels and college instructor preferences for course content, but the relationship should be possible. Institutional and state department commitments ought to allow a student to complete a program rather than having students become pawns to external factors such as sudden inmate transfers and overload of institutional population.

A master contract, at least between the commonwealth departments of corrections, correctional education, and community college system should be augmented by specific articles supplied by local wardens, principals, and college

presidents. Each institution could make it possible for all levels of institutional staff or their designees to participate in developing agreements. Because college personnel recognized problems with contracts between the college and other organizations, a college committee was suggested to draft a contract, test its clarity with college administrators, and have it reviewed by the Attorney General. Department of Corrections policy allows contractual agreements between their institutions and other agencies to be reviewed at the state level by the Attorney General. Each college and each prison then must agree to the purpose and goals of their particular program. In that way, issues, procedures, and problems unique to particular institutions could be addressed. Differences in security personnel, student characteristics, interests, and course preferences would be recognized. A problem to interfere with contract negotiation between local correctional institutions and local colleges was that managers of individual correctional institutions perceived themselves as having decreasing authority to develop institutional specific programs. Progressive wardens thought that they ought to be able to negotiate their own contracts although there is no provision for them to do so at this time.

To assure that academic standards were being maintained

in any program agreed upon, evaluation and monitoring ought to be built into the program. Those processes would assure consistency in quality in the prison/college program that is difficult to manage and expensive. As one coordinator stated "you want to offer a quality equivalent [sic] program to what you are offering on campus."

One warden felt that the final authority on contract development ought to be the institutional authority who is the "benevolent dictator." Unfortunately, this person could not be identified as occupying the same position in each correctional institution or community college. In some correctional institutions, wardens were interested in the inmate education program and would be the appropriate person to encourage expansion. The DCE principal may be that person in another institution although in some institutions DCE principals were openly hostile or disinterested in college programs for inmates. No matter which instructional manager administered the contract, the document needed to encourage institutional programs that would promote inmate rehabilitation. If there were a question regarding whether an item ought to be included in the contract in order to accomplish a rehabilitation goal, instructional managers felt that the item ought to be included without being so detailed that employee creativity was stifled.

A problem identified by both Department of Corrections and Department of Correctional Education participants in this study was the volume of required routine paperwork. Therefore, if a contract were too cumbersome and complicated, no one would read it. Once the contract was written, each party would pay attention to the part pertaining to that specific institution. The wardens, for instance, were not concerned with who had to apply for financial aid but rather the security of the people in the facility, the number of students coming to class, the times classes would meet, the needed classroom space, and the names of the professors. The educational issues, on the other hand, were of concern to the personnel from the college and the Department of Correctional Education.

Students

Instructional managers characterized students and their attitudes toward education in various ways although students seemed to be the source of fewer problems than instructional managers. An instructional manager differentiated residents of three prisons in which a college offered courses. The students in a "low key medium institution" were considered residents of the "ivy league of the three correctional centers." Students were described by a coordinator as serious and intelligent and complained only "because they

want better instructors." Students at another institution were described by a coordinator as "more antagonistic", had more severe charges, and were incarcerated from more socially deprived backgrounds. The third institution was characterized as having students who were intelligent and critical. Those students felt they were due a free education and free books by a public that placed them in prison. Students from several institutions expressed the feeling to instructional managers that the college program benefited them, and inmates protected it within their institutions by controlling fellow inmates' conduct that might cause the college to discontinue it.

Problems existed in the academic and psychological preparation of new students in the prison program. Students were perceived by instructional managers as eager learners and a captive audience even though they often required remedial and developmental courses that were not always available. Many students were high school dropouts and lacked confidence in using communication skills. They were less informed, generally, than typical adult learners who had been employed consistently over an extended period of time. To remedy those deficiencies, professors had to assess learning styles and levels and develop strategies to adapt campus syllabus requirements to the expanded

educational needs of incarcerated students.

Assessment of student educational level and college presentation of developmental courses need to be completed before the main courses of the degree program are offered. One community college and correctional institution offered a business management course of study that had a math prerequisite not completed by students prior to the initiation of the college program. Several students dropped the math courses; and upon further exploration, the college learned that students did not have adequate computational skills to succeed in the business math course.

An evaluation of inmate educational needs was not always completed before the college planned courses to be offered. This may be related to poor communication between college coordinators and school principals or colleges may decide, independently, to offer courses based on available teaching personnel. The actual enrollment usually was more predictable and consistent than on campus, but students were sometimes transferred to other institutions prior to beginning a class or during the semester.

Students were characterized by most instructional managers as capable, motivated, and ambitious because they completed their assignments and went to class. Students who went to school were perceived as making positive use of

their time, and wardens felt inmates could not be abusive to other inmates during that time. Participation in school was perceived as contributing to improving the self esteem of inmates. Inmate students, therefore, should be able to meet the requirements of students on the campus including wearing decent attire, meeting assignment deadlines, and exhibiting reasonable classroom conduct. Students responded to the expectation that they meet high and attainable standards but did not achieve when they were not challenged. A warden who recognized it was not unusual for inmates to be manipulative felt he would have no objection to being manipulated with school. "Learning helps everybody."

One problem existing for inmates was the transition from incarceration to parole. An inmate does not have to acquire college level academic or vocational skills or basic social skills that he can demonstrate prior to parole. Instructional managers felt that inmates with only two or three years on a sentence should be required to demonstrate some academic, vocational, and social skills that contribute to survival in the work world. These skills included respect for and cooperation with other people. College, then, should be reserved for inmates close to release and who possessed the potential for continuing to take courses on a campus near the communities where they will live. In

the past, colleges and prisons have not limited education to those students who could attend classes in traditional classrooms in the prison. Students in segregated units of correctional institutions participated in college programs, and death row inmates did course work through independent study. If the availability of college resources becomes a problem, college courses may be discontinued for the total eligible population and criteria for admission may eliminate death row and maximum custody level inmates.

Educational programs provided a positive outlet for inmates and assisted wardens in institutional management. Inmates were not "caving somebody's head in" when they were in class. College was promoted as a realistic activity for the inmate who was serving "five life sentences" even though a degree could not be used by an inmate who may be released in 2050. There were some inmates who knew that the school program had the support of the institutional warden and used education as a way of avoiding other prison activities. Most inmates who enrolled in school had chosen to make a sacrifice because they could not go to school and be paid for an institutional job at the same time. Institutional managers felt that when a student made that sacrifice, the inmate had completed a major portion of the screening process to determine whether he was a serious college

student.

Instruction

Instructional Programs

Colleges experienced many difficulties providing instruction in prison. Instructional programs in the prison often were in conflict with college and prison institutional needs or industrial enterprises within the prison. Of necessity, school programs came second to institutional needs. For instance, if the correctional institution had a temporary need for a highly skilled baker who also was a student, the student was removed from class for the period of time he was needed by the prison. In addition to faculty and staff friction, one college coordinator related difficulty with class schedules that faculty had in providing instruction in two prisons and on the main campus. Each of these institutions was on a different academic year calendar. It could be assumed that problems with scheduling classes would be minimal in an institution identified by its warden as unique and as having an education oriented program. Instruction was offered in the correctional institution in afternoons as well as at night.

Pro-education wardens felt that enterprises jobs that produce goods and products such as office furniture used throughout the state system and pay more than institutional

jobs should be used to reward students before those jobs went to the "deadbeats." The focus of the prison was production and the college emphasis was instruction. A possible fulfillment of prison and college goals may be realized by having inmates go to school part time, not full time. School could not be used to avoid institutional work. Institutional jobs will be completed and inmates will attend school at night. Some prison personnel observed that students were more committed to attending school when they elected to do so in the evening on a part-time basis rather than having the option of being released from a prison job during the day to go to school.

Instruction should be offered for two reasons. Inmates need classes to complete degree requirements and they have an interest in the subject. The typical student on a college campus has the possibility of exploring subject matter by taking a variety of courses of interest. This option usually was not available to the incarcerated student. To rectify this discrepancy another approach suggested by some instructional managers was offering college instruction beginning with enrichment classes. After a core of interested students had been identified, the college could add other courses leading to a degree. Some instructional managers disagreed and felt that courses

offered by the college ought to be directed toward an academic degree or the acquisition of technical skill. Liberal arts and humanities education were less important than vocational programs to "the powers that be." Training of inmates was more valuable than educating them. The colleges, however, offered credit related-courses to fulfill the requirements of vocational apprenticeship programs. One principal observed that some of the courses were poorly planned without adequate course descriptions. Nevertheless, the result was a certificate or diploma in that vocational area.

On the Job Training

The quality of courses offered to inmates ought to equate with those offered on the campus. The quality of the hands-on component of vocational training was of particular concern. Classroom instruction could be completed at the correctional institution, but students were at a disadvantage when they applied for employment outside the institution. Incarcerated persons had limited preparation for conditions found in the workplace. The example used was that men had been educated and trained to perform work that required they be suspended ten stories on a scaffold. These men learned their trade on the ground; and when they reported for work after release from the correctional

institution, they found they were terrified of heights. They left new employment after only a few hours and may never attempt any gainful employment before being re-incarcerated. It was important and fair that the students demonstrate proficiency in all facets of performing the trade while in an educational program in the correctional institution rather than subjecting them to failure once they were paroled. This deficiency could be remedied by providing inmates with on-the-job training at state construction sites or those provided by the colleges. Inmates would have complete training for a trade and not a meaningless "fist full of certificates" to present to the parole board.

Course Selection

The courses offered by colleges should be selected in joint consultation between the Department of Correctional Education principal and the community college coordinator. Unfortunately, academic and related-studies courses are not offered regularly because too few students enroll. One instructional manager felt this failure to coordinate course offerings unfair to students because graduation had to be delayed until the required courses could be completed. Students who completed the associate degree program wished to proceed educationally and to participate in a four year

program while still incarcerated. Some educators felt that the location of the prison "way out in the country" could be a deterrent to ever having senior level colleges provide programs in the prisons.

Curriculum Support

A recognized problem was with financial aid for students who did not have their own resources. Students had difficulty starting a school term because staff responsibility had not been established for initiating the processing of financial aid applications and necessary follow through. Although that is usually a college function, some wardens felt the college coordinators may have a low priority for completing this paper work for incarcerated students. Fiscal matters are exacerbated by institutional deadlines that do not coincide in the prison and the college. For instance, inmates write checks only on certain dates; but settling the purchase of textbooks and tuition may need to be completed on other dates for the college. Confusion existed in some correctional institutions, but another correctional institution principal had students complete applications for Pell Grants, line by line, in the prison library.

Another recognized problem was the need for money for inmates to pay for textbooks. Inmates may be required and

able to pay \$3.35 per course but the Principles of Accounting text plus workbook could cost \$56.00. There was no system for buying or selling used books, and inmates were using "new books, all new books." On the other hand, the standard inmate salary was \$.23 per hour. An inmate who arrived at the correctional institution recently may not have earned funds to purchase texts and may be unable to have all that he needs to begin a foundation course at the beginning of the semester.

Education as Rehabilitation

Instructional managers identified education as having rehabilitation value. "Education works well as a tool of rehabilitation when it is tied to a work activity." "Rehabilitation is the name of the game." These two statements were made by wardens. One coordinator related a possible positive impact of education programs on recidivism. Inmates needed skills and credentials that were marketable and of better quality than those of persons who had not been incarcerated. Instructional managers generally were aware enrollment in an educational program did not mean that a person was guaranteed to be declared rehabilitated. An educated inmate was felt to have something that could not be taken from him - the ability to read and to write and the knowledge of a subject area. This knowledge was compared

with the questionable benefits of participating in a special program, e.g., sex offender, that one warden perceived as being temporary and over once the inmate left the prison.

Education was described by a warden as a vital part of the inmate rehabilitation because it showed willingness to request acceptance in the outside community. The inmate originally was incarcerated because he had no socially acceptable means of earning an income so he satisfied his material needs illegally. Through education he can obtain socially acceptable employment and have pride in having salable skills. Since so many men did not have either a high school diploma or a General Equivalency Degree (GED) when incarcerated, the attainment of a college degree may be their only socially acceptable accomplishment.

One warden felt that when released persons were successful in the community, the prison system could assert that it was rehabilitating people. Organized educational programs spanning the prison system, as opposed to hit or miss courses at individual correctional institutions, could allow an inmate the opportunity to obtain a GED, an associate degree, and a bachelor degree. The bachelor's degree may be completed after the inmate has left the prison although the educational programs were started in the correctional institution. It should be possible for

incarcerated persons to set long range educational goals.

Students who were chosen for transfer to another correctional institution sometimes were participating in a vocational program. One warden stated that he expedited the transfer after the student completed the program although he had no reason for not following this practice with students enrolled in the college program. On the other hand, some students used their involvement in an academic or vocational program as a reason for remaining in a prison when they did not initiate the request for transfer. When an institutional transfer was desired by inmates, they were not concerned about the kind of programs they were pursuing or their progress in those programs when openings in the correctional institution became available.

Most inmates are released from prison whether or not they have experienced rehabilitation through academic or vocational courses. Some instructional managers felt that inmates who had a trade or a degree had a start toward becoming tax paying citizens and should be released six months early so they could go to work. The cost of incarcerating an inmate has been between \$13,000 and \$16,000 per year, and it was worthwhile for educators to assist inmates in obtaining skills so that they will be productive outside the correctional institution.

The college program needed institutional support in the form of resources to be successful. Otherwise it was unfair for the inmates to have a partial program initiated.

Orientation and Training of Faculty/Staff

Orientation for college faculty and prison personnel was seen as essential by representatives of the prison but currently not a part of any prison/college program. Prison officials expressed the need for a "very thorough orientation with the professor who is coming ... along with the people who work in the prison setting" including the Department of Correctional Education principal and teachers, college staff from admissions, records, and financial aid. An orientation program can teach employees outside the correctional institution to avoid bears felt that the college had a responsibility to supply the best instructors, textbooks, and equipment since it got the full benefit of enrollment. The educational program in the correctional institution usually needed additional space. The addition of four or five programs would be possible if classrooms were not being utilized for current Adult Basic Education (ABE) and GED classes. Unfortunately, educators have not been consulted by the planners of educational space or when new correctional institutions were planned.

Space and equipment in the school area influenced the

success the program enjoyed and neither equated what college faculty could expect to find in a college. By providing space and equipment similar to that found in the colleges in the community, educators could expect greater interest and success on the part of faculty and students. A principal felt that multi-purpose classrooms in an educational facility designed by educators would be superior to what has been available or what is anticipated for the future. By including educators when buildings are being planned, facilities could be built more adaptable to the variety of educational requirements of the student population in any correctional institution.

Release/Post Release

Planning with the inmate for release can begin in the correctional institution although there are no programs in place at this time to pair inmate needs with community resources. One warden suggested an honor building provided on the grounds of the correctional institution. Requirements for admission would be completion of the GED. All residents would go to school in the morning and work in the afternoon. No security or education personnel would direct each student's every move, and inmates could retain personal property kept by no other inmates and an unlimited pass to the gym. This situation would allow an inmate to

abuse rules under controlled conditions, and the progress report to the parole board would provide a more accurate assessment of potential adjustment in the community. The inmate would be more accountable for himself. This program would be unlikely to receive universal acceptance because all wardens were not as interested in expanding the roles of their institutions. Another warden made it clear that his institution did not try to create a campus atmosphere, and the college program was offered as any other programs available to inmates.

Following release, the inmates have no link between the correctional institution educational program and community educational resources. This could be achieved by establishing halfway houses that had active supportive volunteer components. Released persons would have a decent places to live, to eat, and to sleep. Residents would be given a stipend while going to school so that they could not be distinguished from other students on campus. With these components, the halfway houses would provide positive support and allow released persons freedom from seeking previous associates who shared their negative lifestyle.

Summary

The instructional managers identified a variety of problems in carrying out college programs for incarcerated

persons in correctional institutions. The problems were reported in the categories: Instruction, Students, Faculty and Staff, Equipment and Supplies, Curriculum Support, Contracts, Education as Rehabilitation, Orientation, and Release/Post Release (see Table 5).

Faculty and Staff

The quality of interpersonal relationships between instructional managers and their subordinates from corrections, correctional education, and the college effected college/prison programs. Correctional officers felt that DCE teachers had more favorable working conditions than they. A progressive warden could be assigned a principal and staff that was not interested in promoting higher education for inmates. Correctional officers sabotaged inmate classes by delivering students early and arriving early to escort them back to the living area and reflected some of the negative attitudes about inmate college education expressed by other citizens served by the college.

Costly full time faculty were most desirable to teach in college/prison programs but were apprehensive about teaching in the prison. They also were sometimes uncooperative with correctional institution security needs. When faculty agree to teach in the program, they can expect

inadequate orientation to the special requirements of the prison setting. The orientation may be poorly executed because of lack of prison and college staff to coordinate educational and curriculum support activities, Department of Corrections personnel disinterested in developing and implementing new programs, and DCE principals and teachers isolated from any facet of institutional life other than education.

Contracts

Most institutional managers were not aware of the existing Memorandum of Agreement between the DCE and community colleges. A general contract or agreement used by the DCE and all institutions of higher education needs to include additional items that addressed the unique populations and needs of individual prisons. Wardens felt that they had decreased authority to make decisions for their prisons and increased requirement to complete routine paperwork. Lack of state support in the forms of monetary and human resources inhibited the growth of college/prison programs.

Students

Students lacked academic and psychological preparation for participating in the college/prison program. In addition, they have not always had the opportunity to

complete developmental courses prior to pursuing college level courses.

Once registered in courses, students were not guaranteed an opportunity to complete a quarter or semester in the same academic program. Institutional transfers were initiated regardless of students in academic programs. Students had no preparation for the transition from college in prison to college in the community.

Instruction

Individual course descriptions were not always clear and specific even though the courses were a necessary component of vocational programs. The on-the-job training component of vocational programs was not structured to allow students to experience realistic employment conditions.

Students had no opportunity to explore various academic areas by taking several courses to determine the subjects that interested them. They decided if they wanted an academic or vocational program, the the courses to be taught were usually selected by the college without consultation with DCE personnel. Many students were not serious in their pursuit of an education and were using school to avoid an institutional work assignment.

Curriculum Support

Student financial aid applications were not always

processed by the college in a timely fashion, and no funds were provided for textbooks. Students have found themselves able to pay for the class but unable to afford the accompanying texts.

Education as Rehabilitation

The opportunity for education to be a rehabilitation tool was decreased. A systemwide prison approach to college/prison programs has not been developed. Students had no assurance they would be able to complete a training program prior to parole or institutional transfer or that they would be eligible for early release if they completed a training program and could go to work.

Orientation and Training

College and prison personnel generally have inadequate preparation for the college/prison program. Lack of comprehensive orientation impedes both groups of employees from understanding the different institutional priorities of each.

Equipment and Supplies

Educational space in prison has been planned poorly. Equipment has been in short supply, and planning for new space and equipment has not included instructional managers.

Release/Post Release

Little concern existed among instructional managers

from both institutions for the life of the inmate after release or parole from the correctional system. A lack of community facilities included halfway houses for paroled persons.

Research Question 5

Research question 5 asks: How important is it to include each responsibility in a formal agreement according to the instructional managers?

A survey form (see Appendix O) was mailed to each instructional manager who participated in the interview phase of this study. The survey form included the statements of the 45 responsibility cards used in the interview phase of this study. In addition, 17 statements were suggested by instructional managers and were added to the original 45 responsibility statements. Twenty-five of the 29 participants returned the form, and data for this question were obtained from the responses.

On the survey form, responsibility statements were organized according to categories of responsibilities that included Instruction, Students, Faculty and Staff, Curriculum Support, and Equipment and Supplies. The categories were not identified. Analysis of variance and reliability analysis were performed on the responses to the survey form.

Statistical analysis using analysis of variance was used to determine the differences between the means of the groups of respondents (Wardens, Deans, Coordinators, and Principals) and each category of responsibility statements (see Figures 1, 2, 3, 4). The analysis showed no significant differences between the means of the responses of the respondents at the .05 level. It should be noted that the small number of participants in this study made it difficult for statistical differences to be apparent. Deans, however, were more consistent in their rankings than other groups of respondents. It was interesting to note that although Coordinators ranked Instruction statements as essential to include in contracts, there was disagreement among them regarding the importance of individual responsibility statements.

Analysis showed that the responsibility statements used for the survey form were reliable for the four groups of respondents. The Cronbach's Alpha of 0.9539 was computed for the total scale.

Figure 1
Responses to Research Question 5
How important is it to include each responsibility in a formal agreement according to the instructional managers?

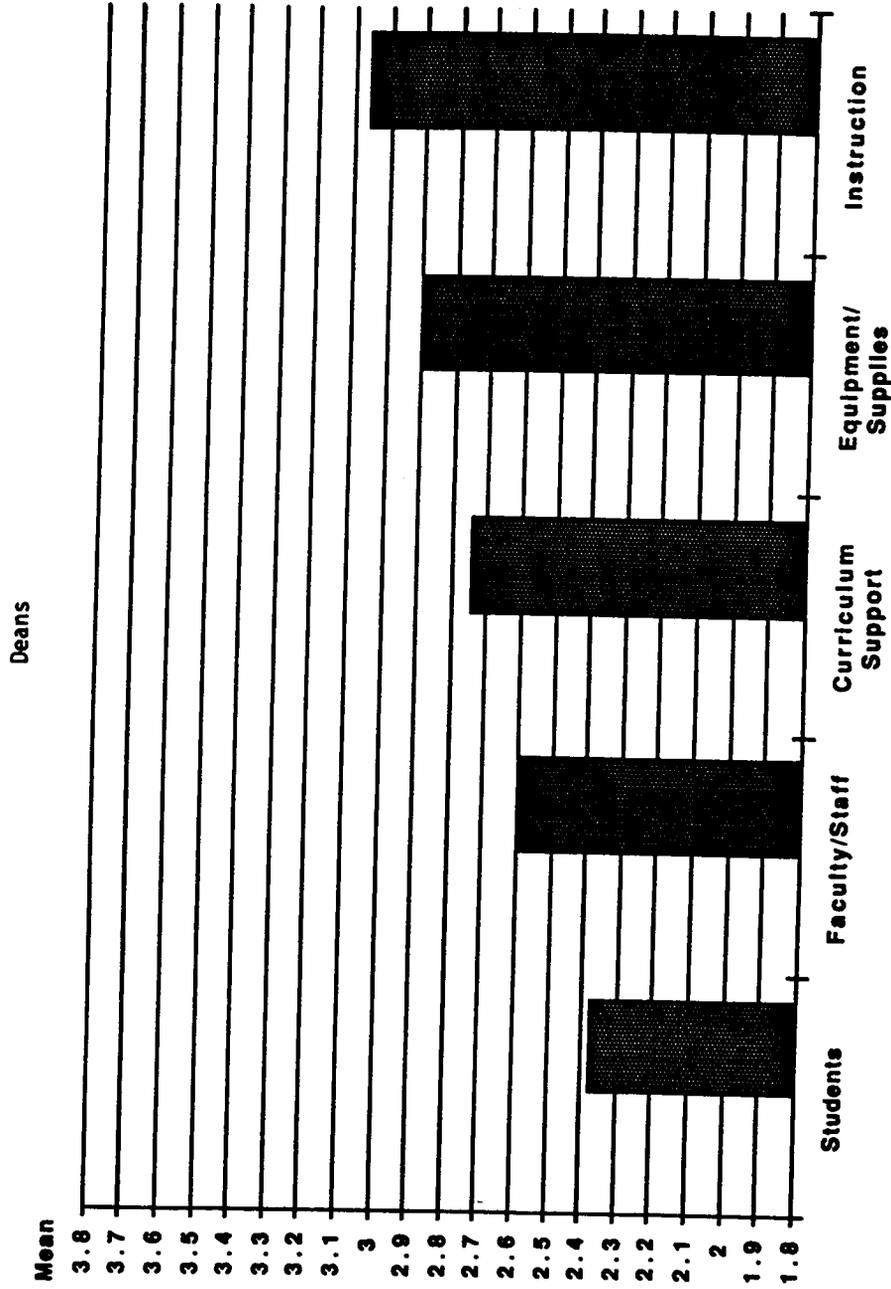


Figure 2

Responses to Research Question 5
How important is it to include each responsibility in a formal agreement according to the
Instructional managers?
Coordinators

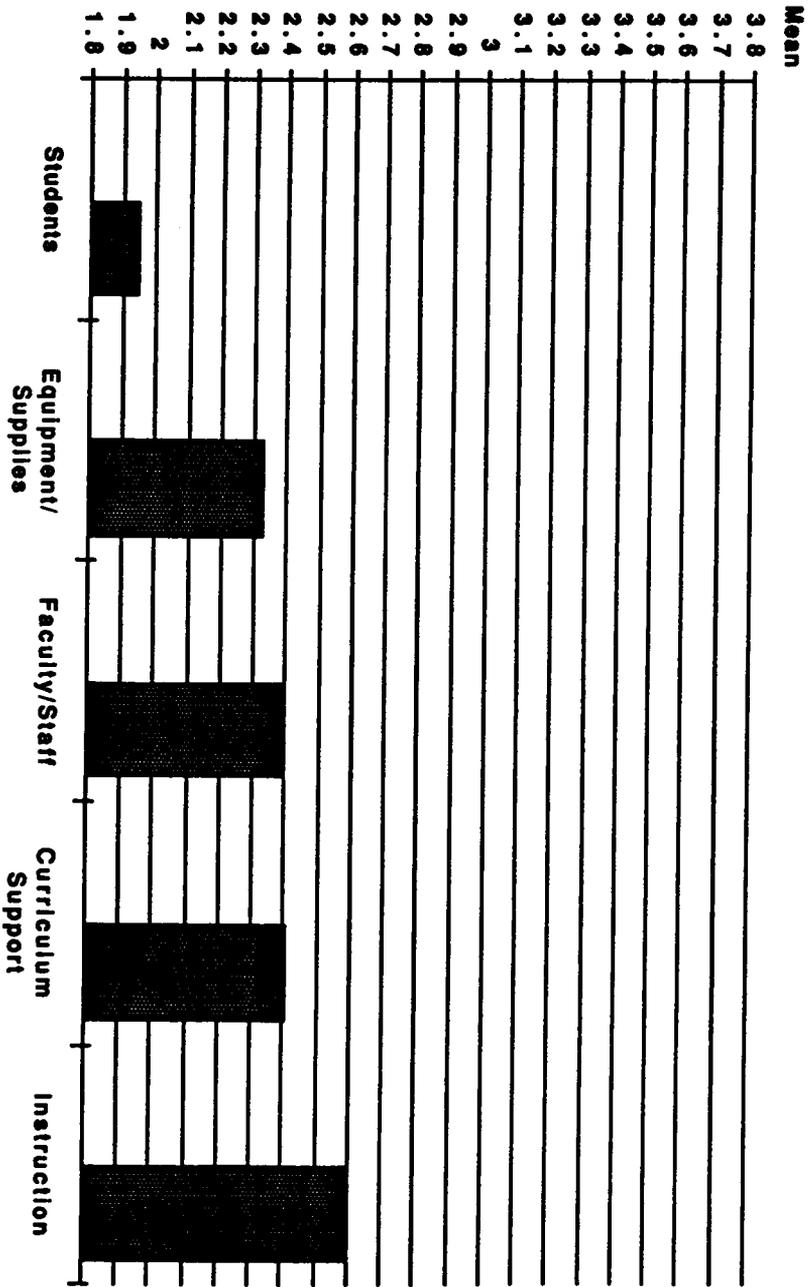


Figure 3

Responses to Research Question 5
How important is it to include each responsibility in a formal agreement according to the
Instructional managers?

Principals

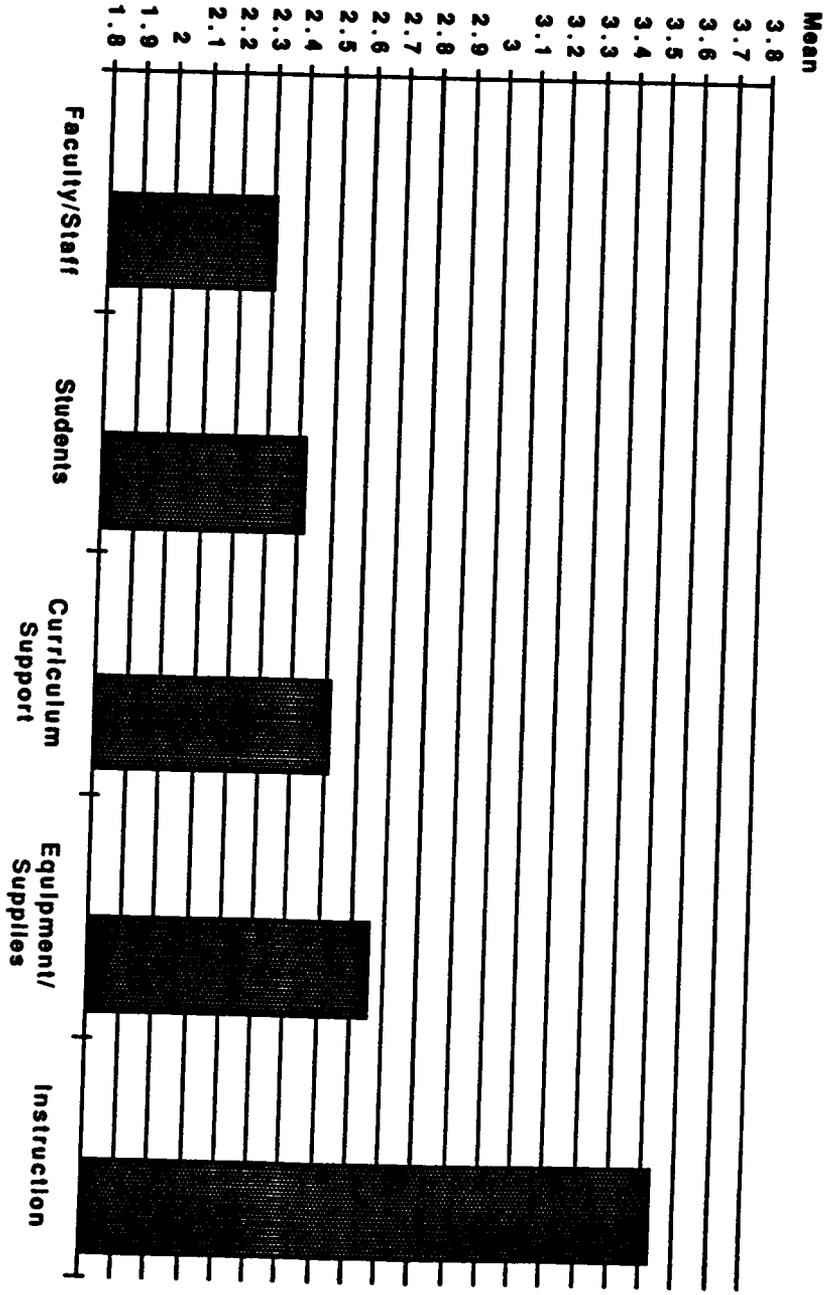
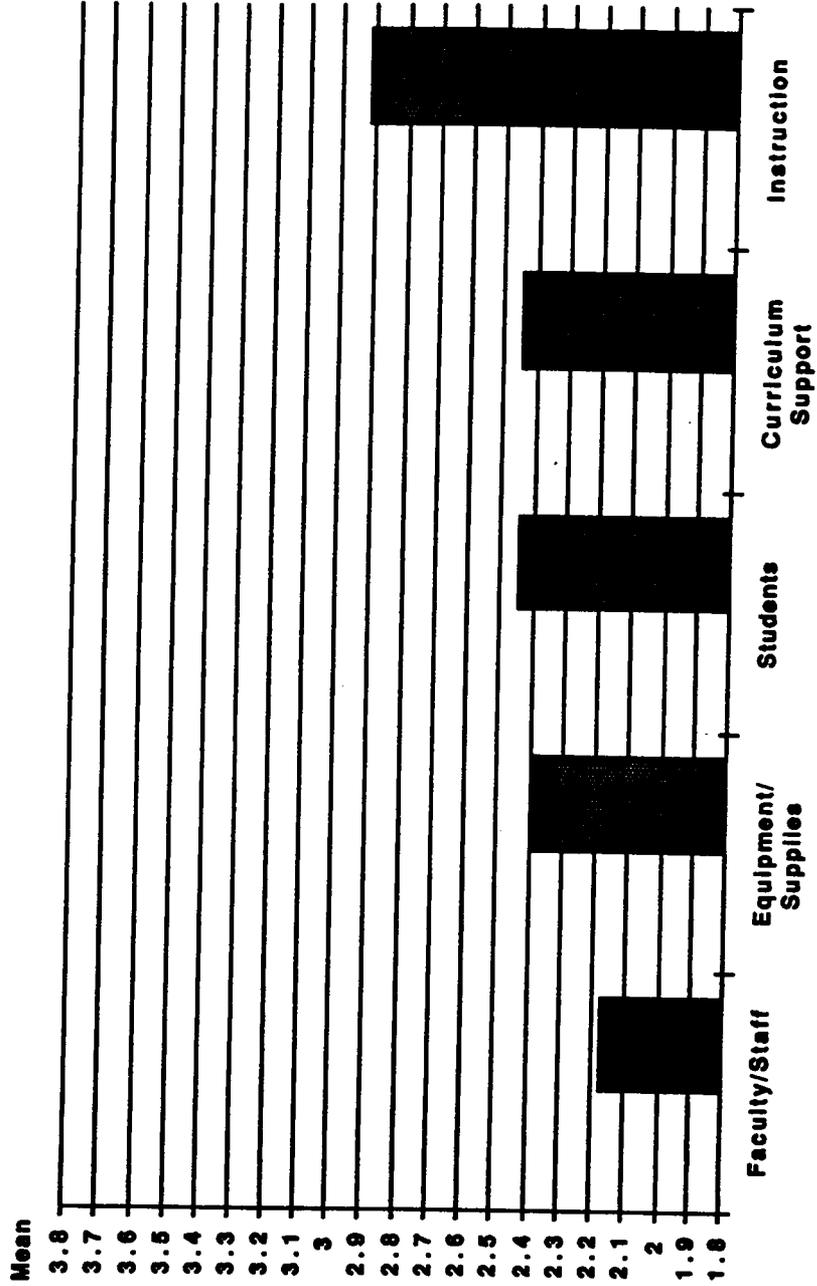


Figure 4

Responses to Research Question 5

How important is it to include each responsibility in a formal agreement according to the instructional managers?

Wardens



CHAPTER 5

DISCUSSION AND RECOMMENDATIONS

Introduction

Since 1953, the number of postsecondary education programs in correctional institutions has increased. Inmates in the Commonwealth of Virginia have obtained GEDs and are interested in continuing their formal education. Community colleges in Virginia and other states expanded the populations served in their geographical areas and provided postsecondary programs in correctional institutions for incarcerated persons in increasing numbers (Wolford and Littlefield, 1985).

Examples of contracts used by correctional institutions and institutions of higher education in the Southern Association of Colleges and Schools were provided by state directors of postsecondary education in correctional institutions and revealed no consistency in their contents. Correctional institutions and institutions of higher education in Virginia are now required to have contracts covering their relationships. Instructional managers in Virginia have not been consulted about the responsibilities they perceived to be important to include in existing agreements or the institution they thought appropriate to assume a particular responsibility in program delivery.

Therefore, agreements were developed without input from the instructional managers who had direct responsibility for program delivery. Few instructional managers are aware of the existence of a formal arrangement existing between colleges and the Department of Correctional Education.

The literature contained several descriptions of model college/prison programs such as Project NewGate, now defunct, and INSIGHT. Project NewGate was well known (Seashore and Harberfeld, 1976) but addressed only student retention, curriculum support services, and transitional services for paroled students. There were no specific guidelines, however, for contracting for programs in correctional institutions.

This research was conducted in five phases and included a review of agreements and the literature, a pilot study, a series of interviews and a mail survey of instructional managers in Virginia, and an analysis of data. Included in the study were Virginia Wardens (10), Department of Correctional Education Principals (8), Deans (5), and college personnel assigned to coordinate college/prison programs (5) during November 1986. This was an exploratory study and used interview and survey research techniques.

Discussion

Research question 1 asked: What responsibilities for

educational programs for incarcerated persons are confirmed as necessary by a panel of instructional managers from institutions of higher education and correctional institutions?

Instructional managers from institutions of higher education and correctional institutions found responsibilities in the categories of Instruction, Equipment and Supplies, and Curriculum Support most necessary. Wardens indicated their interest in experimenting with a college program in a campus atmosphere at the correctional institution and encouraging unions and the business community to support higher education programs as was described in INSIGHT (Detzner, 1981-82). Deans were interested in encouraging union and business community support for higher education programs as well as guaranteeing students an opportunity to complete a higher education program.

Research question 2 asked: What responsibilities are identified as necessary by instructional managers of the institution of higher education?

When the responses of instructional managers from the institution of higher education were separated from those of correctional institution personnel, it became apparent that Deans and Coordinators chose statements in the Instruction

category consistently. Deans were interested in guaranteeing students an opportunity to complete college programs. Coordinators were interested in establishing responsibility for planning and delivering staff development and in-service training opportunities for staff, establishing standards for vocational programs, providing supplies normally purchased by students on-campus, and choosing texts.

Research question 3 asked: What responsibilities are identified as necessary by instructional managers of the correctional institution?

Wardens and Principals generally agreed in selecting Curriculum Support and Equipment and Supply statements. Wardens were interested in assigning responsibility for developing a college mini-campus for full time college students, choosing texts, encouraging unions and the business community to support the college program, transporting student to and from classes, and guaranteeing students the opportunity to complete a college program begun elsewhere. Principals chose responsibility statements establishing responsibility for including a consortium of colleges in providing instruction, equipping labs for science courses, developing a college program on a mini-campus in the correctional institution, determining

standards and specifications for vocational education equipment, choosing texts, encouraging unions and the business community to support higher education programs, and transporting students to and from classes.

Research question 4 asked: What problems do instructional managers have in deciding the responsibilities which will be assumed by each institution?

The instructional managers in Virginia included in this study were asked to identify problems in developing contracts between colleges and correctional institutions. It was erroneous to assume that the instructional managers could answer this question. Most instructional managers did not contribute to the development of the Memorandum of Agreement used by the Department of Correctional Education and the community colleges. Therefore, the participants in this study provided, during a series of interviews, information they would share if asked to assign responsibilities in future agreements.

Security was not identified as a problem but was accepted as a pervasive component of all correctional institution activities. It, therefore, was important to recognize this aspect of the college/prison program even though it was not identified as a problem but rather a fact of institutional life.

Security

The issue of security could not be denied for any prison program, including the college/prison program. Responses during the interviews confirmed the responsibility of the Department of Corrections for providing personnel to control the movement of students as well as to maintain safety for the passage of outsiders into and out of the correctional institution. Security personnel were present in all correctional institution activities and were needed to assist in maintaining a safe environment for inmates and outsiders. Security was not analyzed as a category of problems.

The seven categories of problems were: Faculty and Staff, Contracts, Students, Instruction, Curriculum Support, Education as Rehabilitation, and Equipment and Supplies.

Faculty and Staff, Contracts, Students, and Instruction were the categories of problems identified most frequently by all categories of instructional managers.

Faculty and Staff

Faculty and Staff problems originated from interpersonal conflicts between DCE, DOC, and college personnel. Some problems were based on differences in working conditions among the three groups of employees. Other problems resulted from the resentment expressed that

inmates could attend college and not repay the grants awarded them for educational purposes. Consequently, the college/prison program was effected negatively by correctional officers, teachers, and coordinators. Correctional officers did not deliver students to class or escort them back to their living area in a timely fashion. Teachers avoided Adjustment Committee and non-education related assignments. Coordinators did not organize registration activities to the benefit of students and reconcile differences between correctional institution and college deadlines. Because of such attitudes and behavior, innovations such as an honor building within the prison program or a program administered by inmates and funded by community businesses (Detzner, 1981-82) may never receive widespread acceptance. The events described may have occurred even though the warden of the institution supported college for the inmates, a prerequisite for most successful institutional programs.

Contracts

Most instructional managers were not aware of the existing Memorandum of Agreement between the DCE and individual community colleges in Virginia. The current practices in college/prison programs for inmates suggested that the agreement was not intended to be responsive to

individual correctional institution needs but rather to address broad and general aspects of the program.

Students

Many students received the GED while in the correctional institution. Prior to incarceration, students spent their time away from any environment that provided socially acceptable educational and occupational opportunities and needed developmental level courses and psychological preparation before embarking on a college program. Neither were available regularly in college/prison programs but were found on the college campus.

Students sometimes were not challenged as they pursued their studies because faculty assumed that most students were not prepared to meet the rigors of a college program. Instructors perceived that students needed opportunities to meet lowered standards because of earlier years in homes and families that did not provide middle class benefits and that they needed a "break". McCollum (1976) stated that inmates must be seen as individuals and that their single address did not remove their individual differences.

Instruction

Students who registered for college/prison programs could not assume they would obtain the same range and quality of academic and vocational instruction available to

students on campus. Programs did not offer developmental courses regularly, employed isolated part-time faculty, provided incomplete or poorly developed course descriptions, and provided no program of study that could be completed in the event a student was transferred to another institution. The isolated locations of state correctional facilities has made it necessary for colleges to use part-time faculty. This sometimes has resulted in having an instructor who did not have a strong connection with on-campus faculty in the same department. Individual course descriptions may not be clear or specific for part-time faculty use and contributed to a lack of certainty about the intent of a course traditionally not found in the community college. Vocational programs sometimes had no on-the-job training available and an incomplete program of study. Students, then, were without the training component that allowed them to do a job prior to entering the job market.

Curriculum Support

A full complement of curriculum support services were needed by incarcerated students as would be needed by students on campus. Academic advising was minimal or unavailable, and students sometimes registered for college level courses only to experience failure. No instructional manager was responsible for being certain that students had

preparation for courses in which they enrolled.

Education as Rehabilitation

The Commonwealth of Virginia has developed no systemwide approach to academic college-level programs. An inmate was not able to continue or to complete a program begun at one correctional institution if he were transferred to another correctional institution during the course of the academic term. Parallel with pursuing academic courses and vocational skills, inmate students had no opportunity to develop attitudinal changes and social skills resulting in a willingness to live cooperatively after release (Roberts, 1971). Current college/prison programs have not incorporated teaching inmates new social skills needed for life after parole.

Equipment and Supplies

It was not unusual for the classrooms used for college classes to be inadequate for the size of the class and to have an undesirable atmosphere. Part of the problem was that instructors had no way to adjust room size when classes were too large or too small for a designated area. The planning of space in school buildings was not done in consultation with school personnel.

Release/Post Release

It was not unusual for students to have an educational

program or an individual course interrupted because of being paroled or being transferred to another institution, the latter sometimes neither requested nor desired by the inmate. Changes in inmate housing were related to correctional institutional overcrowding and not inmate rehabilitation. Inmates did not have appropriate housing and educational opportunities once they were paroled. Parolees did not have adequately staffed halfway houses where interested personnel encouraged them to continue their education and discouraged them from associating with former acquaintances.

Research question 5 asked: How important is it to include each responsibility in a formal agreement according to the instructional managers?

The participants in this study responded to a survey form that was mailed to each person. The number of participants was too small to show statistical differences in the means of the obtained, making statistical analysis inappropriate for this study.

Deans and Coordinators ranked Student responsibility statements highest. Faculty/Staff, Curriculum Support, Equipment/Supplies, and Instruction responsibility statements were chosen in that order by Deans. Coordinators ranked Equipment/Supplies, Faculty/Staff, Curriculum

Support, and Instruction responsibility statements in descending order. Wardens and Principals ranked Faculty/Staff responsibility statements highest. Equipment/Supplies, Students, Curriculum Support and Instruction statements were ranked in that order of importance by Wardens. Students, Curriculum Support, Equipment/Supplies, and Instruction responsibility statements were ranked in descending order by Principals.

Recommendations

Postsecondary education programs in correctional institutions can benefit from changes. At the state level resources for space, equipment, and staff need to be allocated. Colleges currently providing postsecondary programs as well as those which should develop programs in the future need to articulate to determine the courses that will be offered to students when more than one college provides instruction. A college program liaison ought to be physically located in the prison, and a prison/college campus ought to be established and evaluated to determine whether it has rehabilitation value. Curriculum support services are needed and ought to be provided for students in this off-campus facility. Faculty and staff orientation would enhance the atmosphere and working conditions in the college/prison program. Any prison which has a college

program which has the potential to be transferred to another college ought to provide a transitional program for the inmates while they are in prison and after they return to the community.

College education for inmates needs the understanding and the cooperation of all of the state agencies included in program delivery. A postsecondary education program in the correctional system should have an opportunity for success when commitment is initiated by the state legislature and state agency department leaders of correctional education, corrections, labor and industry, community college system, and higher education. This commitment can be fulfilled through the allocation of funding for adequate educational facilities and supplies as well as expansion and re-interpretation of state agency mission statements encouraging the development and integration of college programs throughout the system. Because there are vocational and academic programs, the Department of Labor and Industry and businesses in the community need to be involved in the content of the programs as well as the Virginia Community College System. Postsecondary education programs for incarcerated students can be creative through institutional articulation. It is unnecessary to limit course selection to traditional programs and to those offered only by a local

community college. The Department of Correctional Education has the authority to contract with public and private educational institutions. Correctional institutions near the North Carolina border, for instance, need to take advantage of instructional opportunities that could be offered by North Carolina as well as Virginia colleges.

Programs currently in institutions would benefit by the assignment of a liaison to coordinate college and prison activities. It is important that this person have regular contacts with the college coordinator and students. This internal coordinator would be responsible for coordinating semester schedules, particularly if more than one college provided instruction during a particular academic period. In addition, the coordinator would be certain that funds to purchase books would be available when books were needed during the school term. Other responsibilities would include contacting the college if classes had to be cancelled at the correctional institution; maintaining school records deemed necessary to be kept at the correctional institution; and obtaining permission to schedule classrooms at the times agreed upon by the college coordinator, the school principal, and the institutional warden.

With the support of the Department of Corrections, a

model prison mini-campus could be located in an existing structure that is near several colleges. In that way, different colleges could compliment each other by providing instruction in subject areas which are not available from a single college. The students' educational experiences would be enriched, and required courses as well as electives could be taken during an academic term. An effort such as that would be coordinated by the Department of Correctional Education and administered jointly by representatives of the Department of Corrections, Correctional Education, Labor and Industry, Higher Education, and the community college system. Colleges would be invited to submit proposals for programs of study that would have the approval of appropriate state departments. Students would receive credit for approved courses completed successfully as well as participate in instructional activities providing them with skills in areas such as job search and money management. They would learn how to live in a community that may be different from the one they lived in prior to incarceration. It cannot be assumed that a well adjusted inmate will become a well adjusted parolee.

The public relations efforts of the Department of Corrections would need to be prepared to respond to community criticism of the unconventional correctional

institution. Specific guidelines would be set for selecting and retaining students prior to accepting the first group of students. The model prison needs to be as self-sufficient as any other prison in the system. It would be impossible to organize it so that students would not be expected to perform normal work activities to maintain the prison. Class schedules would allow usual institutional work to be completed by inmates, much like adult students in the community combine work with education.

What is not available to incarcerated students is a range of curriculum support services including educational assessment and placement in needed developmental courses. Students create the fewest problems for the college program and receive limited services from the correctional institution education staff and the college. Incarcerated students ought to be able to expect a formal orientation to college, competent academic advising, timely opportunity to purchase textbooks, and adequate classroom space. Paroled students need transitional assistance with course selection once they prepare to leave the prison if they are to pursue courses toward a degree at another college or if they are to continue their program on campus.

An orientation needs to be developed for faculty and staff prior to initiating the college/prison program.

Friction and misunderstanding exists between prison, correctional education, and college staff associated with the college program. An orientation program needs to address the differences in the missions of the college and the correctional institution, the unified purpose of the college program as it has been agreed upon by the state departments providing the program, and the needs of the inmates as human beings. Unless orientation for all faculty and staff can be instituted at the beginning of a college program and ongoing staff development activities take place, it is doubtful problem solving will take place.

It would be most reasonable to have college programs located in prisons that are managed by Wardens who are interested in the college program and who make decisions that support the college program such as transferring students at the end of an academic period or at the completion of a vocational program. Wardens who do not promote education as a rehabilitation tool or do not believe that inmates deserve a college education should not have college programs in their correctional institutions. Instead, other forms of constructive preparation for release should be proposed and implemented by those wardens.

Once a student is near release, he should be required to complete a transitional program. The purpose of the

program would be to allow the inmate to live in an environment in which he has total responsibility for his time. He must arrive for classes on time without being escorted. He has the option of going to meals; and as these freedoms are allowed him, he is taught time management and other community living skills that he may be learning for the first time.

Prior to release, the inmate can benefit from having his academic program evaluated by the college that he will attend after release. He needs to assist in developing a schedule for his first semester in the community and could benefit from an orientation program in the new college. Colleges that have developed programs for displaced homemakers and other similar groups of students should have no difficulty accommodating parolees. Support services at the college in the community ought to be explained in the context of their value in facilitating the transition from the prison college program to the one outside the prison.

While it would be interesting to conduct further research linking the completion of a community college program to inmate success in the community, it would be dangerous. College cannot be considered as the only variable measuring success; parolees also have social, economic, and psychological components to their lives. More

appropriate would be a study following the life paths of those who do complete college. What was not determined in this study was the perceptions of college instructors and correctional officers regarding responsibilities that ought to be included in contracts between colleges and correctional institutions. Their perceptions could differ from those of their superiors.

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Appendix A

VIRGINIA TECH

Division of Administrative
and Educational Services

University City Office Building
Blacksburg, VA 24061

May 27, 1987

D

Currently, I am conducting a study for my dissertation in which I am reviewing copies of agreements between correctional institutions and institutions of higher education. My interest is in understanding what responsibilities the educational administrators in correctional institutions and institutions of higher education contract for when providing higher education programs for incarcerated adults.

As state director of educational programs in adult institutions in your state, your assistance in forwarding me a copy of a typical agreement which is used would be helpful. In addition, it would provide the essential baseline data for my study.

Please return your response to: Rose Anne Carter
217 UCOB
Virginia Tech
Blacksburg, VA 24061

Thank you for your assistance.

Sincerely yours,

Rose Anne Carter

Darrel A. Clowes, Ph.D.
Dissertation Chairman

Appendix B

VIRGINIA TECH

Division of Administrative
and Educational Services

University City Office Building
Blacksburg, VA 24061

October 16, 1987

Mr. Steven L. Swisher, Regional Administrator
Correctional Education
Maryland State Department of Education
Rte. 3 Box 302K
Hagerstown, MD 21740

Dear Mr. Swisher:

Currently, I am a doctoral candidate at Virginia Polytechnic Institute and State University and am preparing to begin my research project.

I am seeking permission to enter the state prisons in which Hagerstown Junior College offers courses. I will be interviewing the wardens and school principals concerning the various responsibilities which accompany the providing of postsecondary education to adult inmates. I will need to bring a tape recorder and blank tape into each institution.

These interviews are a part of my pilot study, and I also will be interviewing the dean of instruction and coordinator of prison programs at Hagerstown Junior College.

You suggested, in San Francisco, that I contact you in order to facilitate carrying out this portion of my study. Thank you for your assistance.

I can be reached at Virginia Tech by addressing correspondence to Room 217 at the University City Office Building, Blacksburg, VA 24061.

Sincerely yours,

Rose Anne Carter

Appendix C

217 University City Office Building
Blacksburg, VA 24061
December 1, 1987

Mr. John Galley, Warden
Roxbury Correctional Institution
Rte. 3 Box 4444
Hagerstown, MD 21740

Dear Mr. Galley:

I am conducting a research project for my dissertation in which I will determine the authorities and responsibilities which ought to be contracted for when postsecondary education is provided for incarcerated persons. I have arranged with Mr. Hawkins to interview both you or your designee and him on Monday, December 7, 1987 at 9 a.m. Each interview is expected to last one hour. During that time, I will ask you to identify some responsibilities which you feel ought to be in contracts between colleges and correctional institutions. I, also, will ask you to identify problems which arise in developing a contract. It would be helpful to give some consideration to those responsibilities which ought to be included in contractual arrangements.

The cooperation which I am receiving from your institution is appreciated.

Sincerely yours,

Rose Anne Carter

cc. Rich Hawkins

Appendix D

VIRGINIA TECH

Division of Administrative
and Educational Services

University City Office Building
Blacksburg, VA 24061

October 16, 1987

Dr. Michael Parsons, Dean of Instruction
Hagerstown Junior College
Hagerstown, MD 21740

Dear Dr. Parsons:

Currently I am a doctoral candidate at Virginia Polytechnic Institute and State University and am preparing to begin my research project.

I need to interview both the academic dean and the college coordinator of postsecondary education programs in state prisons regarding the various responsibilities which accompany the providing of postsecondary education to adult inmates. The interviews at Hagerstown Junior College are a part of my pilot study which will include interviewing the wardens and school principals in the prisons in which you offer courses.

Your assistance with this project is greatly appreciated.

I can be reached at Virginia Tech by addressing correspondence to Room 217 at the University City Office Building, Blacksburg, VA 24061.

Sincerely yours,

Rose Anne Carter

Appendix E

217 University City Office Building
Blacksburg, VA 24061
December 1, 1987

Mr. David Warner, Coordinator of Off Campus Programs
Hagerstown Junior College
Hagerstown, MD 21740

Dear Mr. Warner:

I am contacting you to confirm my interview time with you and Dr. Parsons on Monday, December 7, 1987 at 1 p.m. Each interview is expected to last one hour.

The interviews which I am completing in Hagerstown at the Junior College and the adult correctional institutions in which you have higher education programs will provide me with information for my pilot study. The purpose of my study is to obtain the perceptions of educators in colleges and prisons regarding the authorities and responsibilities which ought to be contracted for when postsecondary education is made available to incarcerated persons.

In preparation for my interview, it would be helpful to have you consider those responsibilities which you feel ought to be included in contractual arrangements so that you can add to the ones which I will provide you.

Sincerely yours,

Rose Anne Carter

Appendix F

Responsibility Statements Derived from Existing Contracts and Postsecondary Education Programs Described in the Literature

Instruction Category

The contract should assign responsibility for:

1. choosing courses to be offered each term and choosing terms to offer courses
2. including a description of college in providing instruction
3. offering courses which are interest classes as well as those which lead to a degree
4. offering college programs which give students an opportunity to develop skills which will enable them to rehabilitate themselves
5. offering college programs which develop marketable and/or living skills
6. equipping laboratories for science courses
7. developing a college program mini-campus which provides housing and classroom space to full time college students
8. insuring that the courses offered will lead to a degree

Students Category

The contract should assign responsibility for:

9. identifying students with academic deficiencies and initiating remedial courses, developmental courses, or tutorial services
10. assessing student ability and willingness to complete a degree program
11. assessing interest in and need for college programs
12. recruiting students who meet basic admission criteria and dismissing students who must be terminated from the college program
13. processing forms for students to withdraw from and add classes
14. assisting students in preparing financial aid applications and processing course registration
15. counseling students regarding costs of tuition, financial aid, course selection, degree plans as well as career and transfer counseling
16. notifying students who cannot register because of delinquent accounts, academic probation, and suspension

Faculty and Staff Category

The contract should assign responsibility for:

17. arranging prison clearance for college personnel
18. conducting orientation sessions for faculty and staff

Appendix F. continued

19. notifying the prison of teacher selection and assignments
20. planning and delivering staff development and in-service training for staff
21. ensuring compliance with prison and college rules
22. interviewing new instructors
23. maintaining course quality and faculty standards as well as a grading system the same as that found on the campus of the sponsoring college
24. hiring a program coordinator and secretary

Equipment and Supplies Category

The contract should assign responsibility for:

25. providing maintenance, utilities, and/or renovation of the building or area of a building in which college classes meet
26. determining standards and specifications for vocational education equipment for courses taught by the college
27. replacing lost or damaged prison library books
28. allowing college library books to be checked out for students
29. maintaining, repairing, and returning college property
30. supplying resource materials, i.e., books and journal articles, in addition to textbooks, for course assignments
31. providing supplies normally purchased by students themselves
32. purchasing and distributing supplies normally given to on-campus students who are purchasing the same course, i.e., handouts, laboratory supplies
33. providing teaching aids such as audio-visual equipment and computers
34. processing textbook requests including purchase, distribution, and buyback
35. choosing texts

Curriculum Support Category

The contract should assign responsibility for:

36. maintaining a college oriented section in the prison library
37. monitoring the working relationship between the college and the prison
38. encouraging unions and the business community to provide support for higher education programs

Appendix F. continued

- 39. scheduling classroom space
- 40. changing or terminating the existing college/
prison contract
- 41. specifying minimum size class enrollment
- 42. transporting students to and from classes
- 43. guaranteeing students the opportunity to complete a
college program begun elsewhere
- 44. maintaining copies of student transcripts, degree
plans, grade reports, and class attendance records
- 45. collecting payment for prevailing college tuition
and fees not provided by financial aid grants

Appendix G

VIRGINIA TECH

Division of Administrative
and Educational Services

217 University City Office Building
Blacksburg, VA 24061

February 16, 1988

, Provost
Community College

, VA

Dear :

I am conducting a research project for my dissertation in which I will determine the authorities and responsibilities which ought to be contracted for when higher education is provided for incarcerated persons. All colleges which had contracts with the Department of Correctional Education to provide higher education in correctional institutions within the state during November 1986 were identified. According to the Department of Correctional Education, your institution would qualify to be included in this study.

The first part of the study includes a separate interview with you and the person designated as coordinator of prison programs. Each interview lasts less than one hour. During that time, I will ask you to identify the responsibilities which you feel ought to be considered for contracts between colleges and correctional institutions. I also will ask you to identify problems which arise in developing a contract between the two institutions. For this portion of the interview, I will need to use my tape recorder. It would be helpful for you to give some prior consideration to those responsibilities which you feel ought to be included in contractual arrangements.

The second part of the study includes having those who participated in the first part of the study complete a survey form. It will be mailed to you following the completion of all institutional interviews.

I will contact you during the last week in February to discuss a date for the visit to your institution. I expect to begin my interviews by March 1, 1988.

Sincerely yours,

Rose Anne Carter

Appendix H

VIRGINIA TECH

Division of Administrative
and Educational Services

217 University City Office Building
Blacksburg, VA 24061

November 4, 1987

Dr. Anthony L. Guenther
Research Lead Analyst
Department of Corrections
Research and Evaluation Unit
P.O. Box 26963
Richmond, VA 23261

Dear Dr. Guenther:

Enclosed is the abstract which is required by the Department of Corrections in order to obtain approval to conduct my doctoral research in select state correctional centers.

Your assistance is appreciated.

Sincerely yours,

Rose Anne Carter

Appendix I

VIRGINIA TECH

Division of Administrative
and Educational Services

University City Office Building
Blacksburg, VA 24061

October 16, 1987

Dr. Charles K. Price, Superintendent of Schools
Department of Correctional Education
101 North 14th Street
Richmond, VA 23219-3678

Dear Dr. Price:

Currently, I am a doctoral candidate at Virginia Polytechnic Institute and State University and am preparing to begin my research project. The purpose of my study includes determining the responsibilities which ought to be considered when a postsecondary program is offered in state prisons to incarcerated persons.

In order to acquire the information I need, it is essential that I interview both prison wardens and correctional school principals. I would appreciate your assistance in soliciting the cooperation of a select group of principals in conducting this research. Your suggestions for accomplishing this will be welcomed.

I can be reached at Virginia Tech by addressing correspondence to Room 217 at the University City Office Building, Blacksburg, VA 24061.

Sincerely yours,

Rose Anne Carter
Rose Anne Carter

Appendix I, continued

217 University City Office Building
Blacksburg, Virginia 24061
February 3, 1988

Dr. Charles K. Price, Superintendent of Schools
Department of Correctional Education
101 North 14th Street
Richmond, Virginia 23219-3678

Dear Dr. Price:

Enclosed is a copy of my original letter to you dated October 16, 1987. The correctional school principals included in the study are at Staunton, Nottaway, Mecklenberg, Brunswick, Powhatan, James River, Bland, Buckingham, Southampton and St. Bride's correctional institutions.

As stated in our telephone conversation on February 2, 1988, I can expect to receive from you a copy of the memorandum which you will mail to each principal requesting their cooperation with this research project. In addition, you will send me the names and telephone numbers of each principal to be included.

Your assistance and support are appreciated.

Sincerely yours,

Rose Anne Carter

Appendix J

VIRGINIA TECH

Division of Administrative
and Educational Services

217 University City Office Building
Blacksburg, VA 24061

February 12, 1988

Mr. _____, Regional Administrator
Department of Corrections
Division of Adult Institutions
_____, VA

Dear Mr. Young:

I am conducting a research project which includes select correctional institutions in the commonwealth of Virginia. Each correctional institution had a higher education program during November 1986.

The institutions in your region to be included are

Enclosed is a copy of the letter which will be mailed to each warden whose institution is included in the study. I would appreciate your support by encouraging the wardens to participate in the study.

I will contact you to answer any questions which you may have.

Sincerely yours,

Rose Anne Carter

Appendix K

VIRGINIA TECH

Division of Administrative
and Educational Services

217 University City Office Building
Blacksburg, VA 24061

February 16, 1988

, Warden

, VA

Dear Mr. :

I am conducting a research project for my dissertation in which I will determine the authorities and responsibilities which ought to be contracted for when higher education is provided for incarcerated persons. All correctional institutions which had contracts with colleges to provide higher education during November 1986 were identified. According to the Department of Correctional Education, your institution would qualify to be included in this study.

The first part of the study includes a separate interview with you or your designee and the school principal. Each interview lasts less than one hour. During that time, I will ask you each to identify the responsibilities which you feel ought to be considered for contracts between colleges and correctional institutions. I also will ask you to identify problems which arise in developing a contract between the two institutions. For this portion of the interview, I will need to use my tape recorder. It would be helpful for you to give some prior consideration to those responsibilities which you feel ought to be included in contractual arrangements.

The second part of the study includes having those who participated in the first part of the study complete a survey form. It will be mailed to you following the completion of all institutional interviews.

I will contact you during the last week in February to discuss a date for the visit to your institution. I expect to begin my interviews by March 1, 1988.

Sincerely yours,

Rose Anne Carter

Appendix L

Research Consent Statement

Description of the Project: This study is intended to determine the responsibilities and authorities which ought to be considered by correctional institutions and institutions of higher education when higher education is considered for incarcerated persons. The study is designed to be conducted in two steps. The first step includes a separate interview with the warden, or his designee, and the school principal. Each interview lasts less than one hour. The second step includes the completion of a survey form which will be mailed to each participant in step one.

Each correctional institution which has been chosen to participate in this study had a contract with the Department of Correctional Education during November 1986 for higher education programs.

I have read the above paragraph and have had an opportunity to ask questions about my participation in the project. The description of the study identified any discomforts or risks which I might expect during and/or after the project. I understand that my identity will be kept confidential. My participation is entirely voluntary and should I decide at any time during the project to end my participation, I am free to do so.

() I agree to participate in the project conducted by Rose Anne Carter representing Virginia Polytechnic Institute and State University.

() I do not wish to participate in this project.

Date

Signature of Participant

Date

Signature of Witness

Appendix M

The warden appoint a representative that would be an employee from this institution to be involved in writing these contracts in an effort to avoid leaving out things that are important to the warden as administrator or putting in things that would jeopardize probably the security of this institution. In writing the contract, I would recommend that we be directly involved. That a representative from this institution, an employee of this institution be directly involved in the writing of the contract.

That I can think of that I have had here and I'm not familiar with problems that other wardens have had. I have felt on some occasions that the instructor that was sent here to teach was not oriented to the point that he should have been. He was not familiar with the responsibilities. For instance in the security aspect of the students as he should have been and that at one time or another has created some problems and always create some concern. I don't think it is fair to the instructor to send him over here and ask him to come into this prison and teach a class when he is not at all familiar with the type of students number one that he is teaching, with the security expectations of the institution and I just don't think it is fair to him to ask him to do that because it would be sort of like sending me to Wythville and asking me to do certain things but yet because I am not thoroughly familiar at all with the college rules, with the regulations. I think I should have a very thorough orientation before I am asked to go in and teach.

One of the things that I have experienced more than anything else is space facility. I think if we are going to have a successful educational program whatever it is, whether it be a normal classroom for academic instruction or

whether it is going to have a building and equipment for a vocational -- I think there is not enough attention paid to the space. I think they come in often times and go out and write these contracts, they come in and they expect the warden to just reach up in the sky and pull down a space for these folks to work. Often times that space is not available. Often times I think that space and the equipment that we have to use has a great deal of influence on the success we have. For instance, the interest the instructor has when he comes in. If he is provided a reasonable space and if he is provided reasonable equipment, similar to what he would use if he was in the public sector, then I think we can expect a lot better class, we can expect a lot more success in the end and I think our inmates also would take a great deal more interest in what they do. But if they are stuck off in some corner that you know is improperly laid, probably improperly heated, with half the equipment they need to function with, I don't think we can hope for a great deal. And that is often the case here at this institution. _____ very unhappy that they don't have the space.

Some things that I think ought to be emphasized, that I would like to emphasize in a vocational educational program and that is a OJT portion of these contracts. I think that before an inmate gets a degree in any type of vocational course he should be required to complete a certain length of time in OJT. I think it happens for instance if you are going to college to be a teacher, you are required to do some practice teaching before you get your certificate. If you going to school to be a doctor you of course do your intern and I think we get away from the fact that we go ahead and give these folks these degrees and I don't think number one it is fair to the inmates to give them a degree in brick mason or in small engine (?), or body and fender work until he has proven that he can actually function

in an OJT program. I think they go out in the private sector and they've geared their training all to the classroom and then they get into real live situations and it is embarrassing for them and often times they fail, they get fired and it is really our fault because we've lead them to believe that they are somebody that they are not.

Let's use a brick mason course in your vocational training. I think there should be a certain number of hours of classroom. I think there should be a certain number of hours in practical experience in the school and then I think that individual should be required to go out and actually on the job where you were building a building and work at that trade. The state should provide and we're building like crazy in the state and I think the state should utilize these folks and if they're not interested in going out an actually performing on the job then I don't think they should get a degree and lead themselves to believe they are brick masons. I know I have had experiences with inmates that are on work release and they have completed certain courses in the Department of Corrections and you go out and get them a job at this particular trade and they'd fall flat on their face because they have never had any practical experience. Plus it is a whole lot different in laying a brick up there in the classroom than it is laying a brick up on a scaffold 10 stories high in the air around the window, around the door, because there are things you have to do there to be successful that you don't have to do in the classroom and that is why I think we're falling short in the fact that we're not providing these people the OJT and I think that it would be cost effective for the Commonwealth of Virginia, particularly the Department of Corrections. I think some of your buildings that are built throughout for instance maybe on your college campus, a lot of inmates could be used in that respect in conjunction with the classes and training that they have had. Then when they went out on the

street and they walked up and showed the man their degree and he put them up on a scaffold ten stories high they would know what is going on. But you take them up here and put them in the classroom and teach them for six months, a year, whatever, and this is not to say we don't have good instructors, this is not to say we don't do the very best we can, but what I am saying is we just leave off part of it.

First ask them, you know, would you rather they become productive tax paying citizens or would you rather they would remain a thief and steal your car once you went to work. We're talking about a productive tax paying citizen or we're talking about a thief that once we turn our head he may come into our house and steal our valuables. These men are going back on the streets one day or another whether they are educated, whether they are trained, whether they are rehabilitated or not and they are going to have to have a job then, so why not let them out six months earlier where they will have a trade, where they can go to work, where they can pay taxes, where they can be a part of society or just coming back out on the street the thief that they came in as.

I would like to say this, and I have said this before but I will say it again, I think too often we offer a man an opportunity to put something on paper for a parole board to look at and he is not -- and that gets back to my OJT -- and he is not a bit more interested in laying bricks than he is flying an airplane and he knows his chances are slim to none of flying an airplane, but he signs up in our class, he does just enough to make passing grades, he really doesn't learn the trade that he has entered into because of not being required to do the OJT and he has a fistful of certificates that he can show the parole board that is very impressive and

they may make the mistake by saying this man has done great while he was in prison and he is going to be a great guy once he is released because he has had all this training while he has been incarcerated, he has learned all these different trades, they'll be no problem for him to get a job but in fact he hasn't learned any trade thorough enough to go out on the job and practice it and he didn't intend to do it to begin with because he refused or failed to do it while he was in prison. For instance I have a problem where we have a food service class here and I had -- it is very unusual for me to take a man from our food service class and work him in our kitchen, because he is not interested in cooking. He is interested in getting that degree to show the parole board but he is not interested in going back there and learn the practical and the OJT part of his education because he doesn't _____ bake any biscuits when he gets out on the street anyway. He is just doing it and _____ -- and if you required him to do that OJT, that would separate those folks that are just going to be going and to get something to show the parole board. It would separate those from the ones that really mean to practice their trade they've learned once they are released and develop themselves into a productive citizen. You wouldn't be spending all this money and all this time on folks who are just playing games with us. And we do have a large number _____ to get out there on the job and prove to the Department and to the Commonwealth that he really wants to be a good citizen and he wants to learn a trade thoroughly enough to where he can _____ once he gets out and that is what turns me on.

Appendix N

Categories of Problems Encountered in Providing Postsecondary Education to Incarcerated Persons As Identified by Respondents

Faculty and Staff problems were:

1. animosity and power struggles among instructional managers
2. college administrators exhibited varying degrees of interest in inmate education
3. inconsistency in job title and responsibilities of the college persons designated to coordinate prison educational program
4. inadequate number of personnel to coordinate educational and curriculum support activities
5. negative attitudes of citizens in the community regarding the college program for inmates
6. apprehension of college instructors about teaching in a correctional facility
7. faculty were not cooperative with security requirements of the correctional facility
8. full time faculty could not be used consistently by the community college
9. DCE staff was reticent about participating in the college program
10. outside faculty was given inadequate orientation by DCE faculty and administrators
11. animosity existed between prison security personnel and DCE teachers
12. DCE staff lacked assertiveness in handling problems in the school area
13. DCE staff impeded the development and implementation of new programs
14. DCE staff were not team players
15. warden intervention was necessary to be certain that institutional programs did not compete
16. institutional staff may not share warden commitment to educational programs
17. wardens sometimes reflected outdated thinking about prison management

Contract problems were:

1. remoteness of contract development to instructional managers
2. contracts more responsive to individual needs
3. lack of awareness of instructional managers of the existing memorandum of agreement and its contents
4. absence of state level support for college programs in

prisons

5. absence of a correctional systemwide approach to college education
6. decreasing authority of managers of correctional institutions to develop their own programs and establish their own goals
7. lack of evaluation and monitoring of the college program
8. authority on contract development may not occupy the same position in each correctional institution or college
9. volume of required routine paperwork would prevent the contract from being too detailed

Student problems were:

1. instructional managers were the source of more problems than were students
2. lack of academic and psychological preparation of new students in the college program
3. student academic assesment and presentation of developmental level courses were sometimes not completed before major courses were offered
4. student transfers to other institutions during a semester
5. transition from incarceration to parole

Instruction problems were:

1. instructional programs conflicted with correctional institution needs
2. school was used to avoid institutional work
3. possibility of student exploring subject matter was not available
4. courses were poorly planned with inadequate course descriptions
5. poor quality on-the-job training for vocational programs
6. courses were not selected by both college and DCE personnel

Curriculum Support problems were:

1. financial aid applications were not processed in an orderly fashion
2. no finances existed to pay for textbooks

Education as Rehabilitation problems were:

1. absence of organized educational programs spanning the prison system instead of hit or miss courses
2. student institutional transfers which interfere with completing a program of study
3. continued incarceration of students who have a trade or degree

Orientation and Training problem was:

1. absence of comprehensive college faculty and staff and prison personnel orientation program

Equipment and Supplies problems were:

1. lack of space and equipment for academic and vocational needs
2. planning for space not done in consultation with instructional managers

Release/Post Release problems were:

1. lack of planning for inmate release
2. absence of halfway houses for paroled inmates

Appendix O
Mail Survey

Responsibilities to be Included in Contracts

Instructions: This survey has a list of responsibilities which I presented to you as well as those additional ones which you gave me. The scale on the right is to be marked by you to show how you would rate these responsibilities for inclusion on a prison/college contract for higher education programs for inmates. 1-essential and 6-unnecessary. Your opinion will determine where you mark the scale for each responsibility. Please return the completed survey form in the enclosed envelope. Your assistance is appreciated.

Responsibilities

	Importance							
	Essential	1	2	3	4	5	6	Unnecessary
1. Choosing courses to be offered each term and choosing terms to offer courses.	1	2	3	4	5	6		
2. Including a consortium of colleges in providing instruction.	1	2	3	4	5	6		
3. Offering courses which are interest classes as well as those which lead to a degree.	1	2	3	4	5	6		
4. Offering college programs which give students an opportunity to develop skills which will enable them to rehabilitate themselves.	1	2	3	4	5	6		
5. Offering college programs which develop marketable and/or living skills.	1	2	3	4	5	6		
6. Equipping labs for science courses.	1	2	3	4	5	6		
7. Developing a college program mini-campus which provides housing and classroom space for full time college students.	1	2	3	4	5	6		
8. Insuring that the courses offered will lead to a degree.	1	2	3	4	5	6		
9. Identifying students with academic deficiencies and initiating remedial courses, developmental courses or tutorial services.	1	2	3	4	5	6		
10. Assessing student ability and willingness to complete a degree program.	1	2	3	4	5	6		
11. Assessing interest in and need for college programs.	1	2	3	4	5	6		

Responsibilities	Importance					
	Essential	2	3	4	5	Unnecessary
12. Recruiting students who meet basic admissions criteria and dismissing students who must be terminated from the college program.	1	2	3	4	5	6
13. Processing forms for students to withdraw from or add classes.	1	2	3	4	5	6
14. Assisting students in preparing financial aid applications and processing course registration.	1	2	3	4	5	6
15. Counseling students regarding costs of tuition, financial aid, course selection, degree plans, career and transfer counseling.	1	2	3	4	5	6
16. Notifying students who cannot register because of delinquent accounts, academic probation, and suspension.	1	2	3	4	5	6
17. Arranging prison clearance for college personnel.	1	2	3	4	5	6
18. Conducting orientation sessions for faculty and staff.	1	2	3	4	5	6
19. Notifying the prison of teacher selection and assignment.	1	2	3	4	5	6
20. Planning and delivering staff development and in-service training for staff.	1	2	3	4	5	6
21. Ensuring compliance with prison and college rules and policies.	1	2	3	4	5	6
22. Interviewing new instructors.	1	2	3	4	5	6
23. Maintaining course quality and faculty standards as well as a grading system the same as that found on the campus of the sponsoring college.	1	2	3	4	5	6

Responsibilities

	Importance		
	Essential		Unnecessary
24. Hiring a program coordinator and secretary.	1	2 3 4 5 6	
25. Providing maintenance, utilities and/or renovation of buildings or areas of buildings in which college classes meet.	1	2 3 4 5 6	
26. Determining standards and specifications for vocational education equipment for courses taught by the college.	1	2 3 4 5 6	
27. Replacing lost or damaged prison library books.	1	2 3 4 5 6	
28. Allowing college library books to be checked out for students.	1	2 3 4 5 6	
29. Maintaining, repairing, and returning college property.	1	2 3 4 5 6	
30. Supplying resource materials, i.e., books, journal articles, in addition to textbooks for course assignments.	1	2 3 4 5 6	
31. Providing supplies normally purchased by students themselves.	1	2 3 4 5 6	
32. Purchasing and distributing supplies normally given to students who are pursuing the same course, i.e., handouts.	1	2 3 4 5 6	
33. Providing teaching aids such as audio-visual equipment and computers.	1	2 3 4 5 6	
34. Processing textbook requests including purchase, distribution, buyback.	1	2 3 4 5 6	
35. Choosing texts.	1	2 3 4 5 6	

Responsibilities

	Importance					
	Essential	1	2	3	4	Unnecessary
						6
36. Maintaining a college oriented section in the prison library.	1	2	3	4	5	6
37. Monitoring the working relationship between the college and the prison.	1	2	3	4	5	6
38. Encouraging unions and the business community to provide support for higher education programs.	1	2	3	4	5	6
39. Scheduling classroom space.	1	2	3	4	5	6
40. Changing or terminating the existing college/prison contract.	1	2	3	4	5	6
41. Specifying minimum size class enrollment.	1	2	3	4	5	6
42. Transporting students to and from classes.	1	2	3	4	5	6
43. Guaranteeing students the opportunity to complete a college program begun elsewhere.	1	2	3	4	5	6
44. Maintaining copies of student transcripts, degree plans, grade reports and class attendance records.	1	2	3	4	5	6
45. Collecting payment for prevailing college tuition and fees not provided by financial aid grants.	1	2	3	4	5	6
46. Conducting research to determine whether all students should pursue a college transfer program.	1	2	3	4	5	6
47. Conducting research to determine whether students are pursuing viable vocational skills.	1	2	3	4	5	6
48. Explaining and enforcing rules, regulations, and policies of the institution of higher education to students.	1	2	3	4	5	6

Responsibilities	Importance					
	Essential				Unnecessary	
	1	2	3	4	5	6
49. Enrolling students in remedial/developmental courses to be completed prior to the students' admission to the college program.						
50. Establishing differential salary for college teachers who teach in the prison.	1	2	3	4	5	6
51. Supervising college instructors while teaching in the prison.	1	2	3	4	5	6
52. Assuring safety of college personnel and their possessions.	1	2	3	4	5	6
53. Establishing disciplinary and punishment procedures for personnel who violate safety rules.	1	2	3	4	5	6
54. Developing and enforcing a dress code for male and female college instructors.	1	2	3	4	5	6
55. Assuming liability for instructors, institutional employees, and resource persons who are associated with the college program.	1	2	3	4	5	6
56. Selecting instructors by including representatives from Department of Corrections, Department of Correctional Education and the college.	1	2	3	4	5	6
57. Notifying personnel from each institution of emergency situations which effect normal classroom routines.	1	2	3	4	5	6
58. Designing school buildings for vocational and academic programs by including suggestions by educators.	1	2	3	4	5	6

Responsibilities

	Importance					
	Essential 1	2	3	4	5	Unnecessary 6
59. Providing accurate college rosters on a daily basis.						
60. Defining the purpose of the college program.	1	2	3	4	5	6
61. Locating resources to pay for textbooks and supplies which are not covered by tuition grants.	1	2	3	4	5	6

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