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ABSTRACT

This paper contains two addresses on improving the quality of correctional education through vocational education research and resources. In the first part, Osa Coffey, Executive Director of the Correctional Education Association, speaks of the need for research and resources in vocational education for incarcerated persons. She states that the field today lacks clear direction and purpose, but is nevertheless ready for improvement and change. She outlines corrections today, the educational needs of inmates, the scope of current educational service delivery, the cost of corrections, the goal of correctional education, and research and resource needs in correctional education. She concludes that the services of researchers and the National Center for Research in Vocational Education are greatly needed to ensure that inmates receive the education they need to change their lives. In the second part of the paper, Dianne Carter, a corrections programs specialist at the U.S. Department of Education, presents a summary of some of those characteristics that she believes are common among good correctional education programs. She divides these characteristics into four categories: environmental characteristics, administrative leadership, instructional personnel, and instructional content and strategies. Before discussing these, she briefly describes the offender population. She concludes that partnerships between educational researchers and correctional facilities are needed to improve programs. (The paper includes a record of the question-and-answer session, criminal justice and correctional education statistics, prison population statistics, a policy statement on correctional education by the U.S. Department of Education, and references.) (KC)

# Improving Corrections Education: Two Perspectives for Voc Ed



Osa D. Coffey and
Dianne Carter

Occasional Paper No. 1 1

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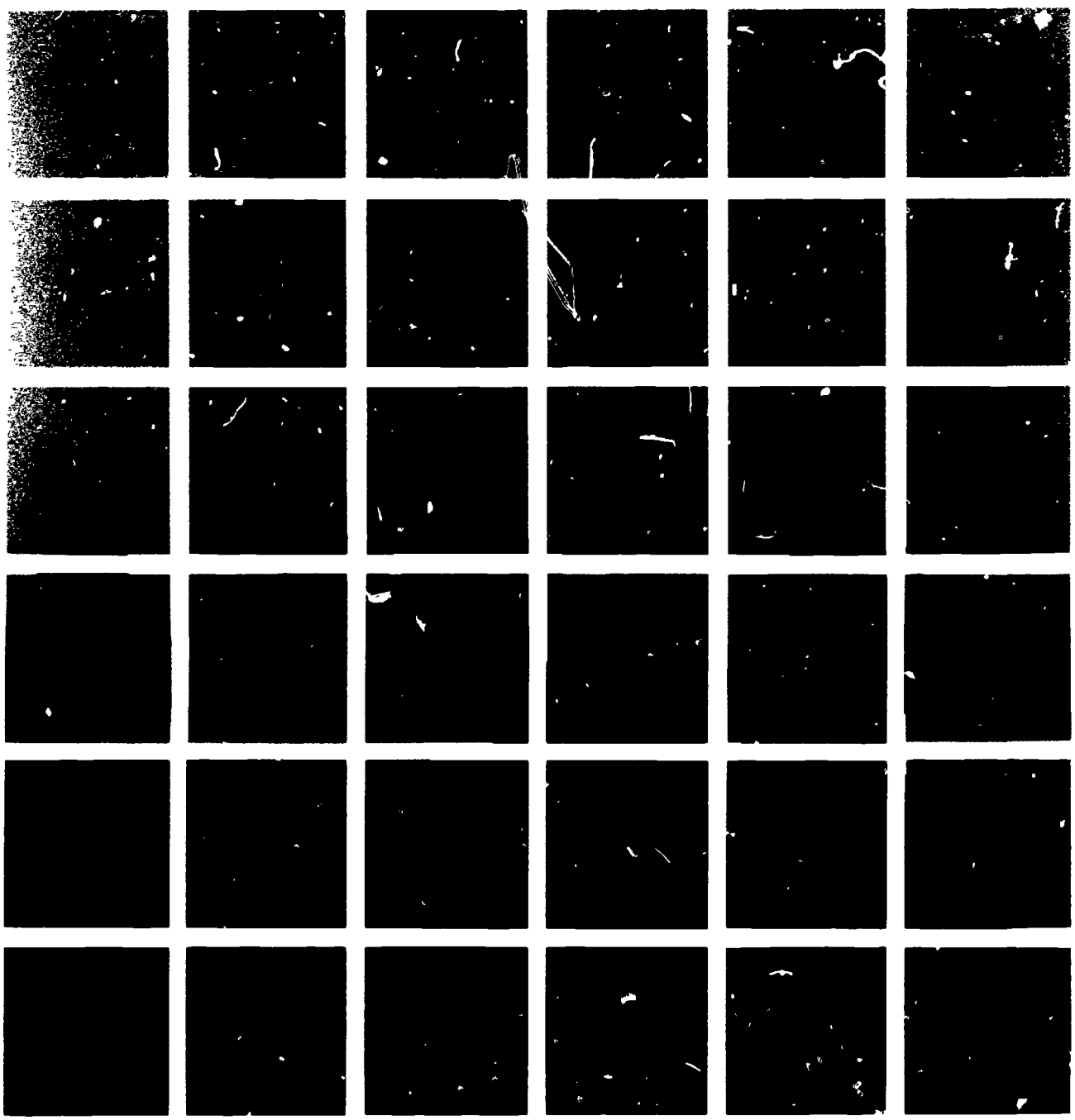

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Occasional Paper No. 111

# IMPROVING CORRECTIONS EDUCATION: TWO PERSPECTIVES FOR VOC ED

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1986

# FOREWORD

Crime has grown rapidly in the United States The 10 million arrests in 1980 were a 41 7 percent increase over 1970 With this increase in offenses comes a sharp rise in the prison population During the past decade, education for inmates has been improved and expanded as we recognized the importance of education as a means of fitting offenders for productive roles in society Enrollments have grown in basic and remedial elementary and secondary programs, in high school completion and post-high school technical education, and in college courses as well Vocational education is an important part of these offerings

Dr Osa Coffey was named as the first Executive Director of the Correctional Education Association in 1983 Prior to that she served as a Project Director for the corrections program of the U S Department of Education for 3 years She also held a variety of positions with the American Correctional Association, and was a teacher at the secondary level Dr Coffey has a extensive list of publications and consultancies in the corrections field, and is a member of many advisory boards, including the American Bar Association and the U S Departments of Education and Labor

Dr Dianne Carter has degrees in social studies education, counseling and guidance, and educational leadership She has worked as a school psychologist, as an English-as-a-second language (ESL) teacher, as a director of special education programs, and as a school principal before joining the U S Department of Education as a corrections programs specialist a year ago Her professional activities include numerous consultancies, presentations, and publications on such topics as rehabilitation for juvenile offenders, teacher competencies for correctional education, and adult prison systems

On behalf of The Ohio State University and the National Center for Research in Vocational Education, I am pleased to present this address by Dr Osa Coffey and Dr Dianne Carter titled *Improving Corrections Education Two Perspectives for Voc Ed*

Robert E Taylor
Executive Director
National Center for Research
in Vocational Education

# IMPROVED QUALITY OF CORRECTIONAL EDUCATION THROUGH VOCATIONAL EDUCATION RESEARCH AND RESOURCES

## PART I—OSA D. COFFEY

### Introduction

It is an honor and a pleasure to be invited to your 20th Anniversary Seminar Series I appreciate the opportunity to address this distinguished audience on the subject of correctional education and I am pleased that you have included this subject in your overall agenda The National Center has made many fine contributions to the field of correctional education which express both concern and commitment Your publications coupled with your training seminars have made sizable contributions to correctional education You have helped set standards for correctional education programs, evaluate our programs, and train many key staff Many times, you influenced policy and legislation by providing state of the art vocational education programs in corrections In short, you have helped correctional education come of age

Now is a particularly opportune time to develop new areas of research, to expand resource sharing and dissemination, and to make new and stronger alliances between the National Center and the field of correctional education Despite problems needs, and deficiencies, correctional education has indeed come of age and is finally being given national attention as never before Within the past 18 months, (1) former Secretary T H Bell signed a policy statement on correctional education and institutionalized a Correctional Education Program in the U S Department of Education, (2) Chief Justice Burger helped establish a task force on prison industry and education, and a Center for Innovation in Corrections at George Washington University in Washington, D C , (3) Senator Arlen Specter helped provide the National Institute of Corrections (NIC) with $4 million earmarked for correctional education and another $11 million to the District of Columbia Department of Corrections to develop a national correctional education demonstration program at the Lorton Prison Complex, (4) the American Correctional Association passed a National Policy for Correctional Education, and (5) most significantly, the Carl D Perkins Vocational Education Act was passed by Congress with a 1 percent (about $8 million) set-aside for the incarcerated as part of Title II to upgrade old programs and develop new and more timely ones

I mention these examples to demonstrate why I feel the field of corrections is ready for better vocational programming for inmates Although resources are still limited, new resources now exist, so some of our needs are more likely to be filled This is also a good time for the National Center to revitalize and accelerate its services to corrections and to forge closer partnerships with other organizations and agencies serving this highly specialized and needy population

I am particularly pleased with the topic you asked me to address "How can vocational education research and resources improve the quality of corrections education?" I believe great opportunity for research and resource development and dissemination exists to assist a field that is now pressured and lacking clear direction and purpose Nonetheless, this field is ready and receptive for improvement and change, particularly because of its leadership

## Corrections Today

In order to understand the problems as well as to develop realistic and implementable solutions one has to understand both the current conditions in America's prisons and the peculiar nature of the prison environment as it impacts on educational programming At all levels of institutional life—from security to health services, bed space, food, and educational services—the correctional system is not only influenced but ruled by the population crunch According to recent figures, on an average daily basis 701,557 adults and juveniles are crammed into our nation's state and federal adult prisons, local jails, and juvenile institutions During the past year the system was operating at 110 percent of capacity Neither funding nor new construction has kept up with the population increase, so virtually everything—except inmates and the time they serve—is in short supply

The causes for the overpopulation of our prisons and jails are not difficult to determine, the solutions, however, are Many factors have contributed to the increase, including current demographics (e g , the baby boom reaching the most crime-prone age, 18-25) and increased fear of crime creating a demand for stiffer, less flexible prison sentences

From the educator's viewpoint, the results of overpopulation are not hard to determine Classroom space is often usurped for dormitory space, monies become scarce for teaching staff, materials, and equipment, and educational programs compete for scarce funds with the dire needs for more security staff, security equipment, food, and beds

Corrections also lacks a unified sense of philosophy or mission I am sure you have heard of the conflict surrounding "rehabilitation " I will not take a side in the debate over the purpose of corrections Opinions on the purpose vary from whether it is to rehabilitate, habilitate, reintegrate, punish, execute vengeance, or incapacitate The apparent lack of purpose, however, affects the nature and support of institutional academic and vocational programs The lack of mission also affects teacher morale and influences inmate motivation for participation in such programs In the past, for example, inmates frequently were lured into programs in order to be able to show at parole hearings that they had made efforts to improve themselves Drawing inmates into the academic and vocational programs they so desperately need has become especially difficult in jurisdictions where parole has been abolished, where the earning of "good time" for program participation has been curtailed or removed, where prison industry and other work assignments pay more than school, and where there is an option to idle without any adverse effects on parole or release dates

In some extremes, the population crunch, the public's fear of crime and criminals, and the demand for incapacitation and punishment all have led to the closing of education programs in correctional institutions In at least two states, education programs were shut down only to be ordered by courts back into existence within a year or two By then, experienced staff, continuity, and many resources and equipment had been lost, and the start-up became hasty and unplanned In both cases, the court ordered the reinstallation of programs not so much because of a need for the inmates' postrelease success, but to combat idleness and the resulting increase in prison violence In other words, education programs were relegated to a kind of "occupational therapy," even "baby-sitting " In these situations, one is not surprised to find education staff morale low or to find it is difficult to hire good academic teachers and vocational instructors for correctional classrooms and shops

## Educational Needs of Inmates

Turning for a moment to the educational deficiencies of the typical inmate, the magnitude—as well as the tragedy—of the problem will become apparent. The typical male or female inmate, is poor, unskilled, undereducated, and unemployed or underemployed. Only 40 percent (as compared to 85 percent of the U.S. population as a whole) have completed high school. Most function on the fifth-grade level in reading and spelling and somewhat lower in math. Forty percent were reported unemployed at the time of arrest, an additional 12 percent had only part-time employment. The average inmate, in terms of annual income, operated at poverty level before being jailed. Estimates indicate that about 25 percent of the prison population suffers from some form of learning disability or other handicapping condition. One third has a record of severe alcohol abuse, and one-third has a record of drug abuse.

## Scope of Current Educational Service Delivery

How much programming is currently available to meet these needs? According to the most recent Bureau of the Census tally of state prisons, less than half of all adult state prisons have any vocational programs for inmates, with only 9 percent of the total male prison population and 14.6 percent of the female population enrolled in vocational programs. A 1984 national survey (C/SET) found states serving from 3 percent of their population to a high of 63 percent (or an average of 20 percent) with any form of academic or vocational programs. Only 1 percent of the handicapped population was found to have access to special education programming. (For further details, see appendix A.)

## Cost of Corrections

If education can help divert even a small number of offenders out of the criminal justice system, society will benefit because the system is so expensive. In 1979, for example, total justice expenditures in the United States were estimated at $29 billion, equal to what we spent on health services, one-fifth of what we spent on defense, and one-fourth of what we spent on education.

Incarceration is very costly. The annual cost of keeping an inmate confined is about $15,000, only 1 percent of that is spent on education. The average cost to construct a prison cell is $50,000. In 1983, corrections cost taxpayers more than $8 billion.

Crime also causes many individuals both personal and economic losses. In 1983, about one-third of all American households were victimized by either theft or violence.

Considering these figures, the cost of educating one inmate is minimal when compared to the savings incurred if an inmate could, as Chief Justice Burger recommends, "learn his way out of prison," out of crime, and into a job.

## The Goal of Correctional Education

As these figures indicate, a tremendous gap exists between inmates' educational needs and available programs, and this gap is a very costly one to society. My charge to you today, the research community, is to help close that gap and to help correctional education more effectively meet its goals.

As an educator, I look at the goals of correctional education in educational terms rather than criminal justice terms The goal of correctional education as I see it is to bring inmates up to beyond or as close to their potential as possible—up to a level we may call "functional competency " By that, I mean the ability of people to perform socially economically, and personally in their culture and location at a reasonable level of effectiveness

If you agree with this goal of correctional education, then you must also agree that a holistic and integrated approach is necessary in the education and training of the incarcerated Learning to read and do simple computations will not ensure functional competency nor will an isolated vocational program, life skills program, or drug program Together, however, they can and do work in individual cases The problem is that there are not enough programs, let alone good, integrated programs Furthermore, the field of correctional education suffers both in terms of quantity and quality from a lack of research—especially follow-up studies—to indicate scientifically to what degree inmate education programs do, or do not, succeed Here, I see the role of the research community in general—and the National Center for Research in Vocational Education in particular—as potentially serving a very meaningful, needed and productive role

Correctional education can use your expertise to fill the gap between the enormous needs of offenders and the scarcity of good programs We need your knowledge to fill the gap quantitatively as well as qualitatively, to help us plan and develop new programs, to upgrade old ones, to train and update staff, and to evaluate our efforts We need you to share more effectively your resources and information and to help us devise the means to disseminate this information in an economical and timely manner We need you to help us gather and package the data that are needed not only to measure our successes or failures but also to be used with credibility for planning policy, and legislation on local, state, and federal levels

I shall now discuss some of the areas and ways research and resource capacity could be applied to improve the quality of correctional education

## Research Needs in Correctional Education

Naturally, many of the research needs in corrections involving vocational education are not endemic to corrections However, they frequently acquire a different hue by the nature of the criminal justice context For example, like vocational educators in society at large, correctional educators need to plan and develop vocational programs with the occupational needs of the labor market in mind In corrections, though, one must also consider prison industry and institutional maintenance needs, the length of time before release or early parole, the security aspects of the vocational tools and equipment used, and legal barriers to employment in certain fields due to the offender status of the student

My discussion will focus primarily on research and resource needs of high priority to the field of corrections, emphasizing their application in a restrictive environment In general, the field needs applied research, problem-solving research, and policy-relevant research We rarely need statistical research (except in the follow-up area) or broad, general needs assessments, which all too frequently have turned into complaints We do need sound, scientific research that can be scrutinized by the academic community and the correctional practitioner Ordinarily, one would not have to point this out, unfortunately, the field of correctional education has suffered not only from too little research but from bad research The famous (or infamous, depending on your viewpoint) Martinson study of correctional treatment programs that led to the somewhat misquoted conclusions that "nothing works," sifted through a number of research reports in the education-training area However, only nine could actually be considered as scientifically valid, and the rest were flawed and virtually meaningless

What then are some of our specific needs? First we need studies that will answer some crucial questions such as the following

- What kinds of vocational programs work best with what kind of inmates?
- What kind of delivery modes are most effective with different kinds of inmate students (taking into consideration learning modes interest motivation aptitude intelligence even security level)?
- What components in conjunction with vocational training contribute to successful completion as well as postrelease success? For example does a holistic approach—including life skills academic skills counseling on the job training—provide better results than skills training alone?
- Which contributes more toward post-release success the teaching of specific skills or those with high transfer potential?
- What is the most advantageous timing and sequencing of programming relative to parole/release dates?
- What tests are most accurate in predicting program and post-program success? How can these be normed and utilized with correctional students?

These questions are focused on the client and all involve the concept of "success." Given the correctional context, "success" would mean not only to obtain and keep a job, adequate earnings for self-sufficiency, upward mobility, quality of life type of measures, but also to stay out of crime

To determine success, then, we do need longitudinal follow-up studies based on rigorous research methodologies As executive director of the Correction Education Association, I did a fair amount of lobbying or, as I prefer to say, information sharing I found that every legislator wants to know if correctional education reduces recidivism Some research exists which show that recidivism was reduced as a result of a certain educational intervention However, as a researcher I know that most of these were sloppy, downright embarrassing *as research* So I kept praying that members of Congress would never ask for the full study

We do need better research We need to reshape vocational programs and program clusterings for greater effectiveness and for political purposes We have not yet adequately proved that vocational programs do indeed reduce recidivism At the same time, no evidence exists to prove that they do not Even though I believe it is unfair to measure the success of correctional education in terms of recidivism (since we do not apply this measure to the public schools or universities), I believe political reality makes the funding of correctional education—on local state, and federal levels—directly related to the evidence produced about reduction in recidivism and cost savings to society

For that reason, we also need studies dealing with program success In comparing released offenders who have completed vocational programming with a control group who have not, what is the long-term economic impact? The answer could have great influence not only on program funding but on correctional philosophy as well I once saw a bumpersticker that read, "Punish a criminal, make him a taxpayer." I am looking for research that would assist correctional educators in producing not only more such taxpayers, but more in higher tax brackets

The type of research study discussed so far focuses on client success but also has implications in terms of accountability, program planning and development, and potential funding We need research that is system oriented and that would assist correctional agencies in using service resources most efficiently and deliver educational services most effectively At one end of the spectrum, this involves the organizational structure for correctional education

Currently, eight states have mandated correctional school districts that function as local education agencies Some states have correctional education administered by their state department of education, most have their institutional education programs delivered by the state department of corrections Under all of these main structures, there are great variations Although many states have contracted out some of their education programs to public or private agencies for quite some time, currently some states are, or are about to, contract out their entire correctional education program We need to know the advantages and disadvantages of these various administrative and contractual modes, their effect on costs, program quantity and quality, completion rates, and post-release success, on staff and on correctional systems We need to know the variables that determine which type of system is most effective under what circumstances before we conclude that every state should develop a correctional school district

## Resource Needs in Correctional Education

In addition to improved and expanded research, using existing resources more effectively could improve correctional education widely The National Center has resources that are currently either not known in corrections or not requested for various reasons I believe resources that are most useful include information products and technical assistance in program planning and development, problem solving, and staff training

Corrections is isolated from the mainstream of society, the academic community, and the resources that could be of assistance Therefore, corrections has often duplicated past efforts—and often poorly—or looked for ideas and assistance from other corrections programs To eliminate this, deliberate outreach efforts are needed on both sides

### Electronic Network

An electronic network for information sharing and retrieval would be an excellent first step to break through the isolation under which many correctional educators labor Whether this could be best accomplished by strengthening the correctional components of existing electronic networks such as Special Net or ADVOCNET or by creating a CE Net is an open question Regardless, we need fingertip access to information such as federal funding sources, statistics, and where to find resources, available materials, curriculum models, technical assistance, and delivery systems Correctional educators also need to communicate among themselves and across state lines, to share experiences and ways of solving common problems For example, such a network would make it possible to send out a message such as "We are searching for a competency-based curriculum in pet grooming for our women's prison Please contact us if you have or know of one" Such a network would permit a reply the same working day

**ERIC for Correctional Education**

Correctional educators also need an ERIC system for correctional education research and other reports Currently, we are served partially by your ERIC for vocational education and by the Council for Exceptional Children's (CEC) ERIC component Without our own we are faced frequently with gaps in available materials specific to correctional education

**Developing Programs for Special Correctional Populations**

Currently, our prisons have special populations who, for no fault of their own, go largely unserved or underserved in terms of meaningful education programs One of the most neglected is the handicapped, those suffering from either physical or mental handicaps Although no doubt exists as to eligibility of the under-21 prison population for services under P L 94-142, many handicapped youngsters in corrections still go unserved The eligibility of adult handicapped offenders in terms of the Rehabilitation Act is not as clear As a result special education programs for adult inmates are almost nonexistent Correctional educators need assistance in developing meaningful separate or transition programs for all handicapped populations

Women offenders, who constitute a sizable number although they represent only 4-6 percent of overall state inmate populations, have traditionally been neglected in the program area The reason for this neglect is easy to determine low numbers create higher program costs, traditional thinking limits women inmates to such choices as cosmetology and business education, and women probably also experience a great deal of prejudice Until recently, an average of 2 vocational programs for each women's correctional facility existed versus 10 programs for each men's correctional facility

Recent class action suits in several states charging discrimination in programming for women inmates have started to correct this inequity So far, women have won all of these suits A court order, however, is not the end of the problem Corrections currently needs assistance in creating nontraditional vocational programs for women offenders as well as specialized programs to meet their overall needs The typical woman offender is a single mother with two children, usually with a record of drug or alcohol abuse She needs a total program, one that includes developing skills leading to employment at a livable wage and counseling on parenting, health, personal-interpersonal skills, drug/alcohol use, and usually child abuse and battering

Some fine programs for women offenders do exist, especially in the federal system, which offers several full apprenticeship programs for women in nontraditional areas However, more technical assistance is needed for state systems to enable them to meet the needs of their incarcerated women—equitably, and without incurring costly litigation and federal court orders

Another subpopulation largely ignored in corrections education programs is the segregated, highest security level population Whether in protective custody or punitive segregation, these individuals by law are frequently confined to their single cells for 23 hours a day, with little or nothing to do besides watching TV An occasional correspondence course or a teacher/volunteer tutoring through the "bars" is sometimes available This subgroup's neglect is now being challenged by the courts Several states are now under court order to provide programs for the segregated, in some instances even to those on death row

The problem, however, is that few prison staff seem to know how to provide programs beyond ABE/GED tutoring We need to know what is feasible in academic and vocational programs taking

into account the limitations of segregation, space, security (especially in terms of tools and equipment), and cost. Some experiments have been made by using videotapes, close-circuit TV and computers to suggest that modern technology and delivery modes hold great promise. Still, this area is virtually untouched in terms of vocational education.

The U.S. jail population presents another challenge in terms of educational programming with its high turnover rate, limited space, and relatively short individual incarceration times. For this population, open-entry/open-exit and short modular course design becomes an absolute necessity. What kinds of vocational skills can be taught in this fashion, and what is required in terms of space, equipment, tools, staff, and cost?

One advantage of jails, as opposed to prisons, is they are usually located in the community, so community resources are more readily accessible. Furthermore, many jail inmates are eventually released, not sentenced. For them, linkages into community-based programs are desirable. Although some good jail programs exist, in general, jails are neglected as far as education is concerned.

**Staff Training**

Staff training is another area in need of your help. Frequently, correctional instructors enter corrections from the public school system and are given no specialized training for their new role. They are often used to teaching children, not adults, and have used group, not individualized, instruction. They have many needs for inservice training, but because of travel restraints, have few opportunities. These professionals need specific subject-matter seminars and new delivery mechanisms to bring the training to their work sites. With modern technology, the possibility exists, however, to date, little has been utilized.

What are their specific subject needs? I will list a few obvious ones: effectively providing individualized instruction, using competency-based materials, preparing individual learning plans, learning about and employing new materials, equipment, and resources, learning to use computers, learning new motivational skills, integrating effective learning with vocational and academic programs, reaching "employability" in a confined environment, integrating academic with vocational programs, and integrating these with on-the-job training and prison industry.

Administrators of correctional education also need training. A few areas in which administrators could be trained include long-range planning, space utilization, selection of programs with maximum flexibility to meet changing labor market needs, cost factors involved in different delivery systems, interagency agreements, contracting, and grant writing.

**Conclusion**

The education and training needs of the incarcerated are enormous, but so are the needs of the educators currently serving this population. The assistance of the National Center and the research community at large is much needed. However, the solution to many of the problems I have outlined cannot be found in any one sector of society. To fill the devastating gap between needs and services, we must develop new partnerships and embark on joint ventures. Correctional practitioners, academic institutions, professional associations, research organizations, and the corporate world—each can bring to these problems partial solutions at best. Together, we could make greater progress, meet more needs, and solve some major problems.

In conclusion I challenge the National Center to initiate the development of creative partnerships and to reemphasize service to the field of corrections

Ninety-five percent of all inmates are eventually released Among 700 000 plus men, women and children who today are in prison, some 666 000 will be released and will need skills to function in society How many of these are adequately prepared today? I am afraid to guess We must and can do better

In 1924, Thomas Mott Osborne, one of the great prison reformers of his day, wrote "Not until we think of our prisons as educational institutions shall we come within sight of a successful system " Sixty years later, little has changed Chief Justice Burger therefore still raises the question today "Are we going to build more 'human warehouses' or should we change our thinking and create institutions that are training schools and factories with fences?"

Together we can accept the challenge and ensure that the opportunities for positive change—for individuals as well as institutions and systems—become substantially increased during the next several years The National Center for Research in Vocational Education, with 20 years of experience and distinguished service, with its accumulated resources and knowledge, is uniquely qualified to lead in the process of such change

## PART II—DIANNE CARTER

### Introduction

I would like to begin by thanking the National Center for Research in Vocational Education for the opportunity to present my perspective on improving the quality of corrections education, and to thank you for your interest in participating Although this seminar series is sponsored by a research agency with primary interest in vocational education, I will not be limiting my comments to research or vocational education Unfortunately, the field I represent, correctional education, has had little research conducted on its programs and strategies that could serve in providing validation of successes or recommendations for future actions And, too frequently, the vocational education programs are limited in access, out-of-date, poorly equipped, and unrelated to the world of work outside the institution

In addition, many institutions are not complying with Occupational Safety and Health Act standards and do not have the necessary equipment Many use surplus, outdated materials, and yet these programs are labeled vocational education programs for inmates

Both of the endeavors, research and vocational education, need to be addressed in correctional settings However, today I want to discuss with you the common characteristics that I believe are evident in exemplary correctional education programs and that lead to the improvement in the quality of correctional education

My perspective is based on experience as an educator, psychologist, and an administrator of both correctional and public educational programs My previous experience as a correctional administrator and my current assignment as an education program specialist with the Corrections Education Program, U S Department of Education, has afforded me the opportunity to visit and analyze many correctional programs, both juvenile and adult From this experience, I will share with you my perception of the common elements to be found in good programs

One of the most frequent inquiries I receive is Who has an exemplary program that I can review? Merely looking at other programs may not necessarily improve the quality of those programs or guarantee a successful program if replicated I believe that good programs have some common elements and that we must analyze our current programs for those elements essential to all good programs

Having said that, my approach today will be to present a summary of some of those characteristics I believe are common among good correctional education programs I have divided these characteristics into four categories

- Environmental characteristics
- Administrative leadership

- Instructional personnel
- Instructional content and strategies

I must caution that these categories are not discreet, not inclusive, and unfortunately, not new.

## Offender Characteristics

However, before proceeding into that discussion I believe that we must share a common awareness about the offender population. We must know who they are, where they are, and what their education has been. Answers to these and several other questions are essential to an understanding of their educational needs.

According to the *Report to the Nation on Crime and Justice: The Data* (U.S. Department of Justice 1983), 2.4 million persons are under correctional supervision or confinement. More than 600,000 of these persons are confined to jail, detention, or juvenile and adult correctional facilities. In the adult correctional system, more than 60 percent of all inmates have not completed high school and 6 percent have had no formal education. Compared to the general population, the inmate population drops out of high school at a rate three times greater than their nonincarcerated peers.

The statistics seem to suggest a positive relationship between low educational attainment and higher probability of life style leading toward incarceration. Similarly, it has been found that as inmates evidenced higher educational levels, they were identified in lesser frequency among the inmate population. Forty percent of the inmates were also unemployed at the time of arrest. Of the 60 percent who were employed, 12 percent were working on a part-time basis. The average adult inmate was economically at the poverty level before being incarcerated.

Among the juvenile population, approximately 40 percent are estimated to be eligible for special education under the predominate categories of mildly mentally retarded, learning disabled, and emotionally disturbed. And, on the average, they function 4 years below grade-level expectations in language arts and 5 years below in mathematics. These deficits are compounded by unrealistic vocational expectations, poor working skills, and immature interpersonal and social skills.

At the Corrections Education Forum held in October 1984, hosted by the U.S. Department of Education, participants were asked to identify offender population characteristics. In addition to the descriptions already cited, they identified inmates as unmotivated, fearful of education, evidencing poor self-esteem, lacking life skills, substance abusers, alienated, and indifferent to society's values. This population is predominately male, disproportionately of minority status, and heavily located in the southern regions of the United States.

In summary, many offenders could be described as evidencing chronic and significant educational failures that contribute to unemployment problems, school dropout, and a life-style that may make them more vulnerable for involvement in criminal activity. I am not suggesting that unemployment or school failure leads directly to a life of crime, but I believe the statistics indicate these individuals are at greater risk.

I hope this brief description of the offender population will enable you to have a clearer vision of the implications for a correctional education program and an expectation for the unique skills

required of the professionals working in this environment I deeply admire and respect the thousands of professionals who have committed themselves to helping offenders They work in stressful environments with limited materials and often poor facilities Yet, they continue to devote themselves creatively to their mission Some of the best education I have seen has been under these conditions

I now would like to share with you some characteristics common among good correctional education programs As I indicated earlier I have organized these into four categories and I shall begin first with environmental characteristics

**Environmental Characteristics**

It has been my experience that a successful educational program within a correctional setting requires the commitment, involvement, and support of members within that community, including educational and correctional staff, administration, and offenders Unfortunately, traditional conflicts are frequently evidenced among correctional security, educational programs, industries, and treatment programs All of these programs are potentially competing against each other for their own interests, and frequently for their financial resources As such, institutional programs frequently find themselves divided among these functions and hostile toward each other The balance and emphasis varies somewhat in different settings However, these separate correctional components frequently view their goals and methods as different, and as a result, they rarely share in joint efforts in dealing with the offenders The offender placed in this kind of territorial environment not only learns to manipulate the sides against each other, but loses the opportunity for an integrated program

Corrections is frequently blamed for failing in its responsibilities In situations such as I have just described, I believe we must accept a portion of the blame for the results of a fragmented program

However, it would be erroneous for corrections to assume responsibility for the failure of offenders based on the often brief opportunity for intervention, especially when society has had years to intervene and has failed Furthermore, the mission communicated to corrections from society is also mixed The current trend is toward retribution punishment, and public safety through removal of the offender from society None of these trends address a change in behavior of the offender, therefore, the results shouldn't be surprising

Having faced these issues, we must ask ourselves the question, "What can we do?" I suggest to you that in addressing our environment, we should embrace and utilize the tenets of organizational development and change We must employ in our correctional settings those strategies that research and application have shown to be effective We must not hide behind our veil of uniqueness, but we must learn, modify, and utilize those techniques that will allow us to work toward a common goal In essence, we may have to modify the traditional culture within the correctional environment

The initial step that is critical for correctional settings, as organizations, and for the inmates, as clients, is a thorough assessment We must be aware of the diversity and depth of the inmates' educational needs in order to develop an appropriate program This is not a one-time activity, but a continuous process The educational program should be designed to fit the needs of the population All too frequently students are squeezed into existing programs because that is what is available

Looking at the broader picture of how the educational program fits into the institutional structure, the system must also be assessed The individual components within the correctional system are interdependent upon each other and any activity or problem in one component has the potential of impacting the s Therefore, the goals and problems of each component cannot be established or resolved separately In this environment, the performance of the whole is not the sum of the individual programs, but is a consequence of the relationship of the performance among the individual correctional components

The relationship among the correctional components can only be developed through cooperation, communication, coordination, respect, and recognition of the needs and integrity of each part Models that encourage the concepts of participatory management or "quality circles" allow the working groups input into the system and result in greater programmatic understanding, coordination, mutual support, and investment in the organization's goals and strategies These goals should be clearly articulated with distinct activities leading toward their attainment The goals should serve as the standard against which individual group efforts are measured Each component within the institution should have a role in supporting the other parts to achieve the goals Examples of this coordination might include the school psychologist and the classification team working together to get more complete information on inmates and to improve placement decisions or involvement of the institutional social workers in team teaching efforts addressing interpersonal or life skills development Other coordinated efforts might include developing vocational training programs to address skills needed in prison industries or utilizing institutional maintenance staff as career awareness resource persons Similarly, recreational staff and physical education teachers could assist each other in mutual endeavors

I recently had the opportunity to review the criminal justice systems in England, France, and Germany Their cooperative efforts, similar to those I have just described, produced some interesting results In England, I visited the maximum security facility, Wormwood Scrubs, and observed their high security wing I noted very little tension in the environment, free movement of prisoners, and a very amicable relationship between officers and inmates I recognize that our nation and England have cultural differences that could be partially attributed to this lack of tension But, I feel confident that there were also some other contributing factors, and I believe we could benefit from knowledge of these factors

In analyzing the situation with the staff, I learned that the correctional officer's role differed somewhat from that of ours Although the prison system in England has its own social work officers, the correctional officers perform part of this function in an intended integration of roles Each officer has responsibility for determining the needs of several prisoners and for making recommendations for action Consequently, the potential adversarial relationship diminishes, the officer views the human side of the inmate and the inmate perceives the officers as helpful The officer's integration of functions assists other components in the system through identification and referral and also results in reduced conflict on the cell block

I also would like to emphasize the critical role of inmate input in the system Recognizing that there are some nonnegotiables within the correctional environment, we must also concede that there are areas where inmates can and should be encouraged to participate They need to learn responsibility within this community and to assume a role that provides them with a sense of ownership and investment in the system As correctional personnel, we must not establish a structure that further disables the inmate and promotes defiance or dependence Instead, we should strive to establish an environment in which inmates take an active role in promoting the good of the community as well as their own personal development

**Administrative Leadership**

Educational leadership and the significance of the impact of a strong educational administrator have been the subject of numerous studies in the last few years. Of particular note are two studies:

- National Association of Secondary School Principals. *Effective Schools, Effective Principals*. 1981.
- U.S. Department of Health, Education and Welfare. National Institute of Education. *Violent Schools-Safe Schools*. Washington, DC: Government Printing Office, 1977.

Both of these studies strongly identify the importance of educational administrators and their impact on the total educational program. This leadership role is paramount in good school management (especially management of student behavior), disciplinary issues, and curriculum innovation.

Caroline Gillian (1980), in a major conclusion of her study, reported that strong effective governance can help greatly in reducing school crime and misbehavior. Lewis Ciminillo (1980) suggests that the principal must assume many roles, including "sociologist, part security technologist, part human relations expert, and part curriculum innovator." The principal or educational administrator needs to be open to participatory management and to make use of the talents of all persons directly or indirectly involved with students.

I am aware that there may be differing perceptions on the characteristics of effective educational administrators. However, I will describe those characteristics that I believe are found among effective correctional education administrators. One of the most important features is that they can clearly state the goals of their educational program and they have a plan that demonstrates how they will attain the goals. These goals and plans would be developed jointly with the staff and each person would know his or her role in that plan. These administrators continually assess their environment and develop plans to address the needs of both staff and students. These administrators recognize the needs of their staff as equally important as those of the inmates and promote their development as well.

I have been impressed by those programs in which the administrator has put a priority on staff training and development and has invested time and money in these endeavors. These programs have been enhanced by the increased knowledge, skills, and motivation of the educators.

In addition, these administrators are active professionally and continue to look outside their system and toward visions of the future. They promote the best for today and are prepared for the needs of tomorrow. These leaders work from a firm theoretical basis, are organized, and use their time wisely. These energetic and dynamic administrators are actively involved with their staff and students. They enjoy their work and the staff and students are aware of this.

Most correctional educators did not establish their career goal of work in corrections at an early age or even in their young adulthood. Most began in education and then were introduced to correctional education. The best administrators quickly became committed to the vocation and now are strong advocates for correctional education. They have sought specialized training in the field and are proactive public relations experts with regard to their programs.

These educators provide both structure and sensitivity within their programs. They are optimistic, self-confident, flexible, and willing to promote change.

**Instructional Personnel**

Many of the characteristics I described for effective administrators are also common to effective teachers in corrections They are organized, committed to their students, and like their job These teachers are acutely aware of their students deficits and strengths and are sensitive to their students' feelings of prior failures They design their classes and instruction to motivate students and ensure their success These teachers are realistic about what they can accomplish in the brief time they may have the student and are also aware of the probability that this may be the student's last educational experience

Effective teachers frequently ask themselves what I would teach this student if he or she only had six more months of educational opportunity I believe that the best teachers can quickly sort essential from nonessential learning

Effective correctional teachers are also creative and knowledgeable about content and instructional strategies They are scientific in their approach to teaching Many of these teachers are also skilled in their counseling strategies and demonstrate patience, tolerance, and self-confidence They care for and respect their students They willingly help other teachers in curriculum development and in sharing of materials These teachers also model their value of education through their own continued education and professional development

Many of these teachers have studied and are knowledgeable about the criminal justice system They are also aware of the multicultural educational problems of their students The teachers that I have described are a rare and valued commodity in the correctional education profession

We need more teachers and administrators like the ones described There are currently 23 states expanding their prison programs Exceptional educators will be needed for them However, the correctional education field is already experiencing difficulties in obtaining the needed staff Many programs are without the special education or vocational staff they need Incentives are needed to attract and keep good staff, and more programs are necessary to prepare educators to work in correctional settings Currently, there are few programs designed to do this task and many correctional education programs provide little or no orientation prior to entry Can you imagine the possible fears or misconceptions of new educators as they walk through the fenced walls with razor ribbon, pass scanners, numerous clanging doors, video cameras, and observation towers, and enter a classroom of prisoners?

I believe that the most effective correctional education programs have addressed these issues by recruiting trained correctional educators and by providing intensive orientation programs and ongoing inservice for the staff

Up to this point, I have discussed the critical elements in the environment that need to be addressed in the process of program development and the professional qualities of the staff who deliver the program Now, I would like to turn attention to the program content and instructional strategies

**Instructional Content and Strategies**

I have already discussed the significant proportion of the offender population who has had little education or who has experienced multiple failures in the traditional education programs Similarly our nation is currently experiencing a dropout rate of greater than 20 percent from high

schools This situation is further aggravated by the increased focus on higher credit requirements for graduation If the current dropout rate is already high, what can be expected under these new circumstances?

Because of this trend, continuation high schools are becoming popular in many parts of the country I believe that the problems of students adjusting to school are, in part problems with education as well as individual learner problems In many instances I believe that we are not looking at just individual failures but instead at systematic failures

Public education, as well as correctional education, needs to address both the instructional content of educational programs and the instructional strategies employed to teach the student Content must be relevant and meaningful in the eyes of the learner and the instructional strategies utilized should ensure the learners' success

**Instructional Content**

The educational program should reflect the needs of the population it serves It needs to be relevant Too many students "serve time" in our educational institutions before being incarcerated Too frequently, the curriculum isn't meaningful, students do not feel involved in the educational process, and they are perceived as failures by their teachers

I would like to share with you a short piece written by an anonymous teacher that I believe underscores the concerns for educational relevance

> I have taught in high school for ten years During that time I have given assignments to among others, a murderer, an evangelist, a pugilist, a thief and an imbecile The murderer was a quiet boy who sat on the front seat and regarded me with pale blue eyes The evangelist, easily the most popular boy in the school, had the lead in the junior play The pugilist lounged by the window and let loose at intervals a raucous laugh that startled even the geraniums The thief was a gay-hearted lothario with a song on his lips, the imbecile, a soft-eyed little animal seeking the shadows The murderer awaits death in the state penitentiary The evangelist has lain a year now in the village church yard The pugilist lost an eye in a brawl in Hong Kong The thief, by standing on tiptoe, can see the windows of my room from the county jail And a once gentle-eyed moron beats his head against the padded wall in the state asylum All these pupils once sat in my room and looked at me gravely across the brown desk I must have been a great help to these pupils, I taught them the rhyming scheme of an Elizabethan sonnet and how to diagram a complex sentence

Curriculum must be relevant We need to be realistic about the futures of our students and prepare them accordingly Many offenders evidence poor academic skills, and a significant number are illiterate Even more tragic, many of these offenders lack basic living skills They do not know how to access services in their communities, how to relate to each other, or where to go for help These students need a specialized education program, not "warmed over" public education These students need a basic skills program, but one that has a focus on basic life skills Arithmetic and language arts should be taught within a framework that has meaning for the students Few of these students will write a great novel, but they will all need to read and fill out various applications, count money, and use measurements There is a great need to integrate our academics with the practical arts

Many of these students also need training to help develop interpersonal and social skills Inappropriate and negative behavioral styles significantly impact the offender in almost every setting However, in the last few years, prison programs have begun to address this area directly through education Before, it was assumed the offender would "pick up" these appropriate behaviors or should be referred for counseling Some of the most effective programs I have seen have significantly modified their curriculum to address these basic concerns If offenders need education in controlling their temper or staying out of trouble, then a curriculum should be developed and classroom time provided for instruction Similarly, if we want prisoners to leave prison exhibiting prosocial behaviors and values, then we must directly address their development These skills are as critical as basic academic skills and should be emphasized

In the area of vocational education, the offender needs to be assessed and should be exposed to career counseling and exploration It has been my experience that most offenders are very unrealistic with regard to their career aspirations Many have no concept about the training required for a certain job or how to obtain it The vocational program, as well as others, needs to employ a hands-on practical approach Vocational programs are greatly enhanced when they are tied to a job assignment that utilizes the newly learned skills For example prison industries and vocational training programs would both benefit from greater integration and coordination

Correctional education programs need these unique curricula to address the skill deficits of the population Furthermore, the educational program must include the broad spectrum of educational offerings from literacy training to postsecondary education for short-term and long-term offenders We need to be creative in program development and delivery

**Instructional Strategies**

Although correctional education programs may be unique in content and in the use of some instructional strategies, they, like other programs, should utilize the best of what of research suggests in the educational process Instructional methodologies such as those proposed by Dr Madeline Hunter (1974), should be found in correctional education programs Dr Hunter's Instructional Theory into Practice (ITIP) model provides an excellent guide for delivery of educational services Let me share some of the concepts from ITIP In this methodology teachers use task analysis strategies They carefully analyze what they want their students to learn and break the desired learning into a sequence, set goals, and identify the strategies to achieve the learner goals Ongoing consideration is given to the students' motivation, progress and adjustment of the instructional program based on the performance data provided by the student Each instructional sequence begins with stated objectives and teacher comments that give the content meaning for the student And each lesson terminates with a review of what has been learned and where the student will proceed to next The total instructional process is interactive and involves opportunities for practice Student performance is reinforced in a manner so that the learner knows specifically what was done correctly As a result, the probability of repeated success is increased All of these elements are essential to any good educational program, but are especially critical for correctional education where the learners are alienated and potentially hostile toward education

Correctional education needs to be particularly sensitive to programs that can function with a high turnover and accommodate open-entry and open-exit Competency-based programs allow for minimal disruption when institutional transfers occur Inmates should also be encouraged to give input into the program, this encouragement may increase their investment in their education Similarly, inmates need opportunities to contribute and make decisions Since positive involvement and good decisions are some of the behaviors we want offenders to develop, we must provide opportunities to exercise and practice these behaviors To the extent that we utilize strategies that build

a "community" with responsible participation we may help contribute to the development of the offenders. Similarly, peer tutoring and negotiated learning contracts are strategies whereby offenders can actively guide their own learning experience.

Correctional education must employ the best recognized teaching strategies and adopt those that are unique for the setting. But, above all, correctional education must have educators who believe their students can learn and who are committed to that task.

## Conclusion

Although I have addressed the characteristics essential for a good correctional education program, I believe that what I have talked about today has significant implications for all educational environments. Because what we are talking about are those essential elements to any good educational program: (1) strong educational leadership, (2) an environment conducive to learning, (3) clearly articulated goals and strategies, (4) appropriately trained staff, and (5) an educational program with instructional content and strategies designed specifically for the intended population.

In many respects, our nation's correctional institutions allow educators to be most creative in developing programs. The public and the criminal justice system want the offender population to change their behaviors, and as a result, new and innovative programs that display promise can be nurtured. These same programs might not evolve in the public sector due to competition over the available time in the school day and the back-to-basics trend. However, a correctional education program that views its mission as greater than that of strictly Adult Basic Education or vocational skills training, or for that matter of any traditional education program, may focus on educational issues of social concern.

In my experience as a psychologist and a supervisor of counseling and guidance programs in public schools, I was amazed by those parents who wanted their children to make good decisions and to grow up to be responsible adults and yet who opposed time spent on development of decision-making curriculums and the use of school time allocated for such instruction. Unfortunately, many public school programs only disseminate information on the process of decision making, and do not allow the learner to practice these skills through some involvement in the education process. How many of us today would be literate in oral and written communication and arithmetic if we hadn't spent a considerable time devoted to the subjects and practicing the skills? From where did the concept of apprenticeship evolve? The point I am trying to make is that we need to allow our educational programs to reflect what we are actually trying to accomplish.

In many cases correctional education programs have a greater opportunity to address this. I believe correctional education programs also have some valuable strategies and curriculums to offer educational programs outside of our prisons and jails. Although corrections education has certainly benefited from noninstitutional education programs, some partnerships need to be established to reduce correctional education's isolation and to promote sharing of educational expertise. After all, 95 percent of the prisoners will be returning to communities at some time. As such, we need to examine closely what's working well in each of our systems and share that information.

Improving the quality of correctional education is our mission. Please join us in our efforts through your support and partnerships. As correctional educators, we invite you to join us, to visit our programs. Make a contact with a local, state, or federal facility near you. We would welcome and value your participation.

## QUESTIONS AND ANSWERS

Osa D. Coffey and Dianne Carter

**Question:** Is there conflict between prison industry and organized labor? Some say organized labor is against prison industry because inmates do work in prisons that unemployed laborers could do in private industry. How great a problem is this, and what can be done or should be done to resolve it?

(Coffey)

This controversy about prison industry will probably continue to attract attention. On the one hand, society wants inmates to make products that will help pay for the cost of incarceration. On the other hand, legal barriers prohibit selling prison goods across state lines or restrict prison goods for state use only. This creates a "Catch-22" situation. The labor unions resent prisons for paying as little as $ 20 per day for a job that pays $6.50 in the community. That's where the money problem is. During Chief Justice Burger's Task Force on Prison Industries 1984 Conference at Wingspread, Wisconsin, the AFL-CIO seemed more willing to talk than before, but they were not conceding on some issues. Basically, they would like prison industry to pay the same salary as a similar outside industry. I believe this is impossible. Even with $ 20 per day, most prisons lose rather than make money from their industry. Few prison industries can compete with other industries, even paying that low a salary. I do not foresee a solution, but I hope that Chief Justice Burger will continue to encourage the dialogue.

(Carter)

I believe you're accurate about the conflict in that area. Within the last couple of years, a significant change has occurred in these areas. Through the efforts of Chief Justice Burger and his task force, all of those elements, both the positive and negative aspects of prison industry, are being studied. Recently, the Task Force's Education Subcommittee added a member from the AFL-CIO. As a result of the Wingspread Conference, more prisons are agreeing to work with private industry in some areas. This is an important move forward, and I believe this dialogue will facilitate continued action.

**Question:** Given that the funds for education in correctional institutions are limited, how do we select which inmates will be able to participate in educational programs? Should we select those inmates most in need (i.e., those with the lowest level of skills and probably the least likelihood of achieving postrelease success), or should we select those inmates with the best chance of postrelease success? If they can participate in an educational program in prison, who should do the selecting?

(Carter)

First of all I believe most state institutions base their selection on those who want to be involved in educational programs. Most state programs that I am aware of do not require involvement in educational programs, however, the Federal Bureau of Prisons now requires prisoners who function below the sixth-grade level to attend an educational program for the first 90 days of incarceration. Interestingly, few of the prisoners have complained and many have remained in the educational programs beyond the 90-day period. They are now beginning to pilot eighth-grade education as a minimum requirement. Perhaps we should look at their successes as a guide.

I believe it would be difficult to reach agreement on who should make the selection. I personally believe that it should be a system's decision involving the inmate.

# APPENDICES

## Appendix A

### Criminal Justice Data in Relation to Correctional Education

These data are from a variety of Bureau of Justice statistics bulletins, and other sources in the U S Department of Justice and are indicated in the preceding reference section These comprise the most recent data available, usually 1981 data

The Bureau of the Census conducts a survey of all adult correctional institutions every 5 years The most recent was conducted in June 1984, but results are not yet available Some of the census data utilized in this fact sheet are from the 1979 census

**Total Population Statistics**

**The average daily population** in correctional institutions can be broken down as follows

| | |
|---|---|
| • State Prisons | 406,904 |
| • Federal Prisons | 31 926 |
| • Jails | 209,582 |
| • Juvenile Institutions | 53 145 |
| TOTAL | 701,557 |

At any given time, approximately 2 4 million persons (1 973,000 adults and 455 000 juveniles) are under some form of correctional care or supervision

In 1983, the prison population grew by 5 9 percent An additional 24,000 inmates were added whereas 21,212 prison spaces were added The state correctional system operated at 110 percent of capacity in 1983

Ninety-three percent of all adult inmates are incarcerated in state facilities, 17 percent in federal facilities There are 38 federal facilities, 521 state prisons, and 3,493 jails

Four percent of the total prison population is female, 96 percent, male

Whites made up 52 percent of the population in 1981, blacks, 47 percent (as compared to 12 percent in the United States as a whole), and others, 1 ercent About 56 percent of prisoners are between the age of 20 and 29, 25 percent, between 30 and 39

Violent crimes have been committed by 57 percent of the total inmate population One-third have committed property crimes Three-fourths were substance abusers

From a 1981 12-state sample, the average length of sentences served was 1 5-2 5 years for felonies of all kinds, and 2 5-4 years for serious, violent felony crimes However there is great variation in sentencing among states

Forty percent of the correctional population (as compared to 85 percent in the United States as a whole) had completed high school Six percent had no schooling at all Forty percent were reported unemployed at the time of arrest, an additional 12 percent had only part-time employment The average inmate was at poverty level before being jailed

According to the 1979 census, only 49 6 percent of all adult state prisons had vocational programs for inmates At that time, 9 percent of the total state adult inmate population were enrolled in vocational programs, 14 6 percent of the female population was enrolled

A 1984 national survey (C/SET) found states serving from a low 3 percent of their prison population (Alabama) to a high of 63 percent (Alaska) with any form of education-training program An average of 30 percent of states had programs A total of 1 percent of the handicapped population (estimated at 10 percent of the total) had access to special education programming

The C/SET survey reported a total of 3,405 teachers serving juveniles in corrections and 4,972 serving adults The teacher-student ratio in juvenile corrections was 1 to 9, in adult corrections 1 to 28

Of the 3,493 jails cited in a 1982 survey, 29 percent indicated that they offered GED programs 14 percent, Adult Basic Education, 8 percent, some vocational education

For inmates working in prison industry, the average hourly wage in 1981 was $0 21-$1 03

**The Cost of Corrections**

With eight total state systems and 24 states with 1 or more institutions under court order to improve the conditions of confinement, the cost of corrections is at an all-time high

Total justice expenditures (enforcement, courts, corrections) cost local, state, and federal jurisdictions $29 billion in 1979 States spent about half of total criminal justice costs on corrections In fiscal year 1983 the state capital expenditure for corrections was $358 million, operating costs, $5 5 billion Bond issues and other means raised $2 33 billion

Incarceration is a costly sanction The cost of construction is approximately $58,000 for each maximum security cell, $46,000 for a medium security one, and $26,000 for minimum A jail cell costs $43,000 The annual cost of keeping 1 inmate incarcerated is $13,000 in the federal system, from $5,000 to $23,000 in state systems Jail costs $8,000 per inmate per year As frequently indicated, a person could attend Harvard, Yale, or Princeton for less

Three percent of all federal, state, and local spending is for justice services—comparable to our nation's expenditures on health services, a quarter of the average education expenses, or a fifth of defense spending

**The Price Paid by the Victims of Crime**

The personal and economic losses suffered by victims of crime should not be ignored. About 41 million Americans were victims of crime in 1983. Ten percent of these were violent crimes and the remaining 90 percent were property crimes.

In 1981, the last year for which data are available, the economic loss to victims was $10.9 billion. One-third of all American households were victimized by either theft or violence. The business sector suffered 1 million burglaries and 100,000 robberies.

Obviously, if crime and incarceration could be reduced, Americans would be safer, and the United States would save money now paid for the high cost of crime.

## Appendix B

### 1979 Census of State Adult Correctional Facilities

| Vocational-Technical Program State | Percent of Institutions With Program | Number of Males in Program | % of Total Male Inmate Population | Number of Females in Program | % of Total Female Inmate Population |
|---|---|---|---|---|---|
| Alabama | 42 9 | 107 | 1 1 3 | 60 | 25 8 |
| Alaska | 33 3 | 35 | 6 3 | 0 | 0 0 |
| Arizona | 66 7 | 646 | 20 7 | 10 | 6 5 |
| Arkansas | 57 1 | 68 | 2 3 | 12 | 12 2 |
| California | 43 8 | 2 876 | 13 4 | 69 | 5 5 |
| Colorado | 22 2 | 65 | 3 0 | 0 | 0 0 |
| Connecticut | 70 0 | 193 | 5 2 | 64 | 46 0 |
| Delaware | 33 3 | 83 | 6 3 | 0 | 0 0 |
| District of Columbia | 50 0 | 187 | 8 4 | 0 | 0 0 |
| Florida | 36 4 | 2 801 | 14 9 | 175 | 21 5 |
| Georgia | 52 0 | 1 452 | 16 3 | 141 | 24 9 |
| Hawaii | 22 2 | 24 | 3 4 | 0 | 0 0 |
| Idaho | 33 3 | 0 | 0 0 | 20 | 87 0 |
| Illinois | 57 1 | 1 017 | 9 0 | 38 | 10 3 |
| Indiana | 62 5 | 336 | 7 2 | 68 | 34 3 |
| Iowa | 60 0 | 395 | 18 6 | 11 | 13 1 |
| Kansas | 62 5 | 318 | 14 9 | 25 | 29 8 |
| Kentucky | 80 0 | 241 | 6 8 | 100 | 68 0 |
| Louisiana | 42 9 | 256 | 4 0 | 0 | 0 0 |
| Maine | 60 0 | 139 | 20 3 | 2 | 3 3 |
| Maryland | 50 0 | 477 | 6 2 | 47 | 19 0 |
| Massachusetts | 73 7 | 93 | 7 4 | 32 | 34 0 |
| Michigan | 42 5 | 1 348 | 9 9 | 3 | 0 6 |
| Minnesota | 42 9 | 153 | 7 8 | 13 | 21 3 |
| Mississippi | 30 0 | 6 | 0 3 | 0 | 0 0 |
| Missouri | 55 6 | 280 | 5 6 | 24 | 14 5 |
| Montana | 100 0 | 65 | 9 2 | 0 | 0 0 |
| Nebraska | 50 0 | 159 | 14 0 | 11 | 18 0 |
| Nevada | 66 7 | 199 | 13 8 | 13 | 12 7 |
| New Hampshire | 33 3 | 36 | 12 0 | 0 | 0 0 |
| New Jersey | 77 8 | 665 | 11 6 | 62 | 32 6 |
| New Mexico | 40 0 | 103 | 7 0 | 0 | 0 0 |
| New York | 9 1 | 963 | 5 1 | 9 | 0 0 |
| North Carolina | 54 8 | 1 903 | 13 5 | 122 | 20 0 |
| North Dakota | 50 0 | 14 | 6 0 | 0 | 0 0 |
| Ohio | 61 5 | 538 | 4 2 | 70 | 11 6 |
| Oklahoma | 42 9 | 189 | 4 4 | 5 | 2 5 |
| Oregon | 60 0 | 291 | 10 2 | 7 | 5 3 |
| Pennsylvania | 58 3 | 950 | 12 9 | 153 | 59 3 |
| Rhode Island | 83 3 | 74 | 10 2 | 0 | 0 0 |
| South Carolina | 59 4 | 529 | 7 8 | 42 | 13 4 |
| South Dakota | 100 0 | 24 | 4 3 | 12 | 50 0 |
| Tennessee | 53 8 | 521 | 8 3 | 55 | 19 6 |
| Texas | 64 7 | 494 | 2 0 | 33 | 2 9 |
| Utah | 60 0 | 12 | 1 3 | 6 | 10 2 |
| Vermont | 50 0 | 36 | 9 7 | 2 | 33 3 |
| Virginia | 31 0 | 400 | 5 0 | 20 | 6 5 |
| Washington | 66 7 | 656 | 17 6 | 78 | 47 3 |
| West Virginia | 57 1 | 132 | 10 8 | 4 | 10 5 |
| Wisconsin | 81 3 | 526 | 16 4 | 9 | 6 5 |
| Wyoming | 33 3 | 77 | 16 9 | 0 | 0 0 |
| United States | 49 6 | 23 615 | 9 0 | 1 618 | 14 6 |

SOURCE U S Bureau of the Census Unpublished data

## Appendix C

### United States Department of Education
### Correctional Education Policy Statement

The U S Department of Education, under the direction of the Secretary of Education is designated by the legislature as the agency responsible for the administration of federal financial assistance programs for education The Secretary is authorized, upon request to provide technical assistance to state educational agencies, higher education institutions, local school systems and other instrumentalities of the states

The department's programs and budget are focused on two essential goals

- To guarantee that students of all ages enrolled in our schools colleges and vocational centers have equal access to the best possible education
- To improve the quality of education for every student by supporting research development, and dissemination of new teaching methods and materials

Education is a necessity for every American, including more than 2 2 million adults and juveniles who are under the jurisdiction of the criminal justice system However, few of the nation's jails provide educational services Most of the nation's prisons provide basic academic and vocational programs, but fewer than 12 percent of the total prison population has access to such programs

The men and women serving time in the criminal justice system should be served by the Department of Education Therefore, the department should upgrade and make the educational programs in correctional institutions more effective

The department's involvement in correctional education is further justified by the extreme of educational disadvantagement in the corrections population By advocating improvement in the quality and quantity of education and training opportunities for adult and juvenile offenders, the Department of Education will redress this educational disadvantagement in the corrections population

Compared to the cost of other educationally disadvantaged groups, the social and economic cost of the corrections population is a heavy burden on the American taxpayer Custody costs range from $13,000 to $40,000 per inmate each year Added to that are court costs, welfare payments, construction costs, and other costs commonly associated with arrest, conviction, incarceration, release, arrest, and reincarceration

At the current rate of recidivism, an estimated 150,000 inmates will be released this year, and between 30 to 70 percent will be recommitted to a correctional facility within a year Lack of basic education and marketable job skills aggravates a released offender's difficulties in securing

employment thus influencing the return to crime However with the tools for [illegible] cation and a marketable job skill coupled with the confidence of achievement [illegible] inmate's chances for rehabilitation are increased considerably

The policy of the Department of Education through its leadership and resources states the following

- The Department will assist state and local jurisdictions to develop expand and improve their delivery systems for academic vocational technical social and other educational programs for juvenile and adult offenders The goal is to enhance their opportunities to become law-abiding economically self-sufficient productive members of society

To carry out this policy the department will do the following

- The Office of Vocational and Adult Education will assume leadership for the department s correctional education effort

- The department will establish an intradepartmental coordinating committee on correctional education to bring about greater cooperation and coordination in the department s corrections-related programs The committee will review policy and use of existing resources It will work on avoiding duplication of efforts and costs and on effecting a better delivery system for needed services at the state and local levels

- The department will play an active role in interagency corrections coordination activities

- The department will support research development and dissemination efforts to develop knowledge of special curricula organization personnel and support services needed in correctional education

All officers in the U S Department of Education and all state and local educational agencies receiving the department s assistance are encouraged to comply with this policy

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