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ADDITIONAL DATA ANALYSIS AND EVALUATION OF 'PROJECT  
NEWGATE' AND OTHER PRISON COLLEGE PROGRAMS

MARSHALL KAPLAN, GANS AND KAHN

PREPARED FOR  
DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

MARCH 1975

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Marshall Kaplan, Gans, and Kahn

Partners  
Marshall Kaplan  
Sheldon P. Gans  
Howard M. Kahn  
James T. Yamamoto

Associates  
Dona Hoard  
Leslie J. Wells  
Steven Haberfeld

March 15, 1975

Dr. Keith Baker  
Social Science Analyst  
Office of the Assistant Secretary for Planning and  
Evaluation  
Department of Health, Education, and Welfare  
330 Independence Avenue, S.W.  
HEW North Building, Room 3427C  
Washington, D.C. 20201

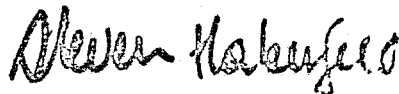
Dear Dr. Baker:

We are pleased to submit the final report "Additional Data Analysis and Evaluation of 'Project NewGate' and Other Prison College Programs." We feel that this supplementary study of the data, which were left unanalyzed at the time the earlier "NewGate Evaluation" was completed in March 1973, has been ultimately rewarding.

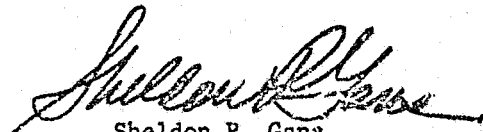
Despite some methodological problems inherent in the original research design, i.e., the absence of a longitudinal perspective, and in some of the hypotheses to be tested, this study has produced some very clear conclusions which have far-reaching implications. The study demonstrates that prison college programs can have significant impact on their participants, namely, in significantly reducing alcohol and drug use, in raising participant aspirations and occupational goals, and in increasing occupational achievement and academic achievement.

Having the most dramatic impact of all were the NewGate programs which were geared to serve low-income and minority high school student dropouts. By adopting policies of open admissions and deliberate outreach and recruitment inside the prisons, by offering remedial college prep courses and counseling to students to help make up their skill deficiencies, and by providing financial and other support to ex-prisoners on college campuses during a transitional period after release, NewGate programs proved to be effective vehicles for overcoming social and economic disadvantages. These average groups of prisoners went on to attend college and obtain post-secondary degrees at a rate comparable to that of an average segment of the population in civil society. The NewGate programs although more expensive to operate than the non-NewGate programs, provided the critical amount of initial assistance to stimulate their inmate students' interests, enable them to continue their higher education and, ultimately, to achieve a greater return on the financial investment made in them.

Sincerely,



Steven Haberfeld  
Project Director



Sheldon P. Gans  
Partner

SH:js:74-22

PROJECT STAFF

Steven Haberfeld  
Marjorie J. Seashore  
John R. Irwin  
David Datz

Project Director  
Principal Author  
Project Consultant  
Data Analyst

Johanna Sheridan  
Lorraine Anne Hilton

Report Production  
Report Production

Keith Baker

HEW Project Director

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## I. INTRODUCTION

### A. Background

#### Evolution of College Programs in Prisons

Since the early 1950's, a number of prisons in the United States have introduced college classes for inmates. Initially, these college programs were viewed primarily as rehabilitative measures in the sense of being a means by which offenders would come to understand the underlying causes for their socially deviant behavior and, through understanding, be able to change themselves and become more responsible citizens (Morris, 1966). During the late 1960's this conception changed somewhat. The emphasis shifted from the presumed psychopathology of the offender to a recognition that many criminal offenders were from socially disadvantaged groups who, because of denial of access to opportunities for mobility within society, were ill-prepared to assume positions of responsibility or even to advance beyond the lowest levels of employment.

Historically, one of the principal factors blocking upward mobility has been lack of education. Increasingly, access to higher education has come to be seen as a right rather than a privilege, and as a practical necessity for securing many types of employment. The emphasis on developing programs to help overcome deficiencies in preparation and open up legitimate access to the reward distributing systems of the society had earlier formed the basis for such widespread social movements as the civil rights movement and the OEO War on Poverty.

Coming out of this tradition, program developers in OEO concluded that prisoners should be given the opportunity to obtain a college education.

Moreover, they felt that if prison inmates were to ever benefit from their college experiences in prison, the college programs would have to make a special effort to accommodate the needs and deficiencies of low-income and minority students by instituting special outreach activities inside the prison, by providing remedial and other support activities outside the classroom and perhaps most importantly by providing financial and other assistance, to students to continue on outside college campuses after release from prison. Without these program dimensions, OEO program developers believed, low income and minority inmates would not be provided a "meaningful" opportunity to advance themselves.

#### Programs Selected for Study

The current study, funded by the federal Department of Health, Education, and Welfare, is a supplementary analysis of data that had been generated by an earlier study of the impact of prison college education programs on the post-prison experiences of ex-felons.

From January, 1972 to March, 1973, the firm of Marshall Kaplan, Gans, and Kahn was contracted by the Office of Economic Opportunity to conduct a comprehensive study of nine college education programs in federal and state prisons and a nationwide follow-up study of previous program participants. The principal focus was to be on the NewGate college program which had been funded by OEO and operated in a select number of state and federal prisons. Five programs, known collectively as Project NewGate, were studied at: the Federal Youth Center in Ashland, Kentucky (Ashland); the Minnesota State Reformatory in St. Cloud, Minnesota (Minnesota); the New Mexico State Prison in Santa Fe, New Mexico (New Mexico); the Oregon State Prison in Salem,

Oregon (Oregon); and the Rockview State Correctional Institution in Bellefonte, Pennsylvania (Pennsylvania). By 1972, these programs had been in operation for periods of three to five years. By then, a considerable number of students who had participated in the prison college programs had been released from prison and were attempting to re-establish themselves in the community. There had been a sixth NewGate program at the Federal Youth Center in Englewood, Colorado. However, it was too new to have a large enough group of released participants at the time the OEO study began; it, therefore, was not included.

In addition to the five NewGate programs, four other prison college programs, which varied significantly from the NewGate model, were included in the earlier study for purposes of comparison. These programs were located at: (1) the Illinois State Penitentiary-Menard Branch (Illinois); (2) the Texas Department of Corrections, Eastham Unit (Texas); (3) the Federal Correctional Institution, Lompoc, California (Lompoc); and (4) the California State University at San Diego (San Diego).

The San Diego Program was dropped from the comparative analysis because it lacked certain dimensions, primarily a college program inside a prison, which were essential to making useful and valid cross-program comparisons.

Very generally, each of the remaining eight programs studied offered a standard, if limited, undergraduate liberal arts curriculum including courses in such traditional areas as English, History, Economics and Psychology. These were all accredited courses taught by regular instructors from neighboring colleges or universities. The courses which were provided both imparted basic knowledge useful in itself and served as a basis for

further study should the participant continue his education after release from prison.

There were two major areas in which the programs differed: (1) the provision of supportive services such as academic and psychological counseling and facilities for educational involvement beyond the classroom, and (2) the existence of an outside program for continuing college after release from prison. These differences were principally due to differences in the perceived nature and purpose of college education for prison inmates.

Within the study sample, the programs in Illinois and Texas were the most limited in scope. They were restricted to offering college courses inside the prison with essentially no academic activities or services outside the classroom. Most students in these programs participated only part-time in addition to holding regular prison assignments. There were no formal outside programs after release, although there were informal arrangements with individuals at Southern Illinois University (SIU), the sponsoring educational institution in the Illinois program. These benefitted some students after their release. On the whole, however, the 1960's perspective did not mould these programs. Rather they were maintained largely within the prison's administrative structure and reflected these institutions' primary concerns. The classes were offered to inmates who took the initiative to seek them out. No special incentives or accommodations in the normal prison routine were made.

The Lompoc program was more comprehensive than those in Illinois and Texas. In addition to offering courses, there was an attempt to create a

college atmosphere with lounge areas available for informal contact among students and opportunities for developing clubs and special interest classes, e.g., poetry, transcendental meditation, etc. Informal contacts with persons on the University of California campuses at Santa Barbara and Irvine made admission to college after release easier than it would have been otherwise in Lompoc, but again there was little provision for formal transitional services which would support ex-prisoners through the re-entry process.

It should be noted that the greater comprehensiveness of the Lompoc program, compared to the Texas and Illinois programs, was not motivated by a belief that such a structure was necessary to enhance and facilitate the continued education of low-income and minority students. The Lompoc program was unique in that it was the only program which was dominated by a large group of middle-class inmates, many of whom had previous college education. This group of individuals was instrumental in influencing the prison administration to provide additional services, most of which were arranged by the inmates themselves through their own contacts on the university campus.

The Ashland program stood somewhere in between the NewGate and the non-NewGate programs in terms of comprehensiveness. It provided outreach, remediation in the basic educational skills, and supportive and extra-curricular services outside the classroom. It also provided support for students enrolling in college after release. The program was committed to providing financial support and personal counseling to their former students on college campuses after release. However, this proved to be unpredictable and unsatisfactory. A major deficiency in the Ashland

program was a lack of a central university for students continuing after release. In contrast to state prisons, the federal youth center confines persons from a larger geographical area than the host state. Ashland students usually returned to their homes which were dispersed among some 20 eastern states.

The NewGate programs in Minnesota, New Mexico, Oregon and Pennsylvania offered the most extensive supportive services. Each of these programs provided psychological and academic counseling for its students both before and after release. Students whose participation in the inside program had been satisfactory were eligible for post-release support in obtaining college admission, job placement and financial assistance upon release. As part of their programs, Oregon and Pennsylvania maintained study release centers where students lived and attended classes on campus prior to formal release from prison. The Minnesota program had a residence at the University of Minnesota in which students continuing in college after formal release were housed for the first two quarters after release. The Minnesota program differed from the other NewGate programs at the time that the study was conducted in that participation in group counseling activities, both while in prison and while living at the residence house, were mandatory for all program participants. Although counseling services were available in New Mexico, Oregon and Pennsylvania, participation was optional.

B. Approach and Methodology of Original Study

As stated in the final 1973 report, the study was designed to determine the nature and extent of the college programs' impact on their participants and the host institutions. The general topics addressed by the report were:

1. Evaluation of Program Process. What is the structure and function of college programs which operate inside prisons? How do they achieve their educational goals? What impact do they have on their host institutions, i.e., the prison and the college? What impact do these institutions have on the program? How do these programs survive?
2. Evaluation of Post-Prison Performance. How does the career of an ex-felon who has participated in a college program differ from the career of an ex-felon who has not? What is the differential impact of the nine programs in the sample?
3. Analysis of Cost and Benefits. What are the financial costs and benefits of college programs provided to prison inmates? What are the social costs and benefits?
4. Description of a Model Program. What are the basic issues facing the planners and administrators of prison college programs? What are the alternative strategies and their implications? On the basis of the study's findings, how are these issues best resolved?

Data about the programs and participants were collected using a variety of methods including on-site observations, background data on participants available in prison and program records, questionnaires administered to all the participants currently enrolled in the inside program, and interviews with prison and program staff members and with released participants. A random sample of fifty persons at each site was chosen from the total list of participants released from 1968 through 1971 who had completed a minimum of twelve semester units or their equivalent.

(15 quarter units) in the inside college program and/or had participated in both the pre- and post-release educational programs. Background data on each group of fifty were gathered from prison and program records. Forty persons out of each group of fifty were selected for personal interviews regarding their experiences in the program and since release. Several departures from this design occurred in the actual execution of the study. The participant sample in Oregon was expanded to seventy-five persons (sixty of whom were interviewed) because of the greater size and longevity of this program. An additional six persons were included in Pennsylvania which resulted in the inclusion of all eligible participants in the study sample. The samples in Lompoc, Illinois and Texas were smaller because there were fewer than 50 persons who met the inclusion criteria and fewer than 40 persons who could be located for personal interviews. The study also included control and comparison groups of non-participants at Ashland and Minnesota, and comparison groups at New Mexico, Oregon and Pennsylvania.

C. Focus of the Current Study

At the termination of the OEO study, the questionnaire data that had been collected could not be fully analyzed given the existing time and financial constraints. This was primarily attributed to the surprising success of the data collection effort. The evaluation team's success at finding and interviewing ex-convicts exceeded everyone's expectations, thus providing an unusually extensive data base.

It was recognized by the research staff and the government that additional time and funds should be allocated to finish the analysis of the available data. Five areas were designated as requiring more thorough study:



1. What was the comparative quality of the educational services provided by the programs in the sample. In particular, how were the programs and program components rated by the inside participant and released participant questionnaires. Did the responses reveal that certain types of prison college programs and individual components are more appropriate and beneficial than others?
2. What was the nature of the post-prison experiences of members of the experimental and control groups. Did the participants have lower rates of recidivism than non-participants? How well did those ex-prisoners do on dimensions of success other than on recidivism measures? During early transition to life back in the community, to what extent did they "achieve stability" and over the longer run "realize life goals"?
3. Perhaps most relevant to a study of educational programs in prisons, to what extent could inmate students be seen to achieve academically? How did inmates' academic success correlate with their background characteristics?
4. What impact did the various prison college programs have on the former participants' post-prison success. Did the life aspirations, goals, and circumstances of participants improve as a result of their experiences in the programs. Were there differences between the post-prison experiences of NewGate participants, non-NewGate program participants, and non-participants? Finally, were there discernable differences in the contribution to post-prison success of various program components, e.g., the quality of instruction, academic

1. What was the comparative quality of the educational services provided by the programs in the sample. In particular, how were the programs and program components rated by the inside participant and released participant questionnaires. Did the responses reveal that certain types of prison college programs and individual components are more appropriate and beneficial than others?
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3. Perhaps most relevant to a study of educational programs in prisons, to what extent could inmate students be seen to achieve academically? How did inmates' academic success correlate with their background characteristics?
4. What impact did the various prison college programs have on the former participants' post-prison success. Did the life aspirations, goals, and circumstances of participants improve as a result of their experiences in the programs. Were there differences between the post-prison experiences of NewGate participants, non-NewGate program participants, and non-participants? Finally, were there discernable differences in the contribution to post-prison success of various program components, e.g., the quality of instruction, academic

counseling, therapeutic counseling, pre-release preparation, post-release support, quality of the outside sponsoring university, the program's relationship to the prison, etc.?

5. Given the supplementary study's additional findings, should the description of the model prisoner college education program contained in the 1973 report be modified in substance or emphasis? Were there some types of prisoners or certain program components which correlated with success more than others?

The following chapters of this report are arranged topically in the order of the five main categories of questions presented above:

- Chapter II - Evaluations of Programs
- Chapter III - Success of Participants After Release
- Chapter IV - Academic Achievement
- Chapter V - Post-Release Success and Program Quality
- Chapter VI - Summary of Findings and Implications For a Model Prison College Program

## II. EVALUATIONS OF PROGRAMS

In the 1973 report, the eight<sup>1</sup> college programs were compared and ranked according to the evaluator's judgments of the quality of the programs and also by the inside and outside participants' evaluations of their own programs. Inside and outside participants' evaluations of their programs were presented in the case study narratives in Chapter VII on a selected basis where appropriate. In addition, Appendix C contained participants' evaluations of their programs in response to ten statements describing various aspects of the inside program.

In the course of the supplementary analysis, we have been able to undertake a much more comprehensive and systematic study of the data from the participant questionnaires. We have analyzed responses to 27 questions on the Follow-Up Interview Questionnaire and to 32 questions on the Inside Participant Questionnaire. These data are summarized below and compared with our evaluation of each program.

### A. Dimensions on Which Each Program Was Evaluated

In the initial study, the prison college education programs were evaluated and compared on three dimensions - challenge, supportive framework and personal social space - which were considered essential components of any educational program. These dimensions were described in the following manner in the 1973 report:

---

<sup>1</sup>The reader will recall that the "College As A Parole Plan" program in San Diego was dropped from the comparative analysis.

1. Challenge

There must be some feature(s) in the learning context which stimulate and challenge the student to apply his energies and to take advantage of the program and services offered. Before an individual will be motivated to change his present values, perspectives, ideas and goals, he must be convinced that there is something better. His interests must be aroused, his imagination must be stirred. He must experience a feeling that there is something he does not have, e.g., knowledge, skills, etc., that he feels he wants or should have. Finally, he must be made to feel that these things are possibly within his reach with the expenditure of some reasonable effort.

2. Supportive Framework

The learning program must provide a supportive framework which permits the participants to achieve their goals. In contrast to the variable, personal social space, which measures the degree of choice available to the participant, this variable measures the means which are provided to the students in their efforts to obtain an education. There are two aspects to supportive framework. First, the students must be offered the numerous resources and facilities which constitute the substance of the instructional enterprise, e.g., academic courses, special enrichment or remedial classes, tutoring, instructors, materials, counseling, therapy, operating funds, student stipends, library facilities, office and classroom space, etc. These must be of sufficient quality, number and diversity to accommodate the participants' needs and interests. In addition, the students must be provided a program structure which arranges and coordinates the program's constituent elements into a coherent and intelligent order. A new

student who lacks experience in the school setting, especially college, will only have a vague idea of what he wants, what is available or possible, and what is realistic given his own needs and abilities. The program must be structured to assist the student to formulate his objectives and goals and to pursue a program which has a focus. The student must be introduced into a learning process which is broken down into discrete understandable parts, arranged in a sequence in which one part leads logically to the next, and the experience at one level develops the information and skills needed to function at each succeeding level. Graduation from one level to the next must be based on standard educational requirements and performance criteria which are adhered to by accredited institutions. Only in this kind of program will the students have the satisfaction that their accomplishments are not only intrinsically but extrinsically valuable in that they qualify them for a higher step and are widely respected and, therefore, transferable to other settings. The supportive structure must include the development of linkages with other institutional networks to facilitate meaningful transition to areas where newly acquired skills are relevant and in demand.

### 3. Personal Social Space

Once the student has defined the goals he is interested in attaining and has elected to participate in a program which is designed to move him closer to his goal, he must have the freedom to maneuver, i.e., personal social space, to pursue his interests and to make choices which will tailor his program and schedule so that it is designed and paced to fit his individual needs and resources. In any learning situation, there is some sense of personal inadequacy and a fear of

failure. It is a venture into the unknown with high personal stakes. Before a person will take a risk, he will want to know that he is participating on his own volition, and that he has some control over the direction he is going and over the amount of time and effort he is allocating. In participating in the new activity, he will also want to know that he is somewhat free from outside commitments and expectations. A person who is given the liberty to make choices and follow his own direction not only is in an optimum position to realize his full potential, but will learn how to mold his own destiny and take responsibility for his own acts.

From the perspective of society as a whole, optimal utilization of available human resources depends ultimately on individuals realizing their full potential. Society must recruit on the basis of individuals' strongest interests, talents and motivations. Since they ultimately know best what these are, they should be allowed some measure of independence, i.e., personal social space, to find their own way.

B. Method of Analysis

Questions relating to participants' evaluations of the inside program were classified into three categories (see Tables I and II) and responses aggregated for each program. Responses to questions measuring challenge, support and space were first aggregated within each category and then combined for a composite score for the inside program. The aggregation procedure consisted of summing across questions within response categories of (1) very positive; (2) positive; (3) negative; and (4) very negative. Median scores for each program were then computed from the summated ratings. Because of the different numbers of questions included in each

TABLE I  
MEDIAN RESPONSES TO PROGRAM EVALUATION QUESTIONS—RELEASED PARTICIPANTS

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 41	<u>Minnesota</u> N = 40	<u>New Mexico</u> N = 39	<u>Oregon</u> N = 60	<u>Pennsylvania</u> N = 40	<u>Logan</u> N = 33	<u>Illinois</u> N = 31	<u>Texas</u> N = 26
<u>Challenge in Inside Program</u>								
1. The courses offered were challenged enough to stimulate my interest in education (1-4).	1.7	1.6	1.7	2.0	1.5	2.5	2.4	1.6
2. The educational program was designed mostly for people who planned to continue a college education (1-4).	1.4	1.9	2.2	2.0	1.6	2.7	2.7	2.5
3. The instructors did a good job teaching (1-4).	1.6	1.2	1.4	1.8	1.4	2.3	2.1	1.4
4. When you were participating in the inside program you had enough information about outside college education programs (1-4).	1.4	1.9	2.1	2.7	2.2	2.9	3.0	2.8
Combined responses: Challenge inside	1.5	1.6	1.9	2.1	1.6	2.6	2.5	2.1
<u>Support in Inside Program</u>								
1. The inside program was set up so that it met the needs of the participants (1-4).	1.9	2.1	1.8	2.3	2.2	3.0	2.6	2.4
2. Instructors were sensitive to the problems and capabilities of the convict as a student (1-4).	1.8	1.4	1.5	1.7	1.5	2.4	2.4	1.4
3. The instructors showed a <u>personal</u> interest in the participants (1-4).	1.7	1.2	1.3	1.7	1.4	2.4	2.1	1.6
4. The program staff provided enough information to the participants in regard to the acceptability of their performance (1-4).	1.8	1.7	1.9	2.2	2.0	2.7	2.7	2.2



	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 41	<u>Minnesota</u> N = 40	<u>New Mexico</u> N = 39	<u>Oregon</u> N = 60	<u>Pennsylvania</u> N = 40	<u>Louisiana</u> N = 33	<u>Illinois</u> N = 31	<u>Texas</u> N = 26
<u>Support in Inside Program (Cont'd)</u>								
5. The program staff provided clear reasons for their decisions to advance or not to advance students in the program (1-4).	1.9	1.9	2.0	2.4	2.4	2.8	2.9	2.5
6. The program materials, e.g., books, paper, etc., were always in sufficient supply (1-4).	1.4	1.4	1.8	2.2	2.0	2.6	1.9	2.3
7. The program staff was generally straight with you, in other words not hypocritical (1-4).	1.0	1.8	1.7	2.2	2.2	2.6	2.7	2.1
8. The program and/or prison staff provided enough assistance with housing when you were released (1-4).	2.2	2.1	2.3	2.2	2.4	3.0	3.0	3.0
9. The program and/or prison staff provided enough assistance in getting admitted to school when you were released (2-3).	2.1	2.1	2.2	2.2	2.2	2.8	2.9	2.9
10. The program and/or prison staff provided enough assistance on getting a job when you were released (2-3).	2.7	2.3	2.5	2.3	2.7	3.0	3.0	2.9
11. The program and/or prison staff provided enough financial assistance when you were released (2-3).	2.2	2.2	2.6	2.4	2.2	3.0	3.0	3.0
12. The program and/or prison staff provided enough assistance in preparing you psychologically for release (2-3).	2.5	2.3	2.5	2.2	2.5	3.0	2.9	2.8
Combined responses: Support inside	2.0	1.9	2.0	2.2	2.2	2.9	2.5	2.6

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 41	<u>Minnesota</u> N = 40	<u>New Mexico</u> N = 39	<u>Oregon</u> N = 60	<u>Pennsylvania</u> N = 40	<u>Lompoc</u> N = 33	<u>Illinois</u> N = 31	<u>Texas</u> N = 26
<u>Space in the Inside Program</u>								
1. Program participants could voice criticism and make suggestions for improving the program (1-4).	1.6	1.2	1.6	2.0	1.8	2.8	3.4	2.9
2. The suggestions and/or criticisms of the program participants were implemented by the program staff (1-4).	1.9	2.1	2.0	2.4	2.2	3.4	3.5	3.6
3. The program facilities were spacious and adequate (1-4).	1.8	2.4	2.0	2.8	2.4	2.6	3.4	3.1
Combined responses: Space	1.8	2.0	1.9	2.4	2.1	3.0	3.4	3.2
Composite score: Inside program	1.8	1.8	1.9	2.2	2.0	2.8	2.8	2.6
<u>Support in the Outside Program</u>								
1. Financial assistance was provided by the program (1-4).	1.3	1.4	1.4	1.2	1.1	3.7	3.8	3.8
2. An orientation was given once you were on campus (2-3).	2.8	2.2	2.3	2.7	2.6	2.9	2.9	3.0
3. There are staff members in the outside program to whom you feel you can go for help on any problem (1-3).	2.7	1.9	2.1	2.1	2.0	2.8	3.0	2.9
4. Program staff assist you in making decisions about your academic or future employment program (2-3).	2.6	2.4	2.2	2.6	2.5	2.8	3.0	3.0
5. The counselors on the outside program staff are straight with you, i.e., not hypocritical (2-3).	2.2	2.2	2.1	2.4	2.1	2.0	-	-

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 41	<u>Minnesota</u> N = 40	<u>New Mexico</u> N = 39	<u>Oregon</u> N = 60	<u>Pennsylvania</u> N = 40	<u>Lompoc</u> N = 33	<u>Illinois</u> N = 31	<u>Texas</u> N = 26
<u>Support in the Outside Program (Cont'd)</u>								
6. The therapists on the outside program staff are straight with you, i.e., not hypocritical (2-3).	2.2	2.1	2.0	2.3	2.1	2.0	-	-
7. The outside program staff (other than counselors and therapists) are straight with you, i.e., not hypocritical (2-3).	2.9	2.4	2.3	3.0	2.4	3.0	3.0	3.0
8. Were you released to attend a college affiliated with the program? (2-3)	2.8	2.0	2.7	2.1	2.0	2.8	2.6	2.8
Combined response: Support outside	2.7	2.2	2.2	2.3	2.2	3.5	3.0	3.0
Composite score: Inside and outside program	2.2	2.0	2.1	2.2	2.1	3.1	2.9	2.8

TABLE II  
MEDIAN RESPONSES TO EVALUATION QUESTIONS--INSIDE PARTICIPANTS

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 27	<u>Minnesota</u> N = 26	<u>New Mexico</u> N = 43	<u>Oregon</u> N = 57	<u>Pennsylvania</u> N = 31	<u>Lompoc</u> N = 35	<u>Illinois</u> N = 55	<u>Texas</u> N = 133
<u>Overall</u>								
1. In general, how would you rate this college educational program?	2.6	2.4	2.0	2.2	2.5	3.1	3.6	2.3
<u>Challenge (Inside Program)</u>								
1. Do you see the program as a program only to improve the image of the institution in the eyes of the public or as one which seriously attempts to provide a quality education program (1-2).	1.1	1.1	1.1	1.1	1.4	1.5	1.8	1.3
2. The instructors do a good job of teaching (1-4).	1.8	1.5	1.8	2.1	1.8	1.9	2.0	1.7
3. The program courses stimulate my interest in education (1-4).	2.0	1.9	1.8	1.8	1.9	1.9	2.0	1.6
4. The educational program is designed mostly for people who plan to continue a college education (1-4).	2.0	1.9	2.2	2.0	2.0	3.0	2.8	2.7
5. The education program makes a special effort to attract people into the program (1-4).	2.5	2.5	2.2	2.5	2.7	2.2	3.0	2.7
6. Do you feel you have been provided enough information about outside college education programs to plan your future education? (1-2)	2.1	2.3	2.2	2.4	2.4	2.8	2.7	2.8
Combined responses: Challenge	2.0	2.0	2.0	2.1	2.1	2.2	2.5	2.2

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 27	<u>Minnesota</u> N = 26	<u>New Mexico</u> N = 43	<u>Oregon</u> N = 57	<u>Pennsylvania</u> N = 31	<u>Lompoc</u> N = 35	<u>Illinois</u> N = 55	<u>Texas</u> N = 133
<u>Support (Inside Program)</u>								
1. Instructors do not "look down" on those participants who do not intend to continue a college education (1-4).	2.1	1.9	2.0	2.0	1.9	2.0	2.0	1.9
2. The program is set up so that it meets the needs of participants (1-4).	2.5	2.3	2.2	2.2	2.3	2.7	3.0	2.4
3. The instructors show a personal interest in the participants (1-4).	2.0	2.0	2.0	2.0	2.0	2.2	2.6	2.0
4. The instructors are sensitive to the special problems and capabilities of the convict as a student (1-4).	2.3	1.9	2.1	2.1	2.1	2.2	2.5	2.1
5. The program staff are available for help when an individual needs it (1-4).	2.0	2.0	2.0	2.0	1.8	2.5	2.9	2.4
6. The program staff are fair and keep their word to the participants (1-4).	2.2	1.9	2.1	2.0	2.0	2.3	2.8	2.1
7. Generally, the program staff is straight to you, in other words, not hypocritical (1-4).	2.1	2.0	2.0	2.0	2.1	2.3	2.5	2.0
8. The selection process uses clear standards in admission to the program (1-4).	2.6	2.1	2.0	2.7	3.0	2.2	2.3	2.0
9. The program staff provides enough information to participants in regards to the acceptability of their performance (1-4).	2.0	2.1	2.1	2.2	2.1	2.4	2.3	2.1
10. Rating of educational counseling in educational program (1-4).	2.0	2.2	1.9	2.2	2.0	2.7	2.8	2.2
11. Rating of vocational counseling in educational program (1-4).	2.6	2.5	2.0	2.3	2.0	2.2	2.8	2.1

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 27	<u>Minnesota</u> N = 26	<u>New Mexico</u> N = 43	<u>Oregon</u> N = 57	<u>Pennsylvania</u> N = 31	<u>Lompoc</u> N = 35	<u>Illinois</u> N = 55	<u>Texas</u> N = 133
<u>Support (Inside Program) Cont'd</u>								
12. Rating of group counseling in educational program (1-4).	2.4	2.0	2.5	1.9	1.8	2.4	2.9	2.3
13. Rating of individual counseling in educational program (1-4).	2.0	2.4	1.6	2.1	1.9	2.8	2.9	2.5
14. Rating of pre-release counseling in educational program (1-4).	2.4	1.7	2.2	2.2	2.2	2.6	2.8	2.2
15. The pre-release planning services offer sufficient assistance in finding housing before release (1-4).	2.6	1.8	2.3	2.2	2.2	3.3	2.9	2.9
16. The pre-release planning services offer sufficient assistance in finding post-release employment before release (1-4).	3.0	2.8	2.2	2.5	2.7	3.3	3.1	2.6
17. The pre-release planning services offers sufficient assistance in helping you plan to "take care of business" when released (1-4).	2.9	2.1	2.3	2.7	2.6	3.2	3.1	2.5
Combined responses: Support	2.3	2.1	2.1	2.1	2.2	2.5	2.8	2.3
<u>Space (Inside Program)</u>								
1. The program staff here are generally not very strict in enforcing the program and institutional rules (1-4).	2.2	2.4	2.6	2.4	2.3	2.8	3.1	2.8
2. The program staff is sensitive to your needs to be left alone when you want to be left alone (1-4).	2.0	2.4	2.0	2.0	2.0	2.8	3.1	2.5

	<u>NewGate Programs</u>					<u>Other Programs</u>		
	<u>Ashland</u> N = 27	<u>Minnesota</u> N = 26	<u>New Mexico</u> N = 43	<u>Oregon</u> N = 57	<u>Pennsylvania</u> N = 31	<u>Lowpoc</u> N = 35	<u>Illinois</u> N = 55	<u>Texas</u> N = 133
<u>Space (Inside Program) Cont'd</u>								
3. The program staff treats the participants with dignity and respect (1-4).	1.8	2.0	1.9	1.8	1.9	2.3	2.6	2.0
4. The program participants are permitted to make suggestions for the improvement of the program (1-4).	2.1	2.0	2.0	2.0	2.1	2.7	3.2	2.8
5. The suggestions and/or criticisms of the program participants are implemented by the program staff (1-4).	2.4	2.0	2.0	2.1	2.2	2.2	3.0	2.3
6. In the school setting, would you say that the supervision is casual, medium or close? (1-3)	1.6	1.4	1.4	1.5	1.4	1.8	2.1	1.7
7. In the school setting, would you say that the rules are relaxed, medium or strict? (1-3)	1.7	1.4	1.5	1.7	2.0	2.1	2.5	1.9
Combined responses: Space	2.0	2.0	1.9	2.0	2.0	2.3	2.8	2.2

category, the composite score for the inside program combining all three categories was derived by taking the mean of the median scores for each category. For the released participants, responses to questions pertaining to support in the outside program were aggregated into a fourth composite score and then combined with the composite score for the inside program to derive an overall score. Space and challenge in the outside program were not measured since the main purpose of the outside programs was the provision of support. The overall rating by the released participants was computed by adding the composite score for the inside program to the median score for the outside program and dividing by two. Implicit in this procedure is the assumption that the outside program is at least as important as the inside program in determining overall quality.

C. Released Participants' Evaluations of Programs

As shown in Table III below, the inside programs in Ashland, Minnesota and New Mexico were generally evaluated more favorably than those at other sites. Each of the NewGate programs is evaluated more favorably than the other programs except for the Oregon program which received the same evaluation as the Texas program on the dimension of challenge. The superiority of the NewGate programs as evaluated by the released participants is also shown in the data contained in Table I.

The evaluations for the NewGate programs were consistently higher than those for the programs in Lompoc and Illinois on each of the individual questions as well as on the summary variables. The Texas program was also generally evaluated less favorably than the NewGate programs but did receive favorable evaluations on questions relating to the performance of the instructors (questions 1 and 3 under Challenge and questions 2 and 3 under Support), on the information given regarding the acceptability



of their performance (question 4 under Support), and on the program being straight with them (question 7 under Support). Evaluations of support in the outside program were also more favorable for the NewGate programs than for other programs. But this is to be expected since only the NewGate programs had a formal outside program.

TABLE III

RANKING OF INDIVIDUAL PROGRAMS ON SELECTED MEASURES OF PROGRAM QUALITY  
BASED ON RESPONSES OF INTERVIEWED RELEASED PARTICIPANTS

Rank	Inside Program				Outside Program	Overall
	Challenge	Support	Space	Composite	Support	
High-1	Ashland (1.5) <sup>1</sup>	Minnesota (1.9)	Ashland (1.8)	Ashland (1.8)	Minnesota (2.2)	Minnesota (2.0)
2	Minnesota (1.6)	Ashland (2.0)	N. Mexico (1.9)	Minnesota (1.8)	N. Mexico (2.2)	N. Mexico (2.1)
3	Penn. (1.6)	N. Mexico (2.0)	Minnesota (2.0)	N. Mexico (1.9)	Penn. (2.2)	Penn. (2.1)
4	N. Mexico (1.9)	Oregon (2.2)	Penn. (2.1)	Penn. (2.0)	Oregon (2.3)	Ashland (2.2)
5	Oregon (2.1)	Oregon (2.2)	Oregon (2.4)	Oregon (2.2)	Ashland (2.7)	Oregon (2.2)
6	Texas (2.1)	Illinois (2.5)	Lompoc (3.0)	Texas (2.6)	Illinois (3.0)	Texas (2.8)
7	Illinois (2.5)	Texas (2.6)	Texas (3.2)	Lompoc (2.8)	Texas (3.0)	Illinois (2.9)
Low-8	Lompoc (2.6)	Lompoc (2.9)	Illinois (3.4)	Illinois (2.8)	Lompoc (3.5)	Lompoc (3.1)

<sup>1</sup>Median score based on responses ranging from 1 (high) to 4 (low).

The composite rankings of the inside and outside programs are similar except for the Ashland program in which the inside program is evaluated more highly than the outside program. The discrepancy between the quality of the inside

and outside programs as evaluated by the participants is consistent with observations by the evaluation staff. The Ashland program's strength rested clearly with the inside components, the outside components being very inadequate to the needs of the participants.

The inside Ashland program was reputed to be one of the most exciting bonafide college experiences inside an institution. This was particularly true in the earlier periods of the program's operation. The students had tremendous trust and confidence in the staff members, who provided a dramatic contrast to the institutional personnel with whom the prisoners came into daily contact.

Although the Ashland program made some attempt to provide financial and other forms of aftercare assistance to released participants, it was faced with almost insuperable logistical problems in maintaining contact with students who were dispersed over 20 eastern states. In retrospect, it appears that the Ashland program might have been more successful in providing the necessary assistance and support if it had developed one or two programs on specific university campuses. In the early years of the program's experience, this was attempted at both the Morehead and University of Kentucky campuses. This venture failed, however, in part because most of the released participants were young and still living with their families and wanted to return to their home states. Moreover, the communities in and around these two university sites were not very tolerant of ex-convicts living in their midst. An additional problem may have been insufficient supervision by the program staff.

D. Released Participants' Evaluations Compared to Those of Evaluation Staff

TABLE IV  
RELEASED PARTICIPANTS' EVALUATIONS  
COMPARED WITH THOSE OF THE EVALUATION STAFF

Rank	(Overall) Ratings of Released Participants <sup>1</sup>	Ratings of Evaluation Staff <sup>2</sup>
High-1	Minnesota (2.0)	Pennsylvania (2.2)
2	{ New Mexico (2.1) Pennsylvania (2.1)	Minnesota (2.6)
3		New Mexico (2.8)
4	{ Ashland (2.2) Oregon (2.2)	Oregon (3.2)
5		Ashland (5.5)
6	Texas (2.8)	Lompoc (7.3)
7	Illinois (2.9)	Illinois (8.2)
Low-8	Lompoc (3.1)	Texas (9.2)

<sup>1</sup>Median scores on overall evaluation of inside and outside programs on a four-point scale.

<sup>2</sup>Mean score over eighteen selected variables of inside and outside programs on a ten-point scale. These variables and how they were computed are described in a following chapter, "Post-Release Success and Program Quality."

Comparing the evaluations of the released participants with those of the evaluation staff presents some problems in that the two sets of evaluations are based on somewhat different individual measures. The evaluation staff also could compare programs whereas the participants were familiar only with their own. Both the released participants and the evaluation staff rated the NewGate programs more favorably than the other programs. Within each category, however, there are some inconsistencies. Pennsylvania, although among the top-ranked programs in the participants' evaluations, is not

rated as highly relative to other programs as it is by the evaluators. One possible explanation for this discrepancy is the participants' negative feelings about the lack of independence of the educational program from the correctional program. During the period in which the released participants had been involved in the inside program, there was considerable friction between the NewGate college program which had its administrative base at Penn State and the prison administration. The prison warden finally took the program over and became the director of the college program. Although the evaluation staff considered the decreasing independence of the college program as potentially detrimental to the program, they did not feel that there was evidence yet that the program quality had suffered significantly. Judging from the responses on the questionnaire, this factor had a greater influence on the participants' evaluations of the program than it had on those of the evaluation staff.

Although the relative rank of the Ashland program is similar in both sets of evaluations, the difference in absolute scores between Ashland and the other programs is greater in the ratings by the evaluation staff than in those by the released participants, even taking into account the differences in the scales used. As noted earlier, the Ashland participants developed great loyalty to the program and particularly the program staff. The major factors in the lower evaluation given by the evaluation staff was the lack of a cohesive outside program.

The program in Lompoc was among the least favorably evaluated by both the released participants and the evaluation staff. However, the evaluation staff differed from the participants in evaluating the Lompoc program more favorably than those in Illinois and Texas. These differences in evaluation

may be due, at least in part, to differences between the participants from Lompoc and those from other programs. Compared to other programs, a higher percentage of Lompoc participants came from middle class homes and had attended college before entering prison. Thus, the Lompoc participants could compare the prison college program with college education outside prison which would undoubtedly make them more critical than persons with no basis for comparison.

E. Inside Participants' Evaluations of Programs

The questions asked of inside participants were similar to those asked of the released participants except, of course, that inside participants were asked only about the inside program. One question asked of inside participants was "How do you rate the college program?" The responses to this question provide additional data on the inside participants' evaluations of the programs.

As with the evaluations of released participants, the NewGate programs are the top-ranked programs, using the summary scores. The rank order of all programs on the overall combined score, however, differs from that for the summary question. The Texas program participants rank their program higher on the single question than they do when their evaluations of the other 31 questions are combined in an overall score. It seems clear that the discrepancy between the ranking results from the participants interpreting the question narrowly to refer to the college classes and the college instructors. On these two dimensions, Texas respondents ranked their program very high. On other dimensions, which, though outside the classroom, are important ingredients in providing a quality college program, Texas participants ranked their program relatively lower (see Table II).

TABLE V

RANKING OF INDIVIDUAL PROGRAMS ON SELECTED MEASURES OF PROGRAM QUALITY  
BASED ON RESPONSES OF INSIDE PARTICIPANTS

Rank	Challenge	Support	Space	Composite	Summary <sup>1</sup> Questions
High-1	Ashland (2.0) <sup>2</sup>	New Mexico (2.1)	New Mexico (1.9)	New Mexico (2.0)	New Mexico (2.0)
2	New Mexico (2.0)	Minnesota (2.1)	Minnesota (2.0)	Minnesota (2.0)	Oregon (2.2)
3	Minnesota (2.0)	Oregon (2.1)	Oregon (2.0)	Oregon (2.1)	Texas (2.3)
4	Oregon (2.1)	Pennsylvania (2.2)	Ashland (2.0)	Pennsylvania (2.1)	Minnesota (2.4)
5	Pennsylvania (2.1)	Texas (2.3)	Pennsylvania (2.0)	Ashland (2.1)	Pennsylvania (2.5)
6	Lompoc (2.2)	Ashland (2.3)	Texas (2.2)	Texas (2.2)	Ashland (2.6)
7	Texas (2.2)	Lompoc (2.5)	Lompoc (2.3)	Lompoc (2.4)	Lompoc (3.1)
Low-8	Illinois (2.5)	Illinois (2.8)	Illinois (2.8)	Illinois (2.7)	Illinois (3.6)

<sup>1</sup>"How do you rate the college program?" (Four-point scale.)

<sup>2</sup>Median score based on responses ranging from 1 (high) to 4 (low).

The other programs which reverse their relative positions in the ranking are Minnesota and Oregon. This is not seen as a significant reversal given the slight difference between the median scores (2.04 for Minnesota versus 2.06 for Oregon) which served as the basis for ranking.

F. The Inside Program as Seen by Inside and Released Participants

It is interesting to compare the ranking of the inside programs by inside (i.e., current) participants with the ranking by released (i.e., former) participants. The changes in the ranking reveal, for the most part, the

changes in program quality from the time released participants experienced these programs to the time the evaluation was conducted and the inside program participant questionnaires were administered.

TABLE VI  
COMPARISON OF EVALUATIONS BY INSIDE AND RELEASED PARTICIPANTS

Rank	Released Participants	Inside Participants
1	{ Ashland (1.8)	{ New Mexico (2.0)
2	{ Minnesota (1.8)	{ Minnesota (2.0)
3	New Mexico (1.9)	{ Oregon (2.1)
4	Pennsylvania (2.0)	{ Pennsylvania (2.1)
5	Oregon (2.2)	{ Ashland (2.1)
6	Texas (2.6)	Texas (2.3)
7	{ Lompoc (2.8)	Lompoc (2.4)
8	{ Illinois (2.8)	Illinois (2.7)

The Ashland program deteriorated significantly. At the time of the evaluation, the Federal Bureau of Prisons had announced their intention to take over the NewGate program. There was discussion of discarding many of the NewGate components, including most importantly, the previous separation from the prison's regular educational enterprise. Most of the NewGate staff were looking for new jobs. This meant not only that participants were pessimistic but that less attention by staff and students alike was being concentrated on normal program operations.

New Mexico and Minnesota reversed position in the rank as did Oregon and Pennsylvania. In each case, however, the differences in scores are too slight to be of much significance. Nonetheless, as reported in the case studies, the New Mexico project had made positive improvements in program quality whereas no such evidence was recorded for the Minnesota project.

Also noted in the case studies was the deterioration of the inside program in Pennsylvania, particularly in the quality of the staff and in their narrowing scope of independent initiative which resulted from the prison administration's takeover of the NewGate program. Although the Oregon program had also experienced some deterioration in the inside program, this might have been offset by significant improvements in the outside program which through the study-release component would affect the evaluations by inside participants. Oregon's inside participants had regular contact with the outside staff and were abreast of the activities of outside participants. The study-release component was regarded as a quick way out of prison and as a good opportunity to become immersed in the student's life on campus.

G. Evaluations by Inside Participants and 1973 Report

TABLE VII

COMPARISONS OF EVALUATIONS BY INSIDE PARTICIPANTS AND THE EVALUATOR'S RANKING IN THE 1973 REPORT

Rank	Inside Participants	1973 Report <sup>1</sup>
1	New Mexico (2.0)	Pennsylvania (3.0)
2	Minnesota (2.0)	New Mexico (3.5)
3	Oregon (2.1)	Minnesota (4.0)
4	Pennsylvania (2.1)	Oregon (5.0)
5	Ashland (2.1)	Ashland (5.5)
6	Texas (2.3)	Lompoc (8.0)
7	Lompoc (2.4)	Illinois (9.0)
8	Illinois (2.7)	Texas (9.0)

<sup>1</sup>In our previous research, we had classified the programs into high, medium, or low groups on the three broad program dimensions of supportive framework, personal social space and challenge. Here, for purposes of comparison, we have assigned point scores to each program in each of the three areas: 3 for high; 2 for medium; and 1 for low.



It should be recalled that the inside participant questionnaire poses questions which relate only to the inside program, whereas the evaluator's 1973 ranking is concerned with both the inside and outside program components. Nonetheless, there is considerable similarity in the two rank orderings. Pennsylvania and Texas are the two exceptions. As pointed out above, Texas had no outside program and an inside program which was very strong in some respects and very weak in others. The combination of these characteristics accounts for the discrepancy in rankings. Although Illinois and Lompoc had generally weaker inside programs than did Texas, they did have informal agreements with universities which facilitated college entrance and continuation for some former prisoners. As noted earlier, the released participants as well as the inside participants ranked the Texas inside program above Lompoc and Illinois. But in the rankings by the released participants, the outside component and overall, Texas was ranked below these two others (see above Table VII).

The position of Pennsylvania in the overall ranking by the evaluation staff is also a function of the strength of its outside program. The Pennsylvania program had what the evaluation staff considered an ideal aftercare setup. While the future quality of the overall program was somewhat uncertain, the outside program more than compensated for what appeared to be a slowly deteriorating inside program. It should be emphasized as well that the Minnesota and Oregon outside components were also judged to be of high quality. The differences in overall quality among these top programs should not be regarded as major. Despite the weakness in the outside program component in New Mexico, the superlative inside program resulted in a high ranking by the evaluation staff.

### III. SUCCESS OF PARTICIPANTS AFTER RELEASE

From the outset, the evaluation staff approached the issue of post-prison careers from a considerably broader perspective than most studies of ex-prisoner success. Generally, recidivism, which literally means return to criminal activity, has been measured by a single criterion - return to prison or lock-up. This measure is inadequate and misleading for a variety of reasons which were discussed in our 1973 report.

#### A. Recidivism

The crimes for which persons can be returned to prison vary in terms of their seriousness. Distinctions must be made at least among crimes against statute, property and person which represent obvious differences in the extent to which the safety of the community is threatened. Some persons in prison never have committed acts which most people in their social milieu would consider to be serious or criminal even though in a technical sense they have committed a felony. An example would be the occasional user of marijuana in some jurisdictions. Similarly, juveniles can be placed in lock-up for status offenses such as truancy, running away, disobeying parents and curfew violations; all of which are offenses not considered criminal where adults are concerned.<sup>1</sup> These distinctions are important to make despite the fact that they make the analysis more complex.

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<sup>1</sup>This accounts for at least 40 percent of the children committed to juvenile hall in California. See George Saleeby, Hidden Closets, a report to the California Youth Authority, Sacramento, California, March, 1975.

Persons being supervised on parole, when compared to those who are not, are more likely to return to lock-up because conditions imposed on them while in the community are more exacting. Many persons returned to prison have not committed a new crime. Parole agencies can return persons under their supervision to jail or prison for having committed technical violations of their parole agreement; e.g., association with other ex-convicts, drinking, cohabitation, borrowing money without permission, leaving the county without permission, not attending school, etc. A parolee can be returned to the institution for these minor violations without being a "failure" or a "criminal" by any conventional standards. In addition, with the introduction of many new procedures such as "ary-outs," the parolee can be returned to prison for a short time with no technical violations charged. Persons on work or school release also can be returned to prison without a technical violation because in this status the prisoners are not considered officially released.

When comparing the post-prison careers of ex-offenders, one must distinguish between those who have been under close supervision and others who have not. Otherwise, it is unclear whether differences in experience are attributable to the individual in question or to environmental factors such as agency supervision.

Within the category of those on parole or work/study release, there is wide variation in how persons, rule violations, or new crimes are treated. Rules and practices of parole authorities vary from state to state, region to region, city to city and agent to agent. First, there is no agreement about what constitutes a violation or about the degree of seriousness or urgency of various rule infractions. An agent may be aware that the parolee is not strictly adhering to all his parole conditions, but will

not violate him so long as everything else appears normal. But the mere suspicion that the parolee is involved in illegal activity may induce the agent to write him up for previously ignored rule infractions to "get him off the street." Secondly, evidence that the parolee has actually committed new crimes may also be dealt with very differently. Some states are harsh on certain offenses and systematically lenient on others. Moreover, certain states have more intense crime surveillance operations so the same degree or seriousness of criminality will have a different likelihood of being apprehended. Also, within states it has been well documented that certain districts are more sensitive to certain types of offenders, or have different intensities of policing operations. In the case of parole - the type of policing operation most relevant to "recidivism" - a study in California revealed a great deal of variation between parole districts in violation rates and expressed willingness to reincarcerate for the same offense. These variations were related not only to different locations in the state, but to different district administrative structures.<sup>1</sup>

It is clear that the variations in the practices of parole authorities, from state to state down to the individual parole agent, make it extremely difficult to know whether observed differences in post-prison experience among a sample of parolees are not significantly a function of differences in parole intervention.

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<sup>1</sup>Paul Takagi, "Evaluation and Adaptations in a Formal Organization" (unpublished manuscript, School of Criminology, University of California).

There is still another problem with relying on recidivism data as a measure of success or failure. "Return to lock-up" can only provide a very incomplete picture of the ex-felon's experiences and the impact of the independent variable being measured. An ex-offender might be maintaining himself (or herself) in the community very well (in terms of a job, pocket money, a place to live, clothes to wear, friends to visit and depend on, etc.) and he even may be achieving long-range goals (e.g., career advancement, raising a family, etc.). These experiences of "success" may be directly a result of participation in the program being studied, yet a return to lock-up would obfuscate these results. On the other hand, an ex-offender may have slipped into complete dereliction or even committed suicide, but because he has not been returned to prison, he would be considered a "success" if recidivism operationally defined were used as an exclusive measure of program impact.

B. A Broader Measure of Success

In view of these weaknesses of recidivism measures, a number of items, intended to measure a wide array of other facets of post-prison experience, were built into the data-gathering instruments. The aim of many of these items was to measure success as it is conceived by former inmates and by society in general when measuring the success of members of the society who are not ex-convicts. Clearly, a person who is considered "successful" in our society has accomplished more than staying out of prison. Conversely, a person may be considered unsuccessful or a failure even if he has not been sent to prison. In order to assess success of participants in a broader sense, two measures were developed to represent progressive areas of achievement: "achieving stability" and "realizing life goals," or in the inmates' own parlance. "making it" and "doing good."

Achieving stability as conceived in this study measures the person's ability to maintain at least minimal levels of stability and self-sufficiency while refraining from behavior likely to lead to conflict with law enforcement and supervisory agencies. Each person in the study sample was rated on a scale from (1) very unstable to (5) very stable based on the following items of information:

Achieving Stability

1. Percentage of time employed or in school.
2. Ability to perform on the job or in school.
3. Self-sufficiency and acceptance of responsibility in maintaining a stable residence.
4. Keeping up with financial obligations.
5. Driving only with a valid driver's license; paying traffic and parking fines.
6. Involvement with drugs or excessive alcohol.
7. Admitted involvement in illegal activities.

The dimension of realizing life goals was designed to measure the extent to which a person had established a life style which was both relatively secure and personally satisfying. Again, each person was rated on a five-point scale with five representing high success. As indicated below, this rating was based on both relatively objective measures such as percentage of time employed and prestige and income associated with the job, and on the participant's expressed satisfaction with what he was doing. The following information was used to arrive at the summary rating:

Realizing Life Goals

1. Level of educational and occupational achievement, taking into account the percentage of time employed or in school and the stability of employment.
2. Extent of savings accumulated.
3. Development of strong friendships.
4. Achievement of personal goals.

The post-prison problems related to these two conceptions of success were defined in the final report in the following manner. He (the released prisoner) has extreme difficulty in achieving equilibrium on the outside. Even if he recovers from the initial impact of re-entry, he may not be able to meet the basic exigencies of coping with outside life. That is, he may not be able to supply himself with an adequate or personally acceptable residence, acquire a job - any job - obtain the necessary clothing or feed himself adequately.

If he does succeed in "making it," he is often unable to enter a life style which supplies him with some of his desired satisfactions and with some degree of self-respect. He may have difficulty finding a circle of friends with whom he can interact in a "meaningful" and satisfying manner and with whom he shares areas of meaning and interests. This can be very difficult for an ex-convict who has become immersed in criminal or prison meaning worlds and who has limited access to other worlds.

He may also have great difficulty finding a "good" job, one which not only supplies the basic needs, but which earns him some feeling of self-worth and respect.

Finally, achieving gratifying relationships with sexual partners may be a difficult problem. As in other areas, he has lost his skill at meeting and interacting with members of the opposite sex. Typically, he experiences extreme difficulty in both meeting women and later in establishing more permanent relationships.

C. Results of Previous Analyses (Summary)

Our findings relating to the three measures of success were described in detail in the 1973 report. These findings are briefly summarized below.

1. Recidivism

The projected percentage of persons in each group with favorable legal outcomes eighteen months after release varied from 60 percent to 86 percent. Although the Pennsylvania NewGate participants tended to have more favorable legal outcomes than other groups, there were no consistent differences among NewGate participants, participants in other programs or comparison groups in actual or projected rates of recidivism. Moreover, no consistent relationship between background characteristics and recidivism were found. Thus, differences in recidivism between groups could not be accounted for by differences in characteristics of the samples.

2. Achieving Stability

The Pennsylvania NewGate participant group was by far the most successful of any group using the summary measure. Using individual measures of stability we found that:

- a. More participants in NewGate programs and in the programs at Lompoc had been fully employed (or in school) since release than had persons in the control and comparison groups;
- b. A higher percentage of persons in the control groups in Ashland and Minnesota who had not been returned to prison or jail admitted to being involved in major illegal activities than in any of the participant groups except Illinois;



- c. All participant groups were remarkably successful in decreasing the extent of drug use and excessive use of alcohol from past patterns.

The success of programs in reducing the use of drugs and the excessive use of alcohol was referred to in our 1973 report but was only partially documented. The data in Table VIII provide further evidence of changes in these areas. Clearly, the percentage of persons in each participant group with drinking or drug problems following release was lower than the corresponding percentages with prior drinking or drug problems. Moreover, there was a greater drop in the percentage of persons with such problems for each NewGate participant group than for the comparison group at the same site.

## 2. Realizing Life Goals

Comparison between groups indicated a slight superiority of NewGate participants compared to others in realizing life goals. NewGate participants in Minnesota were clearly more successful on this measure than were the controls from Minnesota. The only other clear difference which emerged was that more participants in NewGate programs continued in college after release than did participants in other programs. Subsequent analyses of achievement in this area are discussed later in this chapter, and in Chapters IV and V.

## D. Extending the Success Measures

These findings were neither conclusive nor satisfactory. One problem was that we lacked enough time to complete the analysis. One task left undone was combining achieving stability ("making it"), realizing life goals ("doing good"), and recidivism (legal status) into one overall success

**TABLE VIII**  
**PERCENTAGE OF PERSONS WITH DRINKING OR DRUG PROBLEMS**  
**PRE AND POST PRISCH**

	<u>NEWGATE PROGRAM SITES</u>										<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u>		<u>Minnesota</u>		<u>New Mexico</u>		<u>Oregon</u>		<u>Penn.</u>		<u>Lowpec</u>	<u>Illinois</u>	<u>Texas</u>
	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>
History of Drinking or Drug Problems	27%	4%	82%	56%	41%	22%	60%	48%	40%	47%	64%	39%	54%
Drinking or Drug Problems Since Release	10%	9%	23%	24%	28%	46%	19%	42%	5%	33%	12%	19%	4%
NET CHANGE	-17	+3	+37	-32	-13	+24	-41	-6	-35	-12	-32	-20	-50
N=	61	23	40	25	39	50	60	50	40	49	33	31	26

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measure in a manner which reflected their interrelationship and which took into account the length of time a person had been out of prison. The development of an overall success measure is one of the primary accomplishments in this subsequent phase of the analysis.

For the original analysis, each participant and member of the control or comparison groups had been given a score from one to five on each component of success: recidivism, achieving stability, and realizing life goals. In developing an overall measure of success, these three items were weighted and combined. The relative weight or importance assigned to each of the three components for a given person was a function of how long he had remained outside prison since release. The reason for differential weighting according to length of time out is that these dimensions vary in relative importance over the different stages of the releasee's life. The changes in the relative weight of each measure over time are presented in Figure 1 and the accompanying Table IX. For instance, when a person is first released, achievement of stability and progress towards life goals are difficult to assess. Initial steps can be evaluated, but these do not mean too much in themselves. Recidivism - that is, re-arrest - has to be considered as the most important indicator. There are conceptual difficulties in doing this, since arrest at this stage often reflects intense supervision by parole authorities rather than differential criminal activity, but initially this is the most reasonable measure to use - if a person is re-arrested soon after release, his chances for success on other measures are greatly diminished. Hence, for persons out for only six months, the recidivism score was weighted more than either achieving stability or realizing life goals.

During these first six months, the degree to which the person achieves some stability becomes an important predictor of continued progress toward life goals, and reduced susceptibility to return to criminality. Hence, the weight given to achieving stability increases steadily until it exceeds recidivism's weight after the sixth month.

Realizing life goals is initially given little weight because these accomplishments require time. This component steadily increases in importance, and after a year of freedom becomes a more important indicator of success than either achieving stability or recidivism. There are two reasons for this. First, if a person continues to accomplish his goals in spite of indicators of instability, then it seems likely that he has achieved a lifestyle which will allow him to continue to progress in spite of the appearance of instability. Second, if he is re-arrested, even for something serious, it may again be due to heavy surveillance by his parole officer and/or because of a momentary lapse into crime. We assume that after he has done well for a relatively long period, it will be easier for him to re-achieve success when released again.

Length of time outside prison was computed by summing every month which was part of a period of freedom lasting at least three consecutive months. This allowed the counting of months after a return and subsequent release from jail or prison. When a period outside lasted fewer than three consecutive months, these months were not counted as time outside. The three month criterion was based on the assumption that it takes approximately three months for an ex-inmate to establish a pattern either of staying out - despite brief subsequent returns - or of chronic recidivism. In the case of persons who absconded but who later returned, we counted the months outside in the same manner as for persons who had not absconded.

since measures of their ability to achieve stability and realize goals were based on total months out including periods when they were classified as absconders. Those persons in the sample who were still absconders at large or had charges pending were excluded from the summary analysis because of the uncertainty of their current status.

On the following page is a chart showing the weights as a function of time, and following that is a list of the actual weights. The weights are such that the sum of the weights for the three component scores always exceeds ten.

Comparisons using these weighted scores indicate only slight differences between groups. The NewGate participants in Pennsylvania and Oregon and the comparison group in Pennsylvania are the most successful. This is shown in the percentage distribution by category in Table X and in the mean scores in Table XI. Clearly shown in Table XI is the lack of consistent differentiation between groups on relative success when comparing legal status, achieving stability, realizing life goals, or the combined success measure. The one exception is the Pennsylvania participant group which is among the most successful on each measure. Although the new combined success score is a more refined measure than the component scores, the relative success of each group on the combined measure shows no greater differentiation than did the scores taken individually.

E. Extended Analysis of Realizing Life Goals

In addition to the development and analyses of the summary success measure, further comparisons of success in realizing life goals were made using analyses completed subsequent to the 1973 report. These analyses focused on four components of realizing life goals: self-assessment of goal

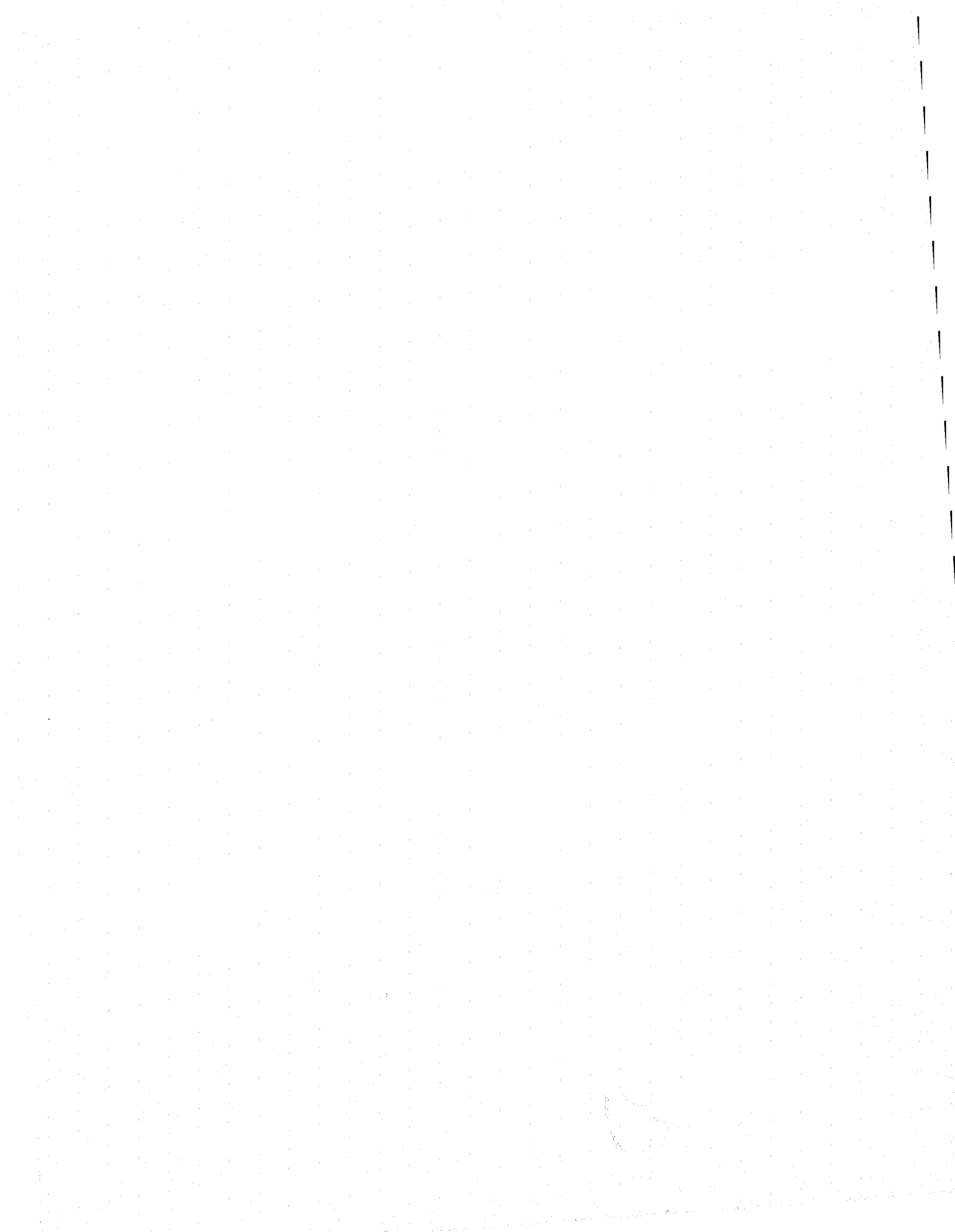


FIGURE 1: Relative Weights of Each Measure Over Time

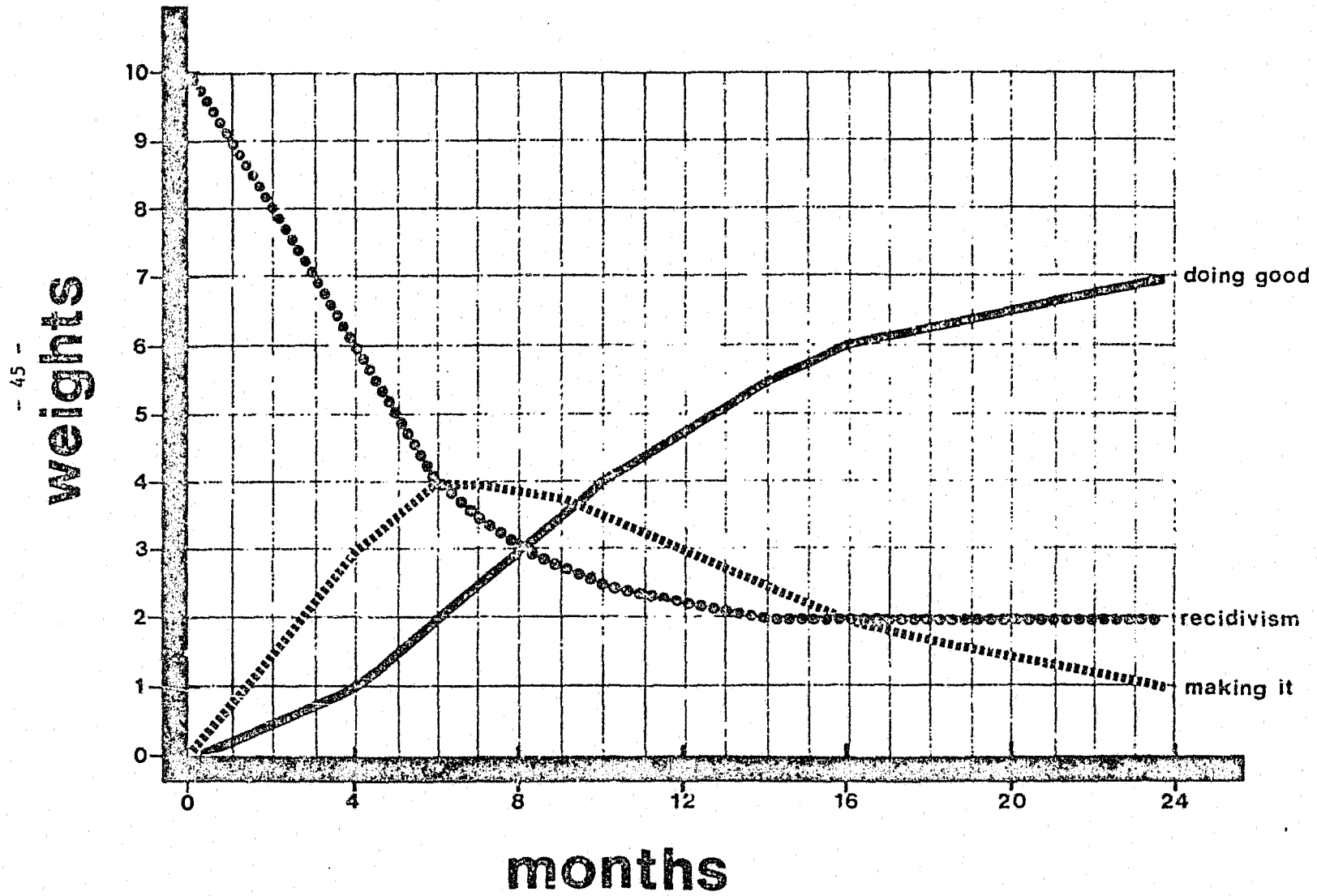


TABLE IX

WEIGHTS APPLIED TO COMPONENT SOURCES OF TIME OUTSIDE

<u>NUMBER OF MONTHS OUTSIDE</u>	<u>RECIDIVISM</u>	<u>ACHIEVING STABILITY</u>	<u>REALIZING LIFE GOAL</u>
0	10.0	0.0	0.0
1	9.0	0.75	0.25
2	8.0	1.5	0.5
3	7.0	2.25	0.75
4	6.0	3.0	1.0
5	5.0	3.5	1.5
6	4.0	4.0	2.0
7	3.5	4.0	2.5
8	3.125	3.875	3.0
9	2.75	3.75	3.5
10	2.5	3.5	4.0
11	2.375	3.25	4.375
12	2.25	3.0	4.75
13	2.125	2.75	5.125
14	2.0	2.50	5.5
15	2.0	2.25	5.75
16	2.0	2.0	6.0
17	2.0	1.875	6.125
18	2.0	1.75	6.25
19	2.0	1.625	6.375
20	2.0	1.50	6.5
21	2.0	1.375	6.625
22	2.0	1.25	6.75
23	2.0	1.125	6.875
24 (or more)	2.0	1.0	7.0





TABLE X  
PERCENTAGE DISTRIBUTIONS ON OVERALL SUCCESS MEASURE

	NEWGATE PROGRAM SITES										OTHER PROGRAM SITES		
	Ashland		Minnesota		New Mexico		Oregon		Pennsylvania		Lompoc	Illinois	Texas
	Part.	Cont.	Part.	Cont.	Part.	Cont.	Part.	Cont.	Part.	Cont.	Part.	Part.	Part.
Highly Successful (8-10) <sup>1</sup>	33%	39%	42%	50%	33%	52%	54%	49%	57%	65%	49%	43%	39%
Moderately Successful (6-7.9)	38	30	18	13	31	16	18	6	21	12	18	30	22
Unsuccessful (1-5.9)	29	30	40	37	35	32	28	45	23	25	33	27	39
N =	42	23	50	30	48	43	90	49	53	41	45	37	36

<sup>1</sup>Range of scores included in category (weighted sum divided by five).

TABLE XI  
MEAN SCORES ON MEASURES OF POST-RELEASE ACCOMPLISHMENT

	NEWGATE PROGRAM SITES										OTHER PROGRAM SITES		
	Ashland		Minnesota		New Mexico		Oregon		Pennsylvania		Lowoco	Illinois	Texas
	Part.	Cont.	Part.	Cont.	Part.	Comp.	Part.	Comp.	Part.	Comp.	Part.	Part.	Part.
Legal Status	3.7	4.1	3.7	4.1	3.5	3.7	3.8	3.5	4.3	4.2	4.1	4.2	3.7
Stability	3.5	3.4	3.4	3.5	3.3	3.3	3.6	3.5	4.2	3.7	3.4	3.4	3.4
Goal Accomplishment	3.2	3.2	3.3	3.0	3.4	3.3	3.6	3.2	3.5	3.4	3.4	3.3	3.1
Success <sup>1</sup> (Summary Measure)	3.4	3.4	3.4	3.4	3.3	3.5	3.7	3.3	3.8	3.8	3.5	3.6	3.3
N =	46	23	50	33	50	50	93	50	54	49	46	41	38

<sup>1</sup> Weighted sum divided by ten.

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achievement to date, confidence in future goal achievement, occupational achievement, and academic achievement. Discussion of the first three components is included in this chapter. The area of academic achievement is discussed in detail in the following chapter.

1. Goal Achievement

Interviewed released participants and controls completed a questionnaire on current and projected goal achievement. Each person was asked to indicate how important each of fifteen goals was to him, how much progress he felt he had made on each and how well he thought he would do in achieving each in the near future (see Table XII). In order to arrive at summary measures of perceived goal accomplishment and confidence in future goal achievement, responses were weighted and multiplied by weighted scores on importance of the item to the individual. A goal which was identified as "very" important was given a weight of "2"; one which was "fairly" important was given a weight of "1". Goals which were not important were excluded from the computations. If a person felt that he had made a "great deal" of progress, his response was given a weight of "2", "quite a bit" was given a weight of "1", "not very much" a weight of "0", and "none at all" a weight of "-1". For each goal named as very or fairly important, the weight assigned to the goal was multiplied by the weight assigned to the accomplishment category. The resulting numbers were then summed and divided by the number of goals named as either very or fairly important. The resulting mean scores had a possible range of "-2" (equivalent to no progress at all on very important goals) to "+4" (equivalent to a great deal of progress on very important goals).

TABLE XII

ITEMS INCLUDED IN GOAL ACHIEVEMENT QUESTIONNAIRE

Hold down a good job

Get along well with other people

Succeed at whatever I set out to do

Face situations of uncertainty with confidence

Develop strong friendships

Make a good life for myself

Stay on top of things

Have dignity in the eyes of others

Make enough money to get by without having to work too hard

Stay out of prison

Have self respect

Get a lot of money

Develop a way of living which has meaning for me

Achieve gratifying relationships with a sexual partner

Have relationships with many sexual partners

The mean scores for each group on perceived goal accomplishment are presented in Table XIII along with the correlations of perceived goal achievement and the summary success score. The released participants in Oregon, Pennsylvania and Lompoc perceived themselves as more successful in attaining their goals than did other groups, although these differences are not statistically significant. Perceived goal achievement correlated significantly with the summary success measure for all groups except the Ashland controls ( $p < .05$  using Spearman's rank-order correlation coefficient).

With respect to confidence in future goal accomplishment, the Lompoc and Illinois participant groups are the most confident, the Texas participants and Ashland and Minnesota controls the least confident. While this reveals a difference in level of confidence between released felons who participated in a prison college program and those who did not have this opportunity, the evidence that this is attributable to program impact is only suggestive. It will be recalled that the Lompoc and Illinois projects were ranked among the least substantial and would not be expected to "build" confidence as much as the NewGate programs. On the other hand, Lompoc and Illinois participants may have had self-confidence in spite of the program. Whereas no pre- and post- data were collected to reveal change in self-confidence over time, there is evidence that the participants in these two programs were comparatively well situated when they entered the program thus providing a basis for high self-confidence. Thirty-two percent of the Illinois participants and 23 percent of the Lompoc participants had some previous education beyond high school (Table XXI).

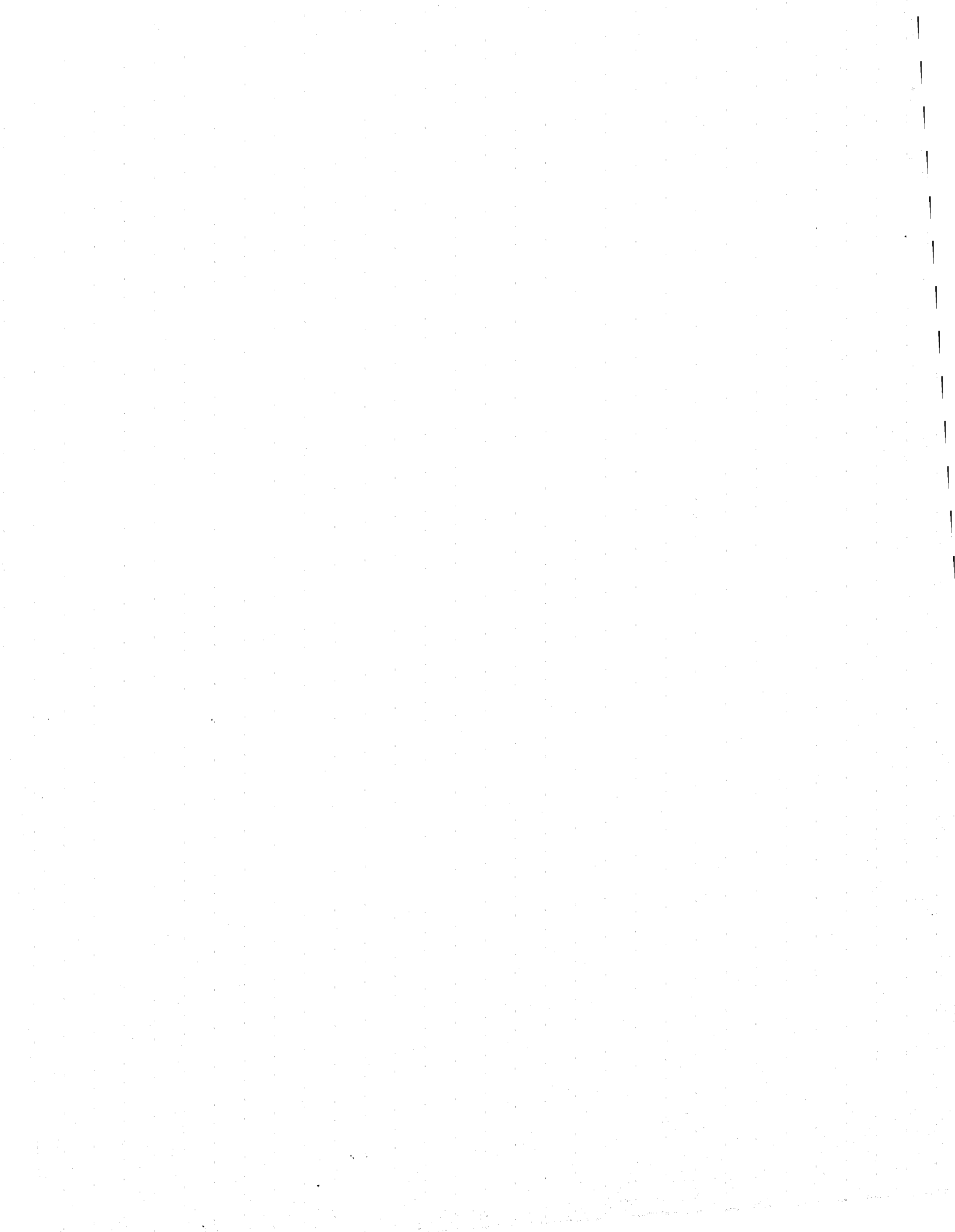


TABLE XIII

MEAN SCORES ON GOAL ACHIEVEMENT AND CORRELATION<sup>1</sup>  
WITH SUMMARY SUCCESS SCORE

	NEWGATE PROGRAM SITES							OTHER PROGRAM SITES		
	Ashland		Minnesota		N. Mex.	Oregon	Penn.	Lompoc	Illinois	Texas
	Part.	Cont.	Part.	Cont.	Part.	Part.	Part.	Part.	Part.	
Goal Achievement to date										
$\bar{X}$ =	1.9	1.8	1.6	1.9	1.6	2.1	2.1	2.1	1.9	1.6
r=	.37*	.29	.48*	.49*	.52*	.33*	.31*	.57*	.61*	.49*
Confidence in Future Goal Achievement										
$\bar{X}$ =	2.6	2.3	2.7	2.2	2.4	2.6	2.6	2.8	2.8	2.8
r=	.10	.36	-.08	.43*	.23	.09	-.11	.27	.49*	.43*

<sup>1</sup>Using Spearman rank-order correlation.

\*  $p < .05$



Lompoc had the highest median tested grade level (11.5). The Illinois sample also had the highest percent previously employed in white collar jobs (Table XVI).

Persons in all groups predict higher levels of accomplishment in the future than they have presently attained. Note that scores on this measure correlate with the summary success scores only for the Illinois and Texas participants and Minnesota controls. The reasons for this are not clear. The data suggest that NewGate participants are less tied to their current level of accomplishment in predicting future accomplishments than are persons in other groups. To the extent that this is true, it carries both positive and negative implications. On the one hand, self-confidence may be instrumental to continued and/or future achievement. On the other hand, over-confidence may signify self-delusion or unrealistic expectations and may increase disappointment and perceived failure in the future. Without knowing the subsequent progress of participants, it is impossible to choose between these two alternative explanations or predictions.

In addition to comparing the summary scores for each group, we compared responses for each individual goal. There were no consistent patterns of differences between groups on these measures.

## 2. Occupational Goals and Achievement

One specific area of goal achievement which was of major importance to participants and which is instrumental to ultimate success is occupational achievement. We obtained information from participants on their previous occupation, their occupational goals before and after entering the program and their occupation after release.

Although a college education may be valued in itself, it also provides access to new and higher occupational levels. As shown in Table XIV, participants in all programs raised their occupational aspirations after entering the program. Although this information is retrospective and thus subject to some bias, the magnitude of the shift in aspirations toward higher level white collar jobs suggests that the programs do have considerable impact in this area. The data show that there is a larger increase in occupational aspirations among NewGate than non-NewGate participants. It is also interesting to note that the program rank order on this dimension follows closely the order in which the programs were ranked on "Challenge," Chapter II, Table III.

It is not clear what are the ultimate consequences of this obvious increase in occupational aspiration. It is commonly observed that ex-convicts often have very low expectations of themselves which are self-defeating. It has also been said that ex-convicts have very narrow life experiences and meaning worlds, and it is the lack of recognized alternatives which helps to perpetuate criminal careers. An increase in aspiration may well lead ex-offenders to take advantage of a wider range of opportunities. On the other hand, increased aspirations may easily lead to increased frustration and bitterness. This is particularly true when dealing with a population such as prison inmates, given the liability of their convicted felon status in finding employment after release. This is not to suggest that their aspirations should not be raised, but such a rise will only be effective in proportion to the extent that high aspirations are combined with adequate training and with a change in the existing attitudes of the public toward employing ex-convicts.

TABLE XIV

OCCUPATIONAL GOALS AFTER ESTEEMING COLLEGE PROGRAM AND  
IN COMPARISON TO GOALS PRIOR TO ENTERING THE PROGRAM

	NEWCASTLE PROGRAM SITES										OTHER PROGRAM SITES					
	Ashland Part.		Minnesota Part.		New Mexico Part.		Oregon Part.		Pennsylvania Part.		Luzerne Part.		Illinois Part.		Texas Part.	
	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>	<u>X</u>	<u>Change</u>
High White Collar	73	+41	75	+42	51	+28	64	+39	65	+32	39	+6	52	+23	30	+31
Low White Collar	5	-2	8	0	10	-8	15	+13	28	+12	9	-3	19	0	4	0
Skilled Labor	13	-14	0	-2	8	-10	5	-12	2	-18	6	-9	3	0	19	0
Unskilled Labor	7	-5	2	-8	3	-2	7	-12	2	-12	0	-3	10	-9	12	-4
Menial	0	0	0	0	0	-3	0	0	0	-2	0	0	0	0	0	0
None/Didn't Think About It	0	-17	0	-30	5	-10	12	-25	2	-10	18	-9	13	-16	12	-26
(Student	0	-2	8	-2	15	+12	3	-4	0	-2	27	+18	3	+3	4	0
N =	41		40		39		60		40		33		31		26	

Data on occupational achievement relative to goals are presented in Table XV for those persons who were employed after release (excluding students and those who were unemployed). The data on occupational achievement must be interpreted cautiously because of the limited nature of the samples on which these data are based. Students were not included in measures of occupational achievement because it is not clear what their relative occupational level is or will be at the completion of their studies. Persons who were unemployed were not included in the tables because of the nature of the data gathered. Some persons had not been employed for the three months necessary for occupation to be classified. Some had not been released long enough to fulfill this requirement; others had been returned to prison or had attended school but dropped out and had not yet been otherwise employed for three months. A further complication is the inclusion of persons in the Oregon and Pennsylvania samples who were on study release and therefore not eligible for employment.

Within the limitations imposed by the data, some trends are clear. From 46 to 61 percent of the employed participants in the Oregon, Pennsylvania, Illinois and Texas samples were able to find (and hold down) a job which met or surpassed their aspirations. For the NewGate participants in particular, these data probably underestimate goal achievement because of the sizeable percentage of persons still attending college after release. In the future, these students should be in a better position to achieve their occupational goals than the persons included in these analyses. On the other hand, the higher the percentage of eligible persons unemployed in the samples, the



TABLE XV

OCCUPATIONAL LEVEL AFTER RELEASE COMPARED TO OCCUPATIONAL GOALS

	<u>NEWGATE PROGRAM SITES</u>					<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u>	<u>Minnesota</u>	<u>New Mexico</u>	<u>Oregon</u>	<u>Pennsylvania</u>	<u>Lowpoc</u>	<u>Illinois</u>	<u>Texas</u>
	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>
Occupational Level Met Goals	36%	17%	6%	46%	56%	23%	61%	50%
Occupational Level Lower Than Goals	64	83	94	54	42	77	39	50
* -	20	12	16	13	12	13	16	20

greater the extent to which these data overestimate goal accomplishment.

Changes in occupational level by group are included in Table XVI. From these data, it is clear that the actual occupational level as well as aspirations increased after participation in the program. Again, the NewGate programs show a greater increase than the non-NewGate programs. The direction of changes in occupational level are summarized in Table XVII, again excluding those persons who were unemployed or students.

F. Background Characteristics and Success

One issue which was not fully addressed in the 1973 report is the influence of background characteristics on success after release. Further analysis of the data using multiple regression analyses support our earliest tentative conclusions that differences in success cannot be adequately accounted for by differences in background and prior criminal involvement. A series of multiple regression analyses were performed on the data using each of the four summary measures as dependent variables (i.e., recidivism, achieving stability, realizing life goals, the combined success measure). The independent variables are identified in Table XVIII. These variables were selected on the basis of prior studies and preliminary analyses which indicated that they and not other background variables bore some relation to success. Although the results of these analyses were not fruitful in "explaining" differences in success, a summary of the results is indicative of the problems involved with this common approach to analyzing and predicting success.





TABLE XVI

PERCENTAGE DISTRIBUTIONS FOR OCCUPATIONAL LEVEL BEFORE AND AFTER PRISON

	NEWGATE PROGRAM SITES												OTHER PROGRAM SITES							
	Ashland				Minnesota				New Mexico		Oregon		Pennsylvania		Lompoc		Illinois		Texas	
	Part.		Cont.		Part.		Cont.		Part.		Part.		Part.		Part.		Part.		Part.	
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After
High White Collar	0%	3%	0%	9%	13%	0%	4%	9%	0%	0%	12%	35%	11%	22%	4%	4%	13%	22%	12%	24%
Low White Collar	3	17	5	14	13	20	9	9	9	22	19	8	6	17	8	29	30	22	16	8
Skilled Labor	14	28	5	23	0	13	13	13	13	26	12	8	11	22	21	33	0	0	12	16
Unskilled Labor	62	41	64	45	47	53	61	43	61	30	35	15	56	11	29	21	43	43	48	44
Menial	3	0	5	0	13	0	4	0	13	9	4	0	6	0	4	4	0	4	0	0
Unemployed	17	10	23	9	13	13	9	26	4	13	19	35	11	28	33	8	13	9	12	8
N =	29		22		15		23		23		26		18		24		23		25	
Student	10%	25%	4%	0%	12%	62%	0%	8%	8%	18%	4%	53%	10%	55%	6%	24%	3%	26%	0%	0%
N =	41		23		40		25		39		55		40		33		31		25	

TABLE XVII

POST-RELEASE OCCUPATION LEVEL COMPARED TO PRIOR OCCUPATIONAL LEVEL

	<u>NEWGATE PROGRAM SITES</u>						<u>OTHER PROGRAM SITES</u>			
	<u>Ashland</u>		<u>Minnesota</u>		<u>New Mexico</u>	<u>Oregon</u>	<u>Pennsylvania</u>	<u>Lowpoc</u>	<u>Illinois</u>	<u>Texas</u>
	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Cont.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	<u>Part.</u>	
<u>Changes in Occupational Level<sup>1</sup></u>										
Upward	54%	53%	33%	29%	42%	47%	62%	33%	11%	24%
Same	27	40	50	59	37	27	31	47	83	67
Downward	18	7	17	12	21	27	8	20	6	10
N =	22	15	12	17	19	15	13	15	18	21

<sup>1</sup> Excluding students and unemployed.

TABLE XVIII  
REGRESSION ANALYSIS

	Summary Success		Realizing Life Goals		Achieving Stability		Legal Status	
	F-Value	r	F-Value	r	F-Value	r	F-Value	r
Stability of employment	13.76****	.28	13.55****	.27	10.32***	.26	8.53***	.22
Number of prior arrests	3.16**	-.24	3.73	-.19	3.04*	-.23	4.91*	-.24
Time since release	3.89	-.05	<1	.02	-	.00	16.47****	-.15
Father's occupation	3.63	.12	3.28	.12	4.42*	.11	2.39	.11
Not imprisoned for auto theft, theft, checks, forgery or burglary	3.01	.13	1.76	.11	<1	.08	5.20**	.14
Number of prior prison terms	6.03**	-.19	4.38*	-.15	3.42	-.18	4.62*	-.20
Not ethnic minority	<1	.05	<1	.04	<1	.04	1.54	.05
Salary level	3.63	.17	6.11**	.20	<1	.12	1.39	.09
Age as of 1/72	1.41	.02	1.60	.06	1.20	.01	<1	-.05
Crime not related to drinking or drugs	4.77*	.08	3.91	.06	5.04*	.09	2.21	.06
Age at first institutional commitment	<1	.20	-	.19	<1	.19	<1	.16
No prior parole violations	<1	.14	<1	.12	1.30	.15	<1	.15
No alias	1.22	.13	<1	.09	4.77*	.16	2.10	.16
Former occupation	<1	.14	<1	.15	<1	.14	2.32	.06
Group Membership								
Ashland Participant	<1	-.03	-	-.03	-	.01	<1	-.01
Minnesota Participant	<1	-.03	1.12	-.01	-	-.04	-	-.02
New Mexico Participant	<1	-.06	<1	-.01	1.05	-.07	3.74	-.08
Oregon Participant	14.97****	.06	11.31***	.09	4.00*	.03	5.49**	-.01
Pennsylvania Participant	<1	-.07	<1	.09	2.37	.13	<1	.08
Lompoc Participant	-	.00	-	.00	1.77	-.04	-	.04
Illinois Participant	<1	.00	<1	-.01	<1	-.03	<1	.04
Texas Participant	4.80*	-.01	3.31	-.02	2.47	.00	1.76	-.02
Ashland Control	<1	-.01	<1	-.01	-	-.01	1.57	.01
Minnesota Control	1.04	-.03	-	-.08	<1	-.01	2.83	.05
New Mexico Comparison	<1	-.02	<1	.00	1.25	-.04	-	-.03
Oregon Comparison	-	-.06	<1	-.03	<1	-.03	<1	-.08
Pennsylvania Comparison	3.03	.08	1.91	.08	<1	.08	1.30	.07
	N = 548	Degrees of Freedom =	25/522	23/524	23/524	24/523		
		X Variance Accounted for	19%	16%	17%	18%		

\* p < .05  
 \*\* p < .025  
 \*\*\* p < .01  
 \*\*\*\* p < .001

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In the first set of analyses, all participants and comparisons were combined. These analyses were helpful in identifying those characteristics most strongly related to success for the total sample: regularity of employment pattern before prison, number of prior arrests, number of prison terms served, and, to a lesser extent, imprisonment for a crime involving drugs or alcohol. In these analyses, being a participant in the Oregon NewGate program was positively related to success. Beyond this relationship, group membership showed no significant effect on success. Despite the fact that a few variables emerged as significantly correlated with success, only 16 to 19 percent of the variability in success was accounted for by all these variables combined.

A second step involved applying multiple regression analysis to the data for persons from each NewGate site individually, combining participants and comparisons at each site. In these analyses, being an Oregon participant was again shown to be related to success: when controlling for differences in background, Oregon participants were more successful than persons in the Oregon comparison group. The only other finding was that a somewhat higher percentage of the total variance was accounted for than in the analysis including all groups (ranging from 20 to 30 percent). There were, however, no consistently strong relationships between background variables and success evidenced in these analyses.

A still finer analysis involved using multiple regression analysis within each individual group (treating participants and comparisons as different groups at each site). In these analyses, the relationships between background characteristics and success were further diminished, even when taking into account the reduced degrees of freedom resulting from

the smaller sample size. Generally speaking, however, the combined characteristics accounted for a substantially higher percentage of the variance in success (averaging close to 50 percent).

Dividing the total sample into participants from strong NewGate programs, those from weaker NewGate programs, those from other (non-NewGate) programs, and those from control-comparison groups did not contribute further to explaining success. Differences in background again accounted for a relatively small percentage of the variance (from 12 to 35 percent). The only clear result of these regression analyses is the inadequacy of predicting success based on past performance.



**CONTINUED**

**1 OF 2**

#### IV. ACADEMIC ACHIEVEMENT OF RELEASED PRISONERS

Three major issues are addressed in the following analysis of academic achievement based on data obtained from the subsample of interviewed released participants:

- Educational achievement of participants in the college program while in prison: How much education do participants complete? How well do they perform using standard measures of academic performance?
- The impact of the program on the long range educational achievement of participants: Does the program provide educational opportunities for persons who would not otherwise pursue a college education and/or does it provide courses for persons who might be expected to find opportunities for enrolling in college after release even if they did not participate in the prison college program?
- The relationship between program structure and the impact of the program on participants: Does the educational achievement of participants vary with the comprehensiveness of program services?

#### A. Background of Participants Included In This Analysis

As may be seen in Tables XIX through XXI participants varied considerably with respect to prior experiences and background, both within and between programs.

##### 1. Social Background

Participants were generally in their early or mid-twenties, but ranged in age from 17 to 49 at the time they entered the college program. Since the sites included in the study were all institutions





TABLE XIX

## SOCIAL BACKGROUND CHARACTERISTICS OF PARTICIPANTS

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland (N=51)	Minn. (N=50)	N.Mex. (N=50)	Oregon (N=75)	Penn. (N=56)	Lompoc (N=49)	Illinois (N=41)	Texas (N=46)
<u>Age When Entered Inside Program</u>								
Median:	19	22	25	28	23	22	26	26
Range:	17-25	19-29	19-43	20-45	18-39	18-27	18-46	18-49
<u>Sex</u>								
Male	100%	100%	94%	92%	100%	100%	100%	100%
Female	0%	0%	6%	8%	0%	0%	0%	0%
<u>Ethnic Background</u>								
White	80% (68%) <sup>1</sup>	86% (76%) <sup>1</sup>	56% (37%) <sup>1</sup>	83% (84%) <sup>1</sup>	50% (69%) <sup>1</sup>	76% **2	46% (63%) <sup>1</sup>	85% (42%) <sup>1</sup>
Black	16%	8%	6%	15%	50%	20%	49%	9%
Hispano	0%	0%	34%	3%	0%	0%	2%	6%
(Other)	4%	6%	4%	0%	0%	4%	2%	0%
<u>Social Class</u>								
Lower	10%	8%	36%	25%	25%	10%	44%	46%
Working	53%	58%	38%	55%	46%	31%	32%	44%
Lower Middle	26%	28%	20%	19%	23%	39%	12%	4%
Upper Middle	12%	6%	6%	1%	5%	20%	12%	6%

<sup>1</sup>Percentage of whites in general inmate population

<sup>2</sup>Information not available (Percentage of whites in general inmate population)

for male offenders, very few females were included among the participants. The only programs having any female participants were New Mexico and Oregon, each of which is located in a prison which is in close proximity to a correctional facility for women. The few female participants (six percent in the New Mexico sample and eight percent in Oregon) did not attend college classes within the program while in prison but received support to continue their college education following release.

Minority group members were under-represented compared to their proportional representation in the general prison population in Ashland, Minnesota, New Mexico, and particularly Texas. Although proportionately under-represented in New Mexico, minority group members nevertheless formed a substantial portion of the participant group (about 44 percent). In contrast, Pennsylvania and Illinois each had a larger proportion of minorities in the college program than in the general prison population. Regardless of ethnicity, participants came primarily from either lower or working class backgrounds as is typical of prison inmate populations. New Mexico, Illinois, and Texas had the highest proportions of persons from lower class backgrounds (from 36 to 46 percent).

## 2. Criminal Record

The majority of participants in all programs had had more than one prior arrest, although in Ashland, Minnesota, New Mexico, Pennsylvania, and Lompoc fewer than 50 percent had had any prior felony convictions (see Table XX). Only in Oregon, Illinois, and Texas, had a substantial percentage of persons had more than one prior

felony conviction. Note that persons in these three programs also tended to be somewhat older than those in other programs (Table XIX) and to serve more time before release from prison.

3. Educational Background

In order to enroll in any of the college level programs, participants must first have received a high school diploma or equivalent certificate. As may be seen in Table XXI, a substantial number of participants completed this requirement only after participation in lower level educational programs offered by the prison. The percentage of persons who had not yet completed high school at the beginning of their sentences varied from lows of 22-26 percent in Illinois, Minnesota, and Lompoc to highs of 58-66 percent in Texas, Ashland, and New Mexico. Even with the high school requirement satisfied, special college preparatory classes were necessary for a number of students, particularly in the Ashland and New Mexico programs, before enrolling in college level classes. These classes were provided as a part of the college program at NewGate sites, although students did not receive college credit for their participation.

Although the minimum requirement for entrance was completion of high school, some participants at each site had attended college before entering prison, a few having previously completed two or more years of college. Overall about 20 percent of the participants had previously had some education beyond high school, ranging from ten percent in Ashland to 32 percent in Illinois. Illinois had proportionately the most persons (12 percent) with two or more years of college completed before entering the prison college program.

TABLE XX

CRIMINAL RECORDS OF PARTICIPANTS

	<u>NEWGATE PROGRAM SITES</u>					<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u> (N=51)	<u>Minn.</u> (N=50)	<u>N.Mex.</u> (N=50)	<u>Oregon</u> (N=75)	<u>Penn.</u> (N=56)	<u>Lompoc</u> (N=49)	<u>Illinois</u> (N=41)	<u>Texas</u> (N=46)
<u>Prior Arrests</u>								
None	24%	10%	22%	8%	38%	33%	34%	0%
One	14%	12%	4%	3%	18%	16%	5%	3%
More than one	62%	78%	74%	89%	45%	51%	61%	97%
<u>Prior Felony Convictions</u>								
None	80%	56%	66%	24%	70%	82%	49%	13%
One	18%	32%	26%	15%	14%	10%	17%	38%
More than one	2%	12%	8%	61%	16%	8%	34%	49%
<u>Time Served This Sentence</u>								
Median (years):	1.4	2.0	1.8	2.8	2.4	1.8	2.6	3.2
Range:	0.7- 2.9	1.0- 5.8	0.3- 20.8	0.4- 13.0	0.7 7.5	0.9- 4.5	0.7- 10.9	1.6- 13.2

TABLE XXI

EDUCATIONAL PREPARATION OF PARTICIPANTS WHEN ENTERING PRISON

	<u>NEWGATE PROGRAM SITES</u>					<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u> (N=51)	<u>Minn.</u> (N=50)	<u>N.Mex.</u> (N=50)	<u>Oregon</u> (N=75)	<u>Penn.</u> (N=56)	<u>Lompoc</u> (N=46)	<u>Illinois</u> (N=41)	<u>Texas</u> (N=46)
<u>Education Completed Prior to</u>								
<u>This Commitment</u>								
Less than high school graduation	63%	26%	66%	37%	32%	26%	22%	58%
High school graduate	28%	52%	18%	46%	55%	45%	46%	20%
Some college ( 2 years)	10%	18%	10%	11%	9%	25%	20%	16%
Two or more years of college	0%	4%	6%	6%	4%	4%	12%	7%
 <u>Related Grade Level</u>								
Median:	9.5	10.8	9.2	10.6	10.6	11.5	* <sup>1</sup>	9.6
Range:	5.4- 12.4	8.6- 13.0	6.2- 12.6	5.5- 15.4	5.1- 13.0	5.3- 12.9	*	5.6- 12.0

<sup>1</sup>Information not available

The range in level of preparedness at the time of entry into prison is also indicated by the tested grade level of program participants which ranged from as low as 5.4 to as high as 15. Averaging between ninth and eleventh grade. Although tested ability is one measure of level of preparation, it should be kept in mind that these tests were administered during the stressful period following conviction, sentencing and initial entry into the prison setting and may therefore underestimate actual level of achievement.

One point which should be stressed is the comparability of the prior educational achievement of the program participants upon entering prison with that of the general inmate population when comparing averages for each group. Although many inmates may not be interested in pursuing a college education, it is not the case that only a small number are, or can become, educationally prepared to take advantage of such a program. At each site the mean educational level and tested grade level for the inmate population in general was comparable to that for program participants.

B. Educational Achievement While In Prison

As may be seen in Table XXII participants included in the study completed anywhere from three units (one course) to the equivalent of over two years of full-time study while in prison with 15 to 25 units being typical in most programs. These figures are somewhat higher than would be found if all persons who had participated in the program had been included in analysis. This is particularly true in the non-NewGate programs because of the nature of participation in these programs and the criteria used for inclusion in the study sample. As indicated above,





TABLE XXII

COLLEGE LEVEL EDUCATIONAL PROGRESS OF PARTICIPANTS WHILE IN PRISON

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland <sup>1</sup>	Minn.	N.Mex.	Oregon	Penn.	Lompoc	Illinois	Texas
<u>Number of Units Completed</u>								
Median:	19	25	10	29	17	18	24	21
Range:	6-49	11-70	3-32	5-75	4-56	7-54	11-76	12-64
N:	39 <sup>1</sup>	50	22 <sup>1</sup>	59 <sup>1</sup>	52 <sup>1</sup>	49	41	46
<u>Number of Years in Inside Program</u>								
Median:	0.8	0.9	0.6	1.0	1.3	1.1	1.5	1.2
Range:	0.2- 1.2	0.3- 1.5	0.2- 1.6	0.3- 3.8	0.3- 2.8	0.6- 2.4	0.8- 6.0	0.6- 3.0
N:	46 <sup>1</sup>	50	45 <sup>1</sup>	62 <sup>1</sup>	51 <sup>1</sup>	49	41	46
<u>Grade Point Average (College classes)</u>								
Median:	2.44	2.88	2.99	3.18	3.00	3.32	2.52	2.32
Range:	0.50- 4.00	1.51- 4.00	0.50- 4.00	0.50- 4.00	2.15- 4.00	1.00- 4.00	1.33- 4.00	1.00- 4.00
N:	38 <sup>1</sup>	50	11 <sup>1</sup>	56 <sup>1</sup>	52 <sup>1</sup>	41 <sup>1</sup>	41	46

<sup>1</sup>Information not available for some participants

the study sample was restricted to those persons who had completed the equivalent of 12 semester units or who had participated in both the inside and outside programs. The majority of NewGate program participants met both criteria because the programs were designated for full-time participation. Since the non-NewGate programs did not have formal outside programs, participants were only included if they had completed 12 units, except for a few exceptional cases. Most students in these programs, however, took only one or two classes altogether and thus did not meet the criteria for inclusion in the study sample. Note that, because they participated part-time, students in non-NewGate programs progressed at a slower rate and participated in a less intensive college-type experience than NewGate students even when considering only the extent of on-going class participation.

In the NewGate programs some participants who were included in the sample had not actually attended college classes in the inside program. In New Mexico, for example, 44 percent of those included in the sample participated only in college preparatory classes offered by the program but were released to attend college under the auspices of the outside program. Several persons in the NewGate programs in New Mexico (14 percent), Oregon (12 percent), and Pennsylvania (2 percent) were supported in the outside program, although they had not participated in any classes in the inside program. These persons had either had some college prior to entering prison or had taken college classes outside of the NewGate program while in prison and had been in contact with NewGate staff members prior to release.

The variability in the number of college level semester units completed while inside prison is due primarily to the differing lengths of time spent in the program which is in turn determined to a considerable extent by the length of a participant's sentence. For students who remain in the program more than one year or have had prior college classes, the number of units completed is somewhat dependent upon the range of classes offered by the program, although few participants in the study had actually been restricted by this potential limitation.

One standard measure of academic performance is a student's grade point average. Grades earned by program participants averaged in the C+ (2.25) to B+ (3.25) range (see Table XXII). Although students who did very poorly are likely to have dropped out before completing 12 units and thus not be included in these figures, it is clear that the majority of participants are able to perform well at the college level. This is no guarantee that instructors used the same standards in grading these students as they would those on a conventional college campus, but there is no evidence to indicate that the grading policies inside were any more or less lenient. In fact, instructors in Pennsylvania are explicitly directed to apply the same standards they use on campus so that student-inmates have an accurate assessment of how they can expect to perform when released. One item of indirect evidence as to the comparability of grading procedures inside and out is that the grades of persons continuing in college after release correlated significantly ( $p < .05$ ) with the grades they had received while in prison at all of the NewGate sites. The correlation coefficients were of the same magnitude (Kendall's tau = .34) in Lompoc and Texas, but were not statistically significant because of

the small sample sizes. Illinois was the only site where there was no such correlation.

All indications from observing the programs and looking at the records of participants as well as talking to instructors and persons who have been through the program are that the quality of college education received inside is generally average or above average in so far as both level of instruction and student performance are concerned.

Although the focus of this report is college education, we should keep in mind that many of the students who had completed college classes at the time of release had progressed from the status of high school dropout to successful college student during imprisonment. The progress of participants is remarkable given their backgrounds and level of preparation at the time they entered prison.

C. Post-Release Educational Achievement

A variety of measures were used in evaluating post-release academic achievement including achievement of participants' goals, college enrollment, number of semesters completed since release, grades achieved after release, and the total number of semesters completed before and after release. One difficulty in evaluating post-release performance was the number of factors influencing the extent of progress at the time of data collection. These factors include length of time since release, the timing of release relative to the scheduling of the academic year, and the number of units needed to complete a degree after release.

1. Educational Goals

Some students had entered the inside college program primarily as a

way of making use of their time in prison--an end in itself with no plans to continue in college after release. For others, participation represented entry into a system in which they would be able to find a better job after release and/or continue on to a college degree after release.

Earning a college degree was identified as being a very important reason for getting into the program by over 40 percent of the interviewed participants in Minnesota, New Mexico, and Pennsylvania, and by over 30 percent in Ashland, Oregon, and Texas. On the other hand, 42 percent of the participants in Ashland, Illinois, and Texas indicated that for them getting a college degree had not been an important reason for entering the college program. As would be expected, the same patterns of responses were given in indicating the importance of getting into college after release as a reason for entering the program.

The extent of post-release progress toward a degree for those persons indicating that getting a college degree was very important varies considerably between sites (see Table XXII). Among Texas participants 62 percent of those who had considered earning a degree very important did not attend college at all after release. This figure was less than 15 percent at all other sites except Lompoc where 25 percent did not attend. Comparing the percentages completing at least one semester after release, the participants in Illinois, Oregon, and Pennsylvania were most successful in progressing toward their goal of eventually obtaining a degree. The extent of progress was not measured beyond one semester in this particular analysis

TABLE XXIII

POST-RELEASE EDUCATIONAL PROGRESS OF THOSE PARTICIPANTS  
FOR WHOM EARNING A COLLEGE DEGREE WAS VERY IMPORTANT

<u>Post-release Education</u>	<u>NEWGATE PROGRAM SITES</u>					<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u>	<u>Minn.</u>	<u>N.Mex.</u>	<u>Oregon</u>	<u>Penn.</u>	<u>Lompoc</u>	<u>Illinois</u>	<u>Texas</u>
Did not attend	8%	6%	12%	9%	0%	25%	0%	62%
Dropped out before completing 15 units (one full semester)	46%	29%	47%	4%	24%	25%	0%	12%
Completed at least 15 units (one semester)	46%	65%	41%	87%	76%	50%	100%	26%
N <sup>1</sup> =	13	17	17	22	17	8	5	8

<sup>1</sup>Includes only those persons for whom earning a degree was very important

because of the bias introduced by differing lengths of time since release and hence differential opportunities for post-release achievement at the time data were collected. Time since release could not be adequately controlled for, given the small sample sizes.

The extent to which college education had become an important value to participants regardless of initial motivation for entering the program can be measured by whether or not they planned to continue in college after release. Their plans and actual behavior following release clearly differentiate between programs with respect to academic achievement following release. At the time of release from prison a majority of the participants in each program except Texas planned to attend college, most of them on a full-time basis (see Table XXIV). The percentage of persons planning to attend college was much higher among the NewGate participants (at least 90 percent) than among participants in other programs. One reason for the difference between NewGate and other participants is that the NewGate programs had clear channels for continuing education after release in terms of counseling, affiliations with outside universities, and provisions for financial support.

2. College Enrollment

Virtually all of those planning to attend college after release did actually enroll. Texas program participants were the only group in which a number of persons planning to attend college never enrolled (a drop from 44 percent planning to attend to 27 percent actually enrolling). This is undoubtedly in part because the Texas program provided the fewest channels for entering college after release. As

an example of the type of obstacles faced by Texas participants, at least one college located in Huntsville, the central location of the Texas Department of Corrections, will not admit an ex-convict to the school although the school has a heavy emphasis on penology and makes use of the facilities at Huntsville for purposes of on-the-job training and research in corrections. Another factor which differentiates the Texas participants from those at other sites is the high percentage of persons who are discharged directly from prison rather than being paroled to a supervising agency. Only 42 percent of the Texas participants left prison on parole compared to 80-90 percent in other programs. Thus the majority of the Texas participants did not have to answer to a parole agent if they did not follow through on plans to attend college, nor were they required to have formal plans formulated before release.

3. College Units Completed Since Release

Although most students planning to attend college did enroll, many dropped out during the first semester without completing any courses. This was particularly true in Ashland and New Mexico and, to a lesser extent, in Minnesota (see Table XXIV). Each of these programs had facilities for transition to an outside program but did not have the extensive study release program found in Oregon and Pennsylvania. The study release programs appear to affect the drop-out rates in two ways. On the one hand participants on study release usually completed at least one semester while on study release before being paroled. If dropping out were merely postponed until formal release, however, the drop-out rates in Oregon and Pennsylvania should catch



up with those of the other programs after completion of a semester. Since this was not the case (see Table XXIV), study release appears to be an effective means of easing the transition into an outside college program and reducing the post-release drop-out rate.

The rate of dropping out without completing any courses outside was lower in the non-NewGate programs than in any of the NewGate programs. This was in large measure due to the high drop-out rate in those programs prior to enrolling. Since the burden of gaining admission and enrolling was on the participants with little assistance from the program at the non-NewGate sites, those persons who were not strongly committed to continuing in college did not bother to enroll in the first place. The differences in drop-out rates between programs raises an interesting issue which will be discussed further in evaluating the relationship between program structure and post-release performance: particularly with reference to the cost-effectiveness of a program, is a little support better than none or is extensive support necessary in order to have a significant impact on performance and return on investment?

Comparing programs, the percentages of persons completing at least one semester or one year of college following release follow the same trend as for those completing one course, although the percentages decrease over time for each group. On the average those participants who enrolled in college from the Oregon, Pennsylvania, and Illinois programs completed more units since release than participants in other programs. The median numbers of units completed since release as presented in Table XXIV do not, however, take into account



TABLE XXIV

PLANNED AND ACTUAL CONTINUATION OF COLLEGE EDUCATION FOLLOWING RELEASE<sup>1</sup>

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland (N=41)	Minn. (N=40)	N.Max. (N=39)	Oregon (N=60)	Penn. (N=46)	Lompoc (N=33)	Illinois (N=31)	Texas (N=26)
<u>Planned to Attend College Upon Release</u>								
Full-time	85%	90%	92%	90%	98%	39%	52%	44%
Part-time	5%	0%	0%	5%	0%	21%	3%	0%
<u>Percentage of students actually enrolling</u>	88%	92%	90%	95%	98%	48%	58%	27%
<u>Percentage completing at least one course after release<sup>2</sup></u>	54%	70%	51%	85%	88%	42%	52%	27%
<u>Percentage completing at least one semester after release (15 units)<sup>2</sup></u>	29%	50%	33%	72%	76%	31%	36%	12%
<u>Percentage completing at least one year after release (30 units)<sup>2</sup></u>	15%	24%	24%	63%	54%	21%	26%	12%

<sup>1</sup>Information available only for interviewed sample at each site<sup>2</sup>Base number for percentage excludes those still in school who had not yet reached this stage

TABLE XXIV (Continued)

PLANNED AND ACTUAL CONTINUATION OF COLLEGE EDUCATION FOLLOWING RELEASE

	<u>NEWGATE PROGRAM SITES</u>					<u>OTHER PROGRAM SITES</u>		
	<u>Ashland</u>	<u>Minn.</u>	<u>N.Mex.</u>	<u>Oregon</u>	<u>Penn.</u>	<u>Lomboc</u>	<u>Illinois</u>	<u>Texas</u>
<u>Number of college units completed by those who enrolled after release</u>								
Median:	10	14	6	30	24	18	32	12
Range:	0-65	0-99	0-95	0-138	0-99	0-90	0-74	3-70
<u>Grade point average of those completing some college work (on a 4-point scale)</u> <sup>2</sup>	2.48	2.96	2.78	3.00	2.75	3.07	2.88	2.90
Median:	2.48	2.96	2.78	3.00	2.75	3.07	2.88	2.90
Range:	1.00-3.92	2.00-3.74	1.00-4.00	2.00-3.80	1.25-3.83	2.00-4.00	2.00-3.84	1.20-4.00
N: <sup>3</sup>	36	37	35	57	45	16	18	7

<sup>2</sup>For classes completed since release

<sup>3</sup>Number of interviewed participants from each site who had completed some college work since release

differences in length of time since release. In order to give some further idea of the progress of participants in each program since release, data are presented separately for those who were still enrolled at the time of contact (Table XXV) and those who had dropped out of school by that time (Table XXVI). The percentage of persons still enrolled at the time of contact varied from lows of eight percent in Texas and ten percent in Ashland to a high of 54 percent in Pennsylvania. At least one-third of the participants interviewed were still enrolled in Minnesota, Oregon, and Lompoc. Although some students still enrolled had yet to complete a full semester, the majority had completed at least one year of college since release except in Minnesota. In Minnesota the drop-out rate was much higher for the first group of participants enrolled in the program and has since leveled off. After the data had been collected it was discovered that a disproportionate number of the early participants had by chance been included in the randomly selected sample from Minnesota. As a result, the post-release achievement of Minnesota participants is probably greater than the data from this study indicate.

#### 4. Level of Performance Following Release

Including all participants who completed at least one course following release, the median grade point average ranged from 2.48 (C+) for Ashland participants to 3.07 (B+) for Lompoc participants. Most released participants who had completed some college had maintained grade point averages of at least 2.00, with the median for those still enrolled being 3.00, and that for those having left school

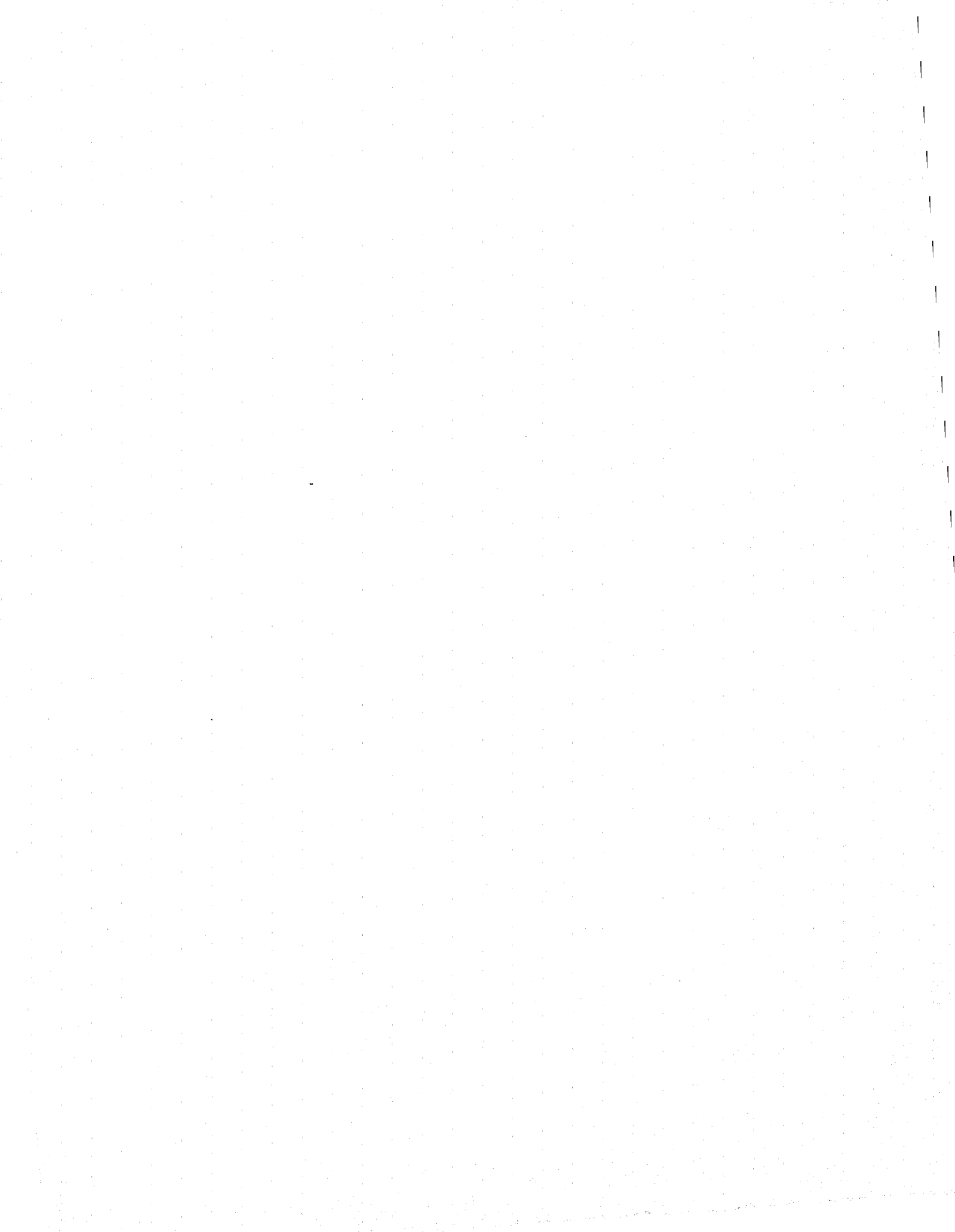


TABLE XXV

## POST-RELEASE EDUCATIONAL PROGRESS OF PARTICIPANTS STILL ENROLLED IN COLLEGE

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland	Minn.	N. Mex	Oregon	Penn.	Lompoc	Illinois	Texas
<u>Semesters completed</u> <sup>1</sup>								
Less than one (0-14 units)	0%	10%	0%	13%	9%	3%	10%	0%
One semester (15-29 units)	2%	18%	5%	3%	11%	12%	3%	0%
Two or more semesters (30 units) <sup>2</sup>	7%	12%	13%	34%	39%	18%	23%	8%
<u>Semester units completed</u>								
Median:	36	20	40	38	40	48	62	- <sup>3</sup>
Range:	21-65	5-99	17-95	0-113	10-99	12-90	29-74	52-70
N:	4	16	7	26	26	11	8	2

<sup>1</sup> Percentages based on total interviewed participant sample size at each site

<sup>2</sup> Including those who have completed B.A. degrees

<sup>3</sup> Median not computed due to small sample size (N=2)

TABLE XXVI

POST-RELEASE EDUCATIONAL PROGRESS OF PARTICIPANTS NOT (STILL) IN COLLEGE

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland	Minn.	N.Mex.	Oregon	Penn.	Lomond	Illinois	Texas
<u>Semesters completed</u> <sup>1</sup>								
None - did not attend	12%	8%	10%	5%	2%	52%	42%	73%
Less than one (0-14 units)	59%	38%	56%	20%	20%	15%	16%	15%
One semester (15-29 units)	12%	10%	5%	7%	15%	0%	6%	0%
Two or more semesters (30 units) <sup>2</sup>	7%	5%	10%	18%	4%	0%	0%	4%
<u>Semester units completed</u> <sup>3</sup>								
Median:	6	8	0	22	14	4	16	12
Range:	0-56	0-57	0-45	0-138	0-53	0-11	0-57	3-31
N:	32	21	28	31	19	5	10	5

<sup>1</sup> Percentages based on total interviewed participant sample size at each site

<sup>2</sup> Not including those who left after completing B.A. degrees

<sup>3</sup> Includes only those who enrolled in school after release



TABLE XXVII

PERCENTAGE OF PARTICIPANTS RECEIVING HONORS AND DEGREES SINCE RELEASE<sup>1</sup>

	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
	Ashland	Minn.	N.Mex.	Oregon	Penn.	Lampoc	Illinois	Texas
<u>Percentage of persons attending school after release who have received honors</u>	11%	27%	11%	18%	16%	25%	11%	29%
<u>Percent of all participants who have received degrees since release</u>								
A.A. degree	0%	20%	3%	2%	2%	3%	0%	0%
B.A. degree	0%	2%	5%	1%	11%	0%	16%	4%
M.A. degree	0%	0%	0%	5%	0%	0%	0%	0%

<sup>1</sup> Information available only for interviewed sample at each site

being 2.50. In most colleges a C grade (2.00) is considered average performance. Considering the fact that the median grades were computed including participants who dropped out of college because of poor performance, the grades earned by participants as a group indicate that they were well prepared at the time of release to continue successful academic progress. As a further indication of accomplishment, from 11 to 20 percent of the participants in these programs who attended college after release made the honor roll at their respective colleges for their post-release performance (see Table XXVII).

Although most participants had not yet been released long enough to complete the number of units required for a degree, this is clearly a realistic goal for some. In Oregon, where participants had been released for the longest periods of time, 15 percent had received a Bachelor's Degree since release, five percent a Master's Degree. An additional 33 percent of the released participant sample in Oregon were still enrolled, some of whom will undoubtedly also complete a degree.

D. Overall Academic Achievement

Most important in terms of the impact on the individual's future career is the total progress toward a degree. Based on the past records of participants, the projected percentage of students completing a given number of semesters was computed. These percentages are graphed for all sites in Figures 2 and 3, and presented numerically in Table XXVIII. The projected achievement rates for each site individually compared to the mean projected percentage for all programs combined are presented in Figures 4a through 4h. These graphs and the percentages in Table XXVIII

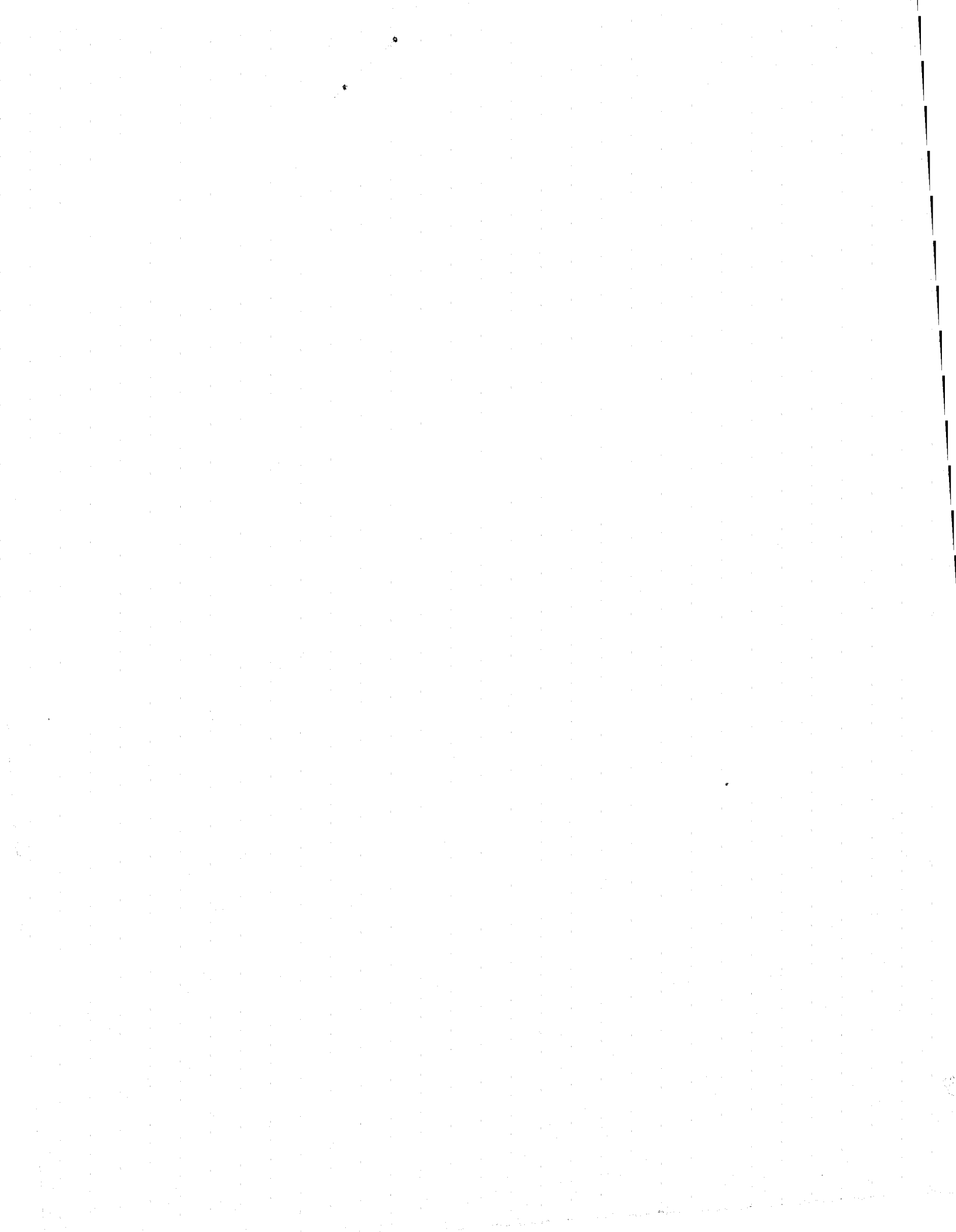


TABLE XXVIII  
PROJECTED ACADEMIC ACHIEVEMENT OF PARTICIPANTS<sup>1</sup>

Number of Semesters	Corresponding Number of Units	NEWGATE PROGRAM SITES					OTHER PROGRAM SITES		
		Ashland	Minn.	N.Mex.	Oregon	Penn.	Lompoc	Illinois	Texas
1	15	71 (68) <sup>2</sup>	98 (97)	56 (48)	95 (94)	89 (92)	79 (68)	94 (91)	96 (95)
2	30	34 (27)	78 (74)	41 (30)	85 (86)	80 (81)	58 (36)	71 (59)	50 (32)
3	45	24 (16)	56 (48)	33 (21)	80 (79)	63 (60)	37 (26)	58 (50)	27 (10)
4 (A.A.)	60	11 ( 8)	43 (36)	30 (18)	70 (67)	60 (57)	28 (13)	48 (34)	15 ( 0)
5	75	7 ( 4)	36 (24)	20 ( 9)	56 (50)	52 (46)	28 (--)	48 (34)	15 ( 0)
6	90	7 (--)	25 (--)	14 ( 5)	56 (50)	47 (37)	28 (--)	35 (26)	8 ( 0)
7	105	7 (--)	17 (--)	14 (--)	45 (43)	47 (37)	28 (--)	26 (17)	8 ( 0)
8 (B.A.)	120	-- <sup>3</sup> (--)	17 (--)	14 (--)	45 (43)	47 (37)	28 (--)	26 (17)	8 ( 0)

<sup>1</sup>Percentage of participants projected to complete given numbers of semesters based on data from interview sample (pre- and post-release)

<sup>2</sup>Number in parentheses is projected percentage excluding those who had attended college prior to entering prison

<sup>3</sup>Insufficient data available to compute a projected percentage

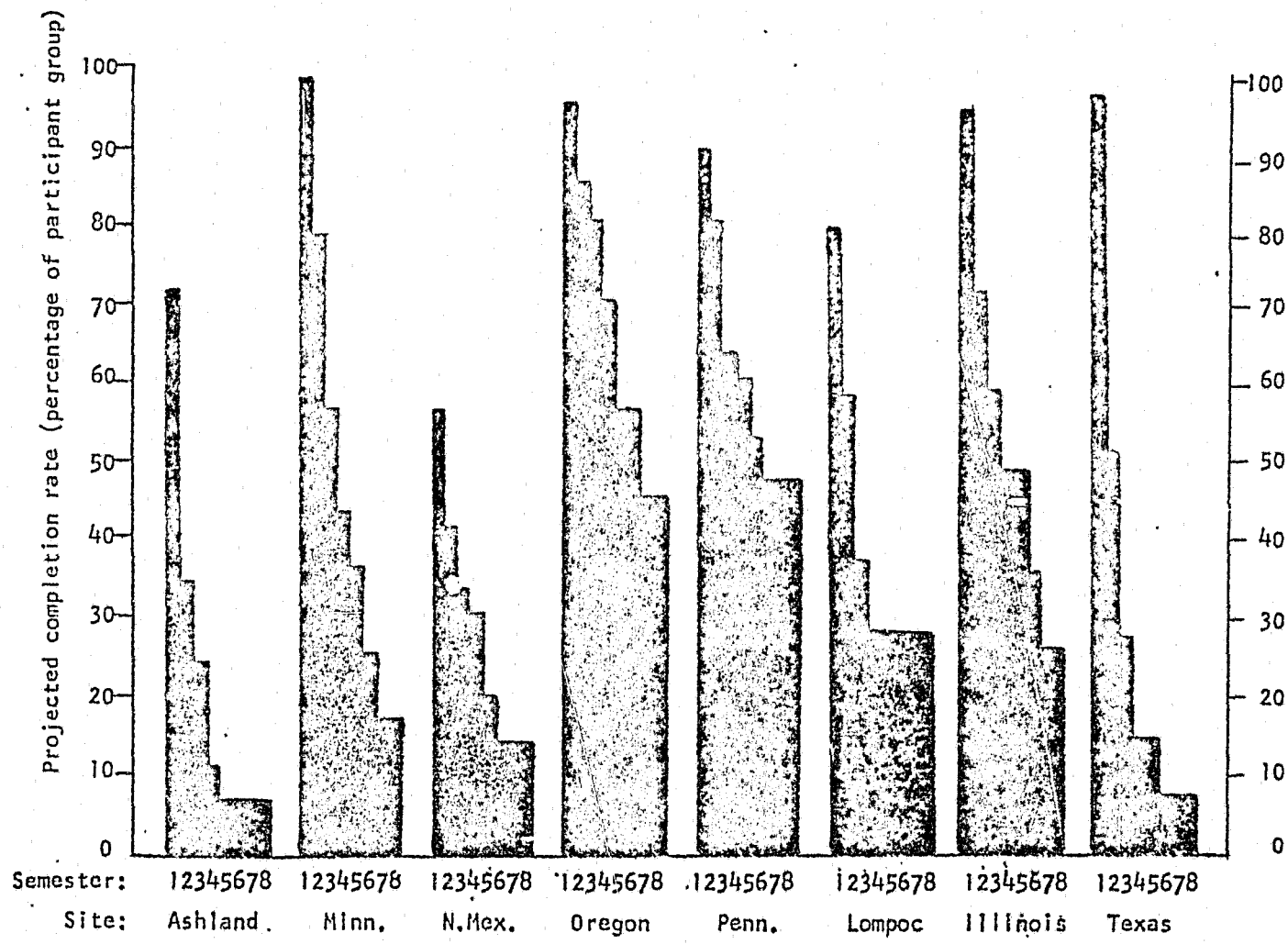


Fig. 2: Projected academic achievement of released participants at each site

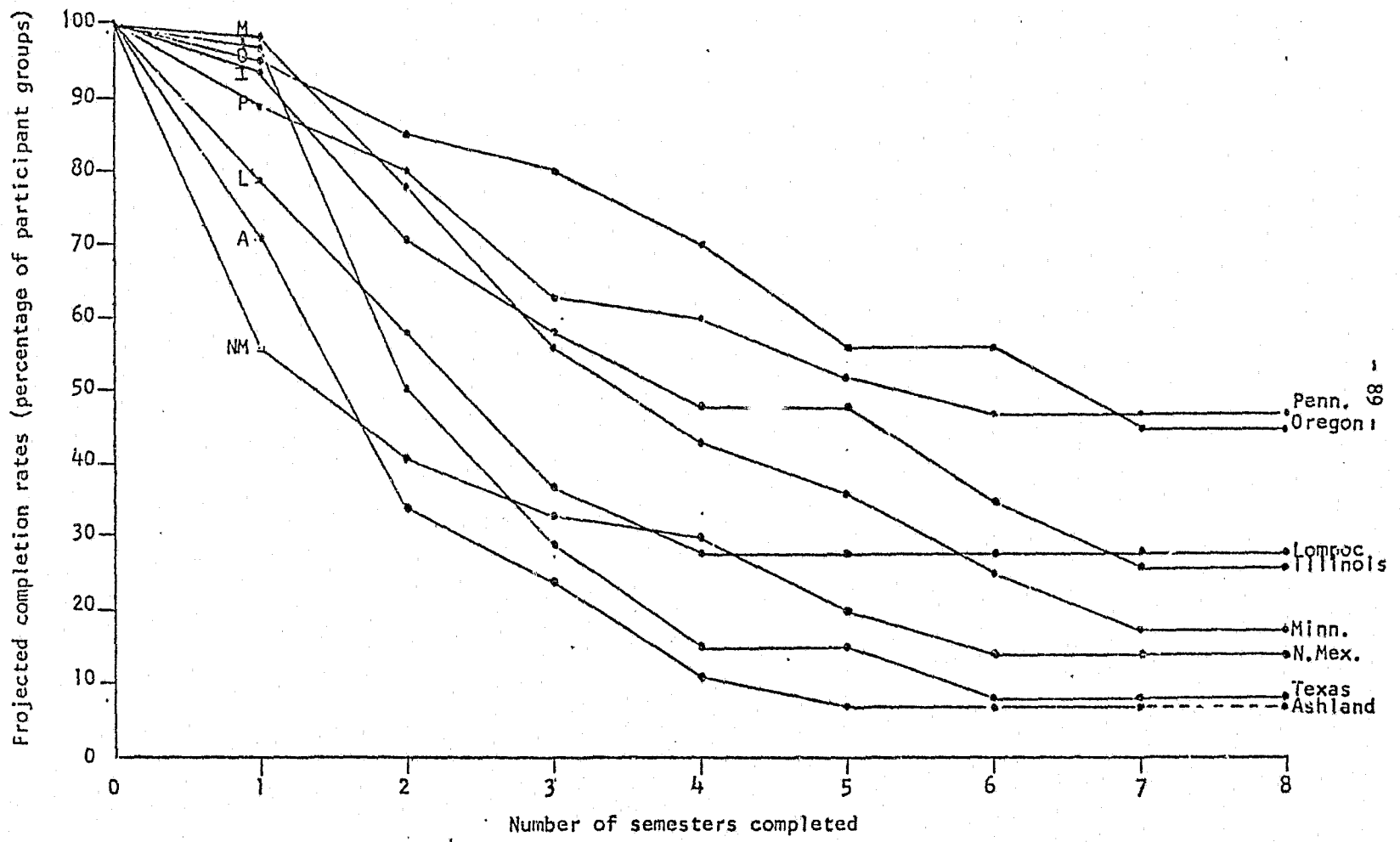


Fig. 3; Projected academic achievement of released participants at each site

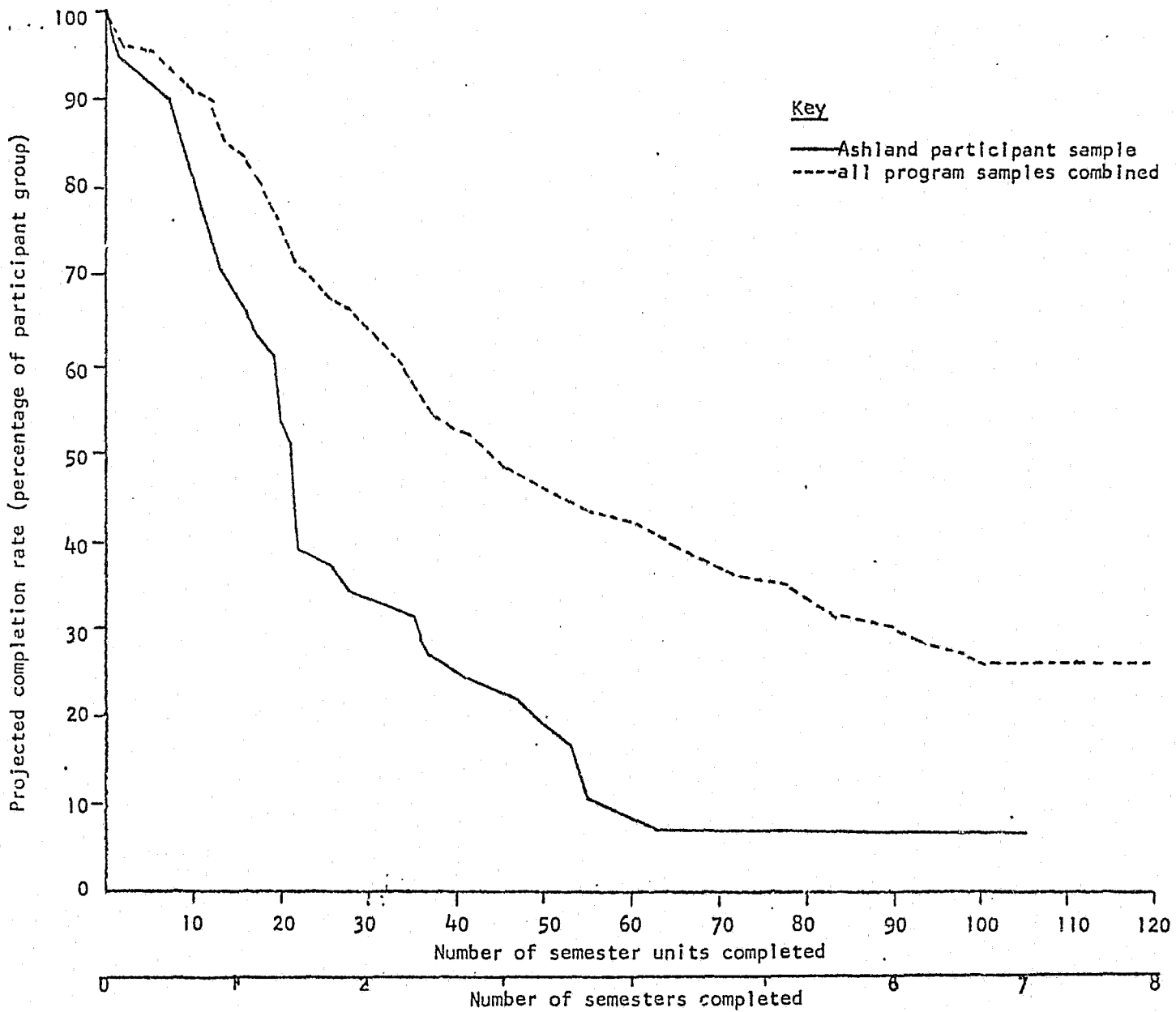


Fig. 4a: Projected academic achievement of released participants:  
Ashland

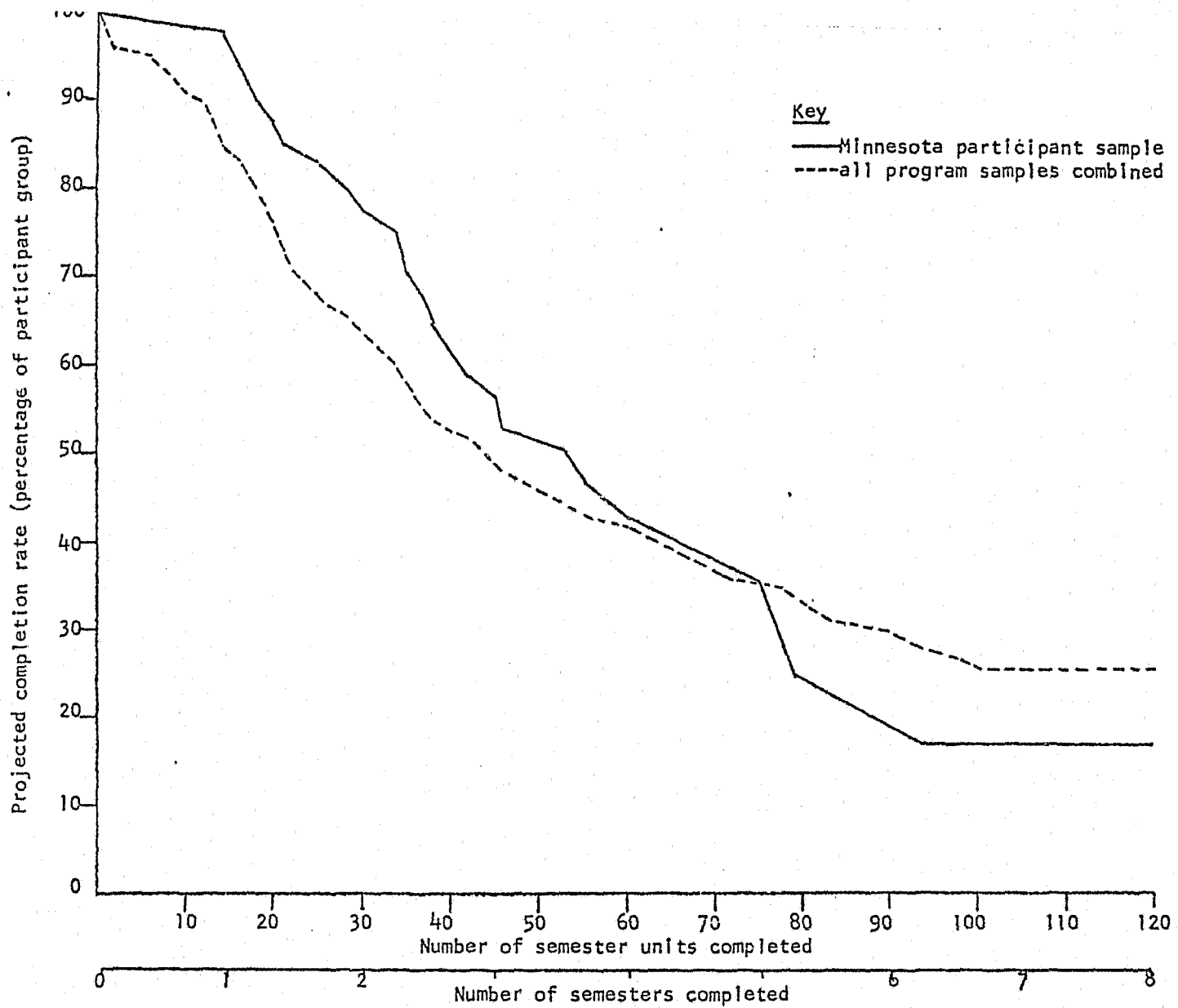


Fig. 4b: Projected academic achievement of released participants:  
Minnesota



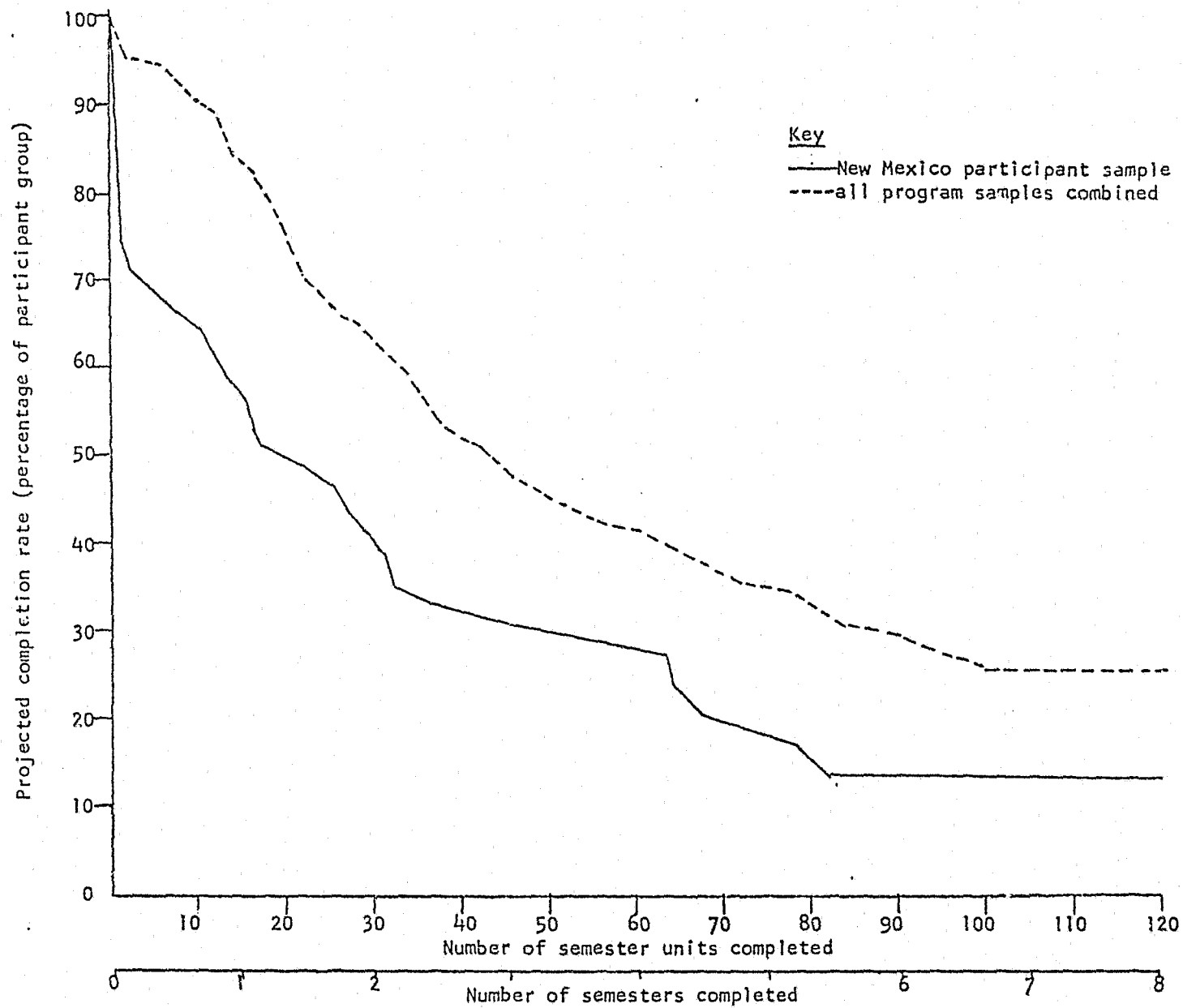


Fig. 4c: Projected academic achievement of released participants:  
New Mexico

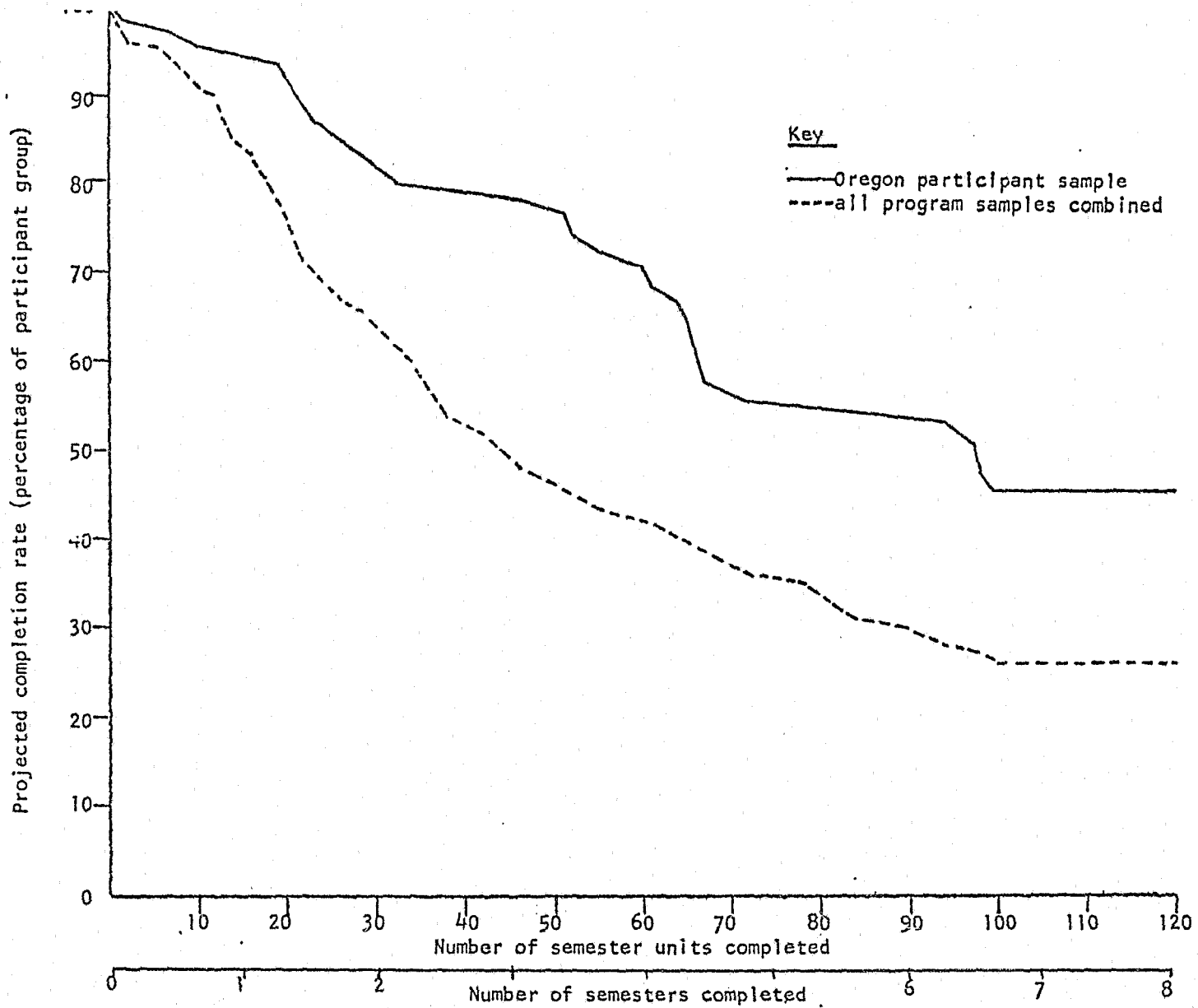


Fig. 4d: Projected academic achievement of released participants:  
Oregon

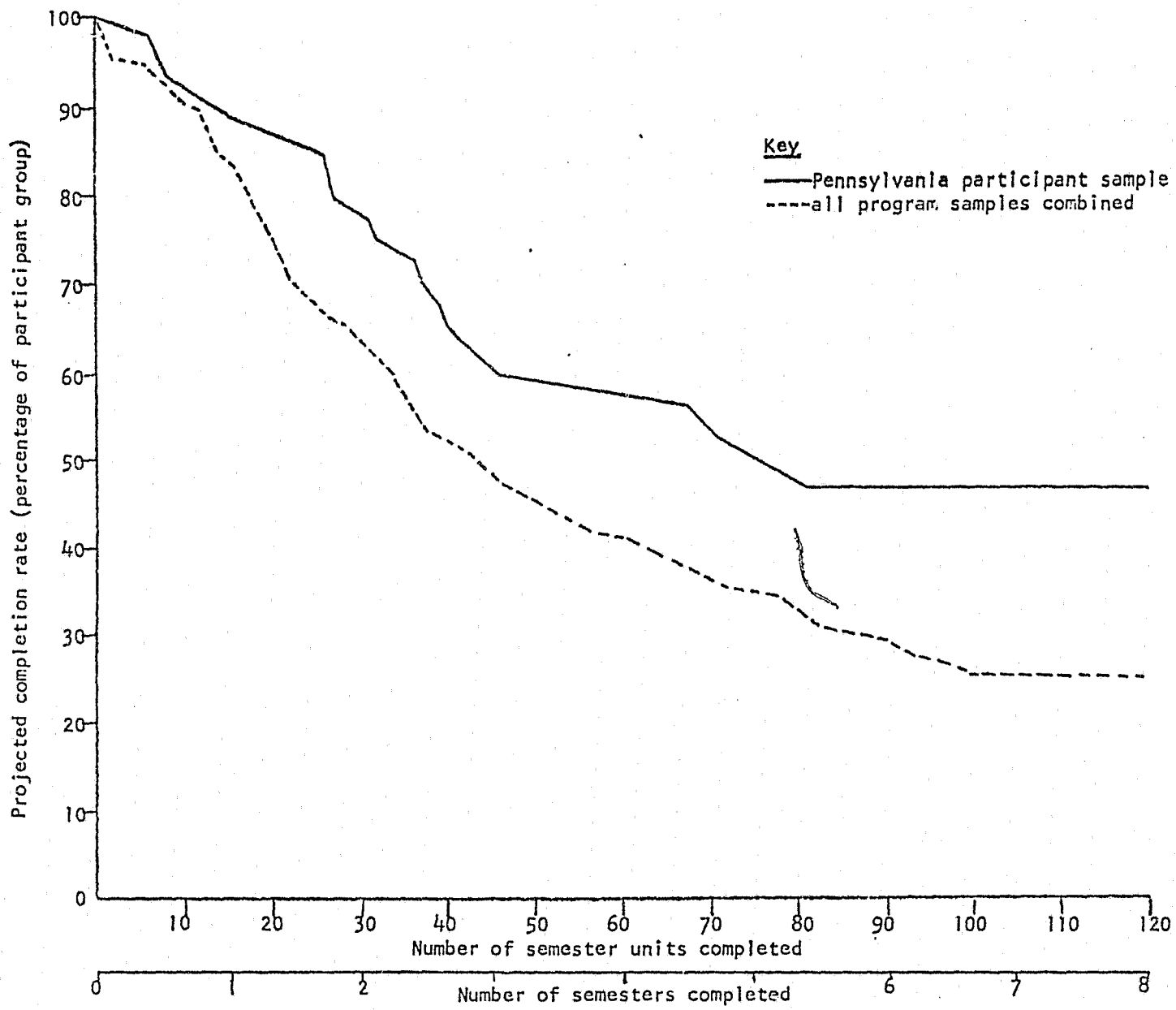


Fig. 4e: Projected academic achievement of released participants:  
Pennsylvania

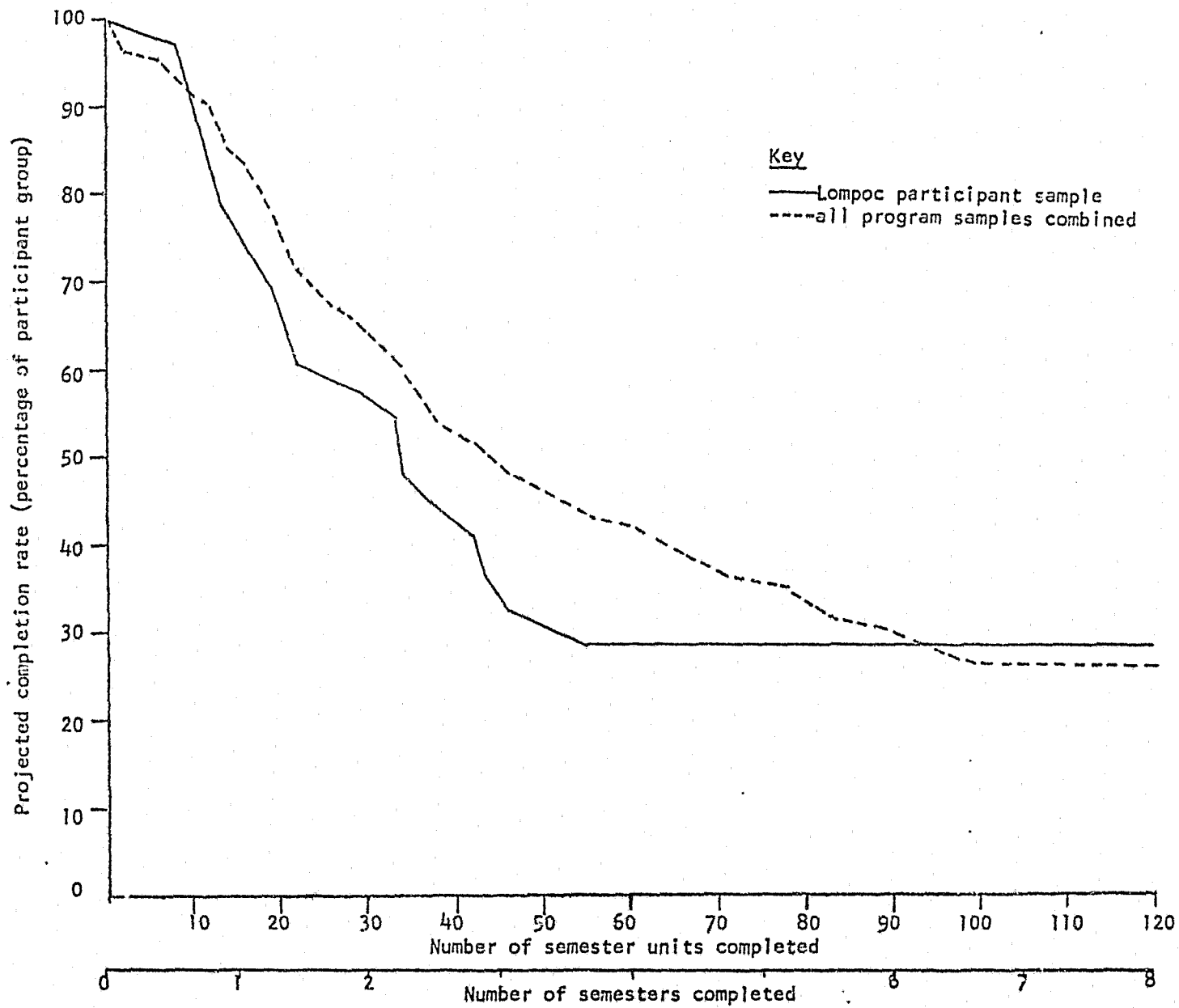


Fig. 4f: Projected academic achievement of released participants:  
Lompoc

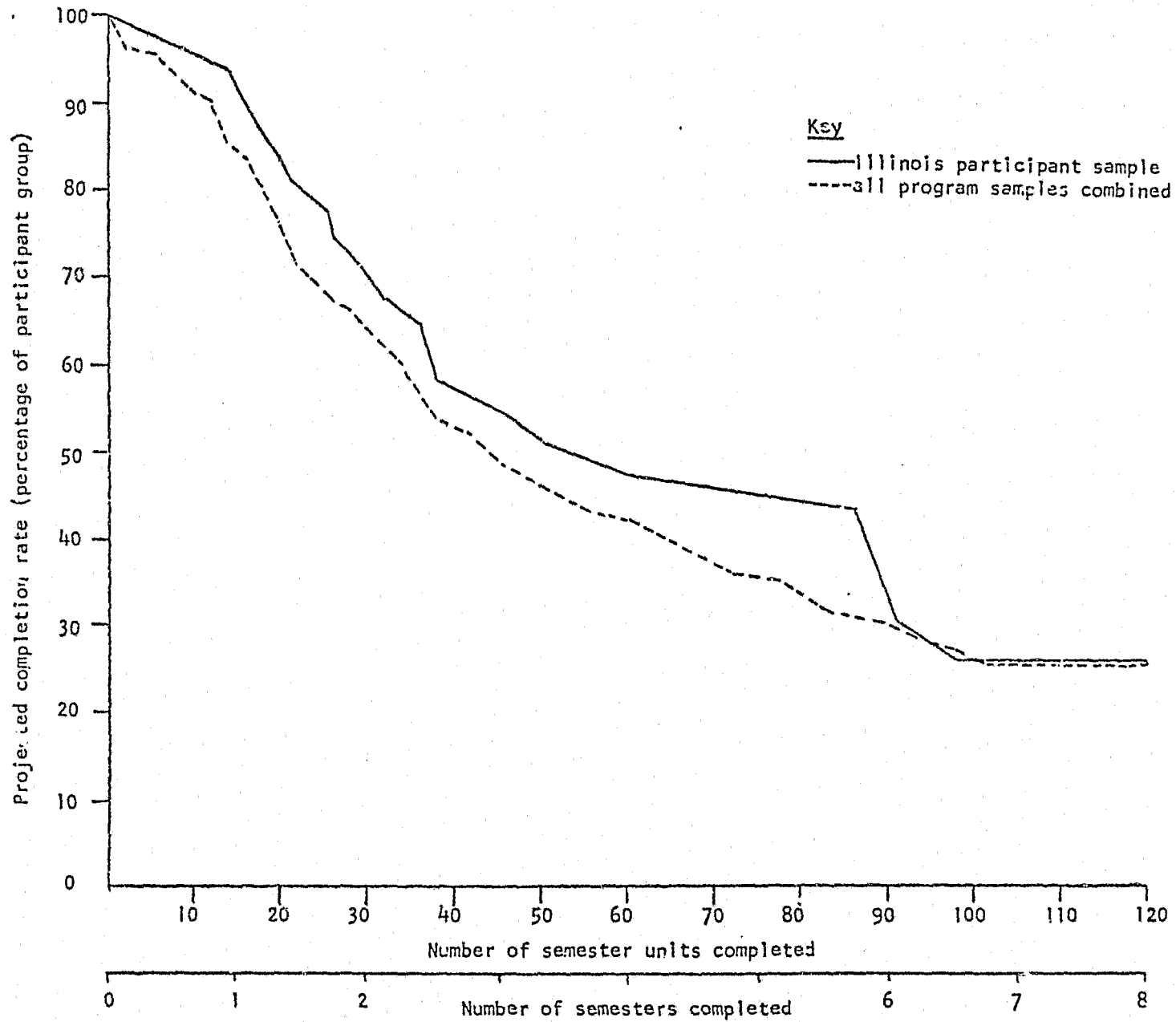


Fig. 4g: Projected academic achievement of released participants:  
Illinois

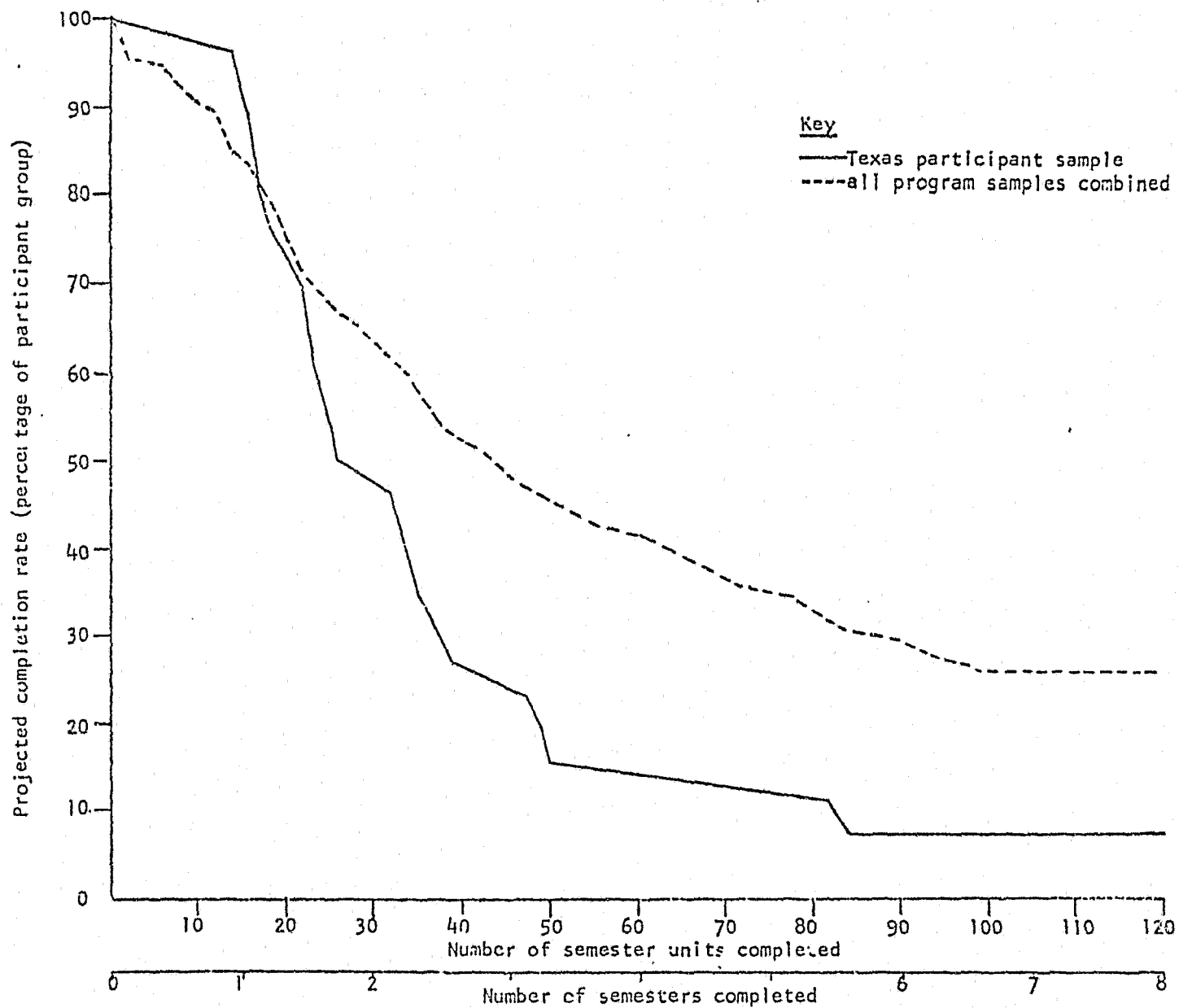


Fig. 4h: Projected academic achievement of released participants:  
Texas

take into account college classes completed before, during, and after imprisonment. Also included in Table XXVIII are the projected completion rates excluding those persons who had attended college prior to imprisonment. This second set of percentages is included in order to control for the advantage gained by some programs which admit a relatively high percentage of persons who have already had some college before entering prison.

It is clear from these projections that Oregon and Pennsylvania had the highest success rates in terms of long range academic achievement of participants regardless of whether or not they had had previous college experience. If students continue their education at the same rate as in the past, about 45 percent of Oregon and Pennsylvania participants will receive Bachelor's Degrees. Twenty-six to 28 percent of the participants in Lompoc and Illinois are likely to complete degrees, with lesser percentages continuing to completion at other sites.

Regardless of the post-release measure used to determine academic achievement, the most successful programs clearly were Pennsylvania and Oregon, followed by Illinois. The least successful were Ashland, New Mexico, and Texas. The achievement rates were undoubtedly somewhat higher for the participants included in the sample than for all persons who had participated in the programs. As indicated earlier this was in part due to the selection criteria used in drawing the original samples. Since post-release information was obtained for only a sub-sample at each site (by design) an additional element of bias was introduced. Those participants from each site who were attending college were generally among the easiest to locate at all sites because they were most likely to have

maintained contact with persons in the inside program and to have remained visible in the community. The possible bias thereby introduced was undoubtedly greater for the non-NewGate programs where it was impossible to locate the full complement of 40 released participants for personal interviews called for in the study design.

E. Program Impact on Educational Achievement of Participants

An in-prison college program may be set up to attract persons who would not otherwise attend college as a means of increasing their chances for success after release and/or it may be set up to provide classes for persons who might be expected to pursue opportunities for college enrollment after release even if the program did not exist. The NewGate and non-NewGate programs clearly differed in this area in terms of both intent and results. Although none of the programs would exclude a person from the program because he had had previous college experience, the NewGate programs made more effort to attract participants from a variety of backgrounds and to provide compensatory programs for those who were less prepared to pursue a college education than did the non-NewGate programs which depended on the inmate taking the initiative in seeking out information about the program.

One measure of the extent to which the college program serves the more socially disadvantaged participant is the relationship of social class background to academic achievement in each of the programs. One of the consistent findings in research in higher education is that persons from lower and working class families are less likely to attend college and more likely to drop out (particularly during the first semester) if they do attend than those from middle and upper class families (Sewell,



1964; Tinto and Cullen, 1973). Interestingly enough the correlations between both social class and father's education and number of units completed for those who enrolled in college were not significant in this study at any site except Texas. If, however, we consider not only the length of time a person remains in school but also whether or not an individual enrolls after release in the first place, some clear differences emerge as indicated in Table XXIX. Social class background made little difference in the NewGate programs, particularly in Oregon and Pennsylvania. This is clearly not the case, however, in the non-NewGate programs. In these programs the students from middle and upper-middle class backgrounds are the most likely to continue in college after release. This is the group who would have been most likely to go on to college in any case.

There are a number of characteristics differentiating the NewGate programs from the other programs which might account for this: the greater stimulation and support in the inside programs, assistance in academic counseling, both before and after release, and assistance in cutting through the red tape involved in both gaining admission to an unfamiliar college or university and securing financial assistance to attend college. The non-NewGate program which had a relatively high rate of post-release academic achievement was Illinois which, relative to the other non-NewGate programs, had the most extensive provisions for admission and financial aid, although they were not a formalized part of the prison educational program. Although participation in college classes while in prison may prepare a person academically for continuing in college, this alone is not enough for many students, particularly for those from more disadvantaged backgrounds.



TABLE XXIX  
ACADEMIC ACHIEVEMENT SINCE RELEASE  
BY SOCIAL CLASS BACKGROUND AND LEVEL OF EDUCATION BEFORE ENTERING PRISON<sup>1</sup>

	NEWGATE PROGRAM SITES										OTHER PROGRAM SITES					
	Asiland		Minn.		N.Mex.		Oregon		Penn.		Lompoc		Illinois		Texas	
<u>By Social Class</u>																
Social Class: <sup>2</sup>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
None- did not enroll	12%	12%	7%	8%	7%	20%	4%	7%	0%	7%	79%	32%	48%	25%	75%	50%
Less than one semester	58%	59%	41%	31%	62%	40%	24%	14%	19%	21%	0%	26%	17%	12%	17%	0%
One or more semesters	29%	29%	52%	61%	31%	40%	72%	79%	81%	71%	21%	42%	35%	62%	8%	50%
N =	24	17	27	13	29	10	46	14	32	14	14	19	23	8	24	2
<u>By Level of Education</u>																
Prior Education: <sup>3</sup>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
None - did not enroll	14%	0%	9%	0%	12%	0%	4%	9%	3%	0%	59%	36%	50%	22%	78%	57%
Less than one semester	62%	25%	42%	22%	61%	33%	22%	18%	20%	14%	18%	9%	9%	33%	22%	0%
One or more semesters	24%	75%	48%	78%	27%	67%	73%	73%	77%	86%	23%	54%	41%	44%	0%	43%
N =	37	4	31	9	33	6	49	11	39	7	22	11	22	9	18	7

<sup>1</sup> Information available only for interviewed participant samples

<sup>2</sup> Social class breakdown: "low" = lower or working class; "high" = lower middle or upper middle class

<sup>3</sup> Prior education breakdown: "low" = high school education or less; "high" = some college classes

Generally speaking, those students who had had some college prior to entering the inside program progressed further after release than did those who had only a high school education or less. The only programs in which participants' post-release performance was not strongly related to the extent of pre-prison education are Oregon, Pennsylvania, and Illinois. As with social class, the reasons for this differentiation would appear to be the extent of post-release support provided.

## V. POST-RELEASE SUCCESS AND PROGRAM QUALITY

The preceding discussions of program quality and of post-release performance of participants leaves unanswered the question of the relationship between the various program components and success of participants. In the 1973 report, the eight college programs were rated on the variables of challenge, support and space. These ratings were based primarily on the quality of the programs at the time of the evaluation. Several programs, most notably those in Pennsylvania, Oregon and Ashland, had changed significantly over time. In analyzing the post-prison careers of released participants, it became clear that analysis of the relationship between program quality and outcome for participants necessitated compiling evaluations of the programs as they existed when the released participants had been in the programs. In this subsequent analysis, we have specified a more detailed set of variables and then evaluated the programs on each of them for the time period covered by the experiences of the released participants.

### A. Measures of Quality of Program Characteristics

Based on our experience with the programs, the following variables were identified as important measures of program quality:

1. Quality of entering students: This measures the preparedness, academic ability, motivation and other qualities which are related to the academic achievement potential of the students when they entered the program.
2. Quality of instruction in the inside program: This variable is related to those aspects of the instruction, such as capabilities of the instructors, teaching techniques and facilities, which increase the

quality of the educational experience.

3. Quality of inside program staff: This dimension is a measure of the staff's ability to coordinate activities in the program, and between the program and the prison, and to lead, counsel and motivate the participants.
4. Quality of therapy available to the inside program participants: This item measures the availability, intensity, regularity, and appropriateness of the therapy routines in which the participants were engaged.
5. The adaptability of the inside program to students' academic needs: This measures the degree to which the college programs could administer to the range of academic needs, interests, and capabilities of the students.
6. Quality of academic counseling in the inside program: This variable is intended to indicate the quality of all forms of counseling other than "psychological" counseling. This includes career, academic and vocational counseling.
7. The degree to which a college atmosphere was approximated in the inside program: This measures the complex of routines, characteristics and resources - such as availability of books, outside speakers, academic journals, library resources, free time, and comfortable lounging areas-- which typically exist in the outside college context.
8. The degree to which the students learned from each other: This measures the amount of classroom participation, seminars and peer tutoring which the students themselves initiated and practiced.

9. The degree of integration of the program into the prison: This refers to the absence of conflict between program staff and participants on one side and the prison staff and administration on the other.
10. Amount of positive impact of the program on the prison: This variable measures the degree to which the existence of the program improved the prison routine, the attitudes and motivation of the general prisoner population, and the quality of service delivery in the prison as a whole.
11. Amount and quality of feedback from outside to the inside program: This variable indicates how much valid information about the outside program and the progress of released participants regularly flowed from persons attached to the outside program to participants on the inside.
12. Quality of pre-release orientation: This measure is directed at the adequacy of the total range of activities and resources designed to prepare the participant for the transition to the outside program.
13. Strength of affiliation between the outside sponsoring university and the inside program: This is intended to measure the extent of interest, resources, advocacy and help that the outside sponsoring institution provided to the inside programs.
14. Quality of the outside sponsoring university: This measure is aimed at the quality of the sponsoring university as a university. This includes the quality of its academic offerings, its professors, its library, its physical facilities, its location and its prestige in the academic world. For those programs which did not have a sponsoring

university, the university to which most participants were released was evaluated.

15. Quality of outside program staff: As in the case of the quality of the inside staff, this measures the staff's ability to coordinate the activities and to lead, counsel, and motivate the released participants.
16. Strength of the affiliation between the outside sponsoring university and the outside program: This is intended to measure the university's support for, and concrete involvement with, the outside program.
17. Quality of financial supportive services available to outside participants: This measures the amount of financial support provided through the program and the efficiency, ease and convenience of its delivery.
18. Quality of other outside supportive services: This measure includes all supportive services other than financial aid - e.g., tutorial, medical, counseling services - available to released program participants and provided by the outside program or the university.

Programs were rated on a scale from 1 (high) to 10 (low) for each variable by the three members of our staff who had had the most contact with, and knowledge about, the programs. Initially the programs were rated independently by each of the three persons. The three persons then met as a group and arrived at consensus ratings for each program and variable, refining categories as necessary.

This procedure served both to clarify the variables, resulting in the addition of several new variables, and to correct for differences in ratings



attributable to differential knowledge of the programs. The differences in knowledge were due to the variability among the staff members in the type and extent of their experiences with each program. A summary of the consensus rankings is presented in Table XXX.

A summary rating based on the mean scores received by each program across all 18 individual variables is as follows:

<u>Program</u>	<u>Mean Score</u>
Pennsylvania	2.17
Minnesota	2.56
New Mexico	2.77
Oregon	3.17
Ashland	5.49
Lompoc	7.30
Illinois	8.18
Texas	9.17

In our previous research, we had classified the programs into high, medium or low groups on the three broad program dimensions of supportive framework, personal social space and challenge. To compare this previous classification with our new rankings, we assigned point scores to each program in each of the three areas: 3 for high; 2 for medium; and 1 for low. When a program fell between categories, it received the average point score of the two. Summing these three scores results in the following ordering:

<u>Program</u>	<u>Mean Score</u>
Pennsylvania	3.0
New Mexico	3.5
Minnesota	4.0
Oregon	5.0
Ashland	5.5
Lompoc	8.0
Illinois	9.0
Texas	9.0

TABLE XXX  
EVALUATION STAFF RATINGS OF PROGRAM QUALITY ON 18 SELECTED VARIABLES<sup>1</sup>

Program	1) Quality of students.	2) Quality of instruction.	3) Quality of inside program staff.	4) Quality of therapy in inside program.	5) The adaptability of inside program to students' academic needs.	6) Quality of academic counseling in inside program.	7) Degree to which a college atmosphere was approximated.	8) Degree to which students learned from each other.	9) Degree of integration of program into prison.	10) Amount of positive impact of the program on prison.	11) Amount and quality of feedback from outside to the inside program.	12) Quality of pre-release orientation.	13) Strength of affiliation between outside sponsoring university and inside program.	14) Quality of sponsoring university.	15) Quality of program staff.	16) Strength of affiliation between outside sponsoring university and outside program.	17) Quality of financial supportive services available to outside participants.	18) Quality of other outside supportive services.
Arizona	2	2	3	7	2	2	1	2	5	3	1	1	2	2	1	1	1	1
California	3	3	4	3	4	3	2	3	4	5	1	1	3	1	3	1	1	1
Florida	7	2	1	3	1	1	1	2	1	1	4	2	2	6	4	5	3	4
Illinois	4	4	4	2	5	4	3	3	6	4	1	2	7	2	1	2	1	2
Indiana	4	3	4	7	3	3	3	3	8	5	7	3	10	9	6	8	5	6
Iowa	3	6	9	10	10	10	10	10	3	10	9	9	8	5	10	7	10	9
Mississippi	2	9	8	8	7	8	6	4	3	6	8	8	10	7	10	7	9	10
Texas	8	3	10	10	10	10	10	10	3	10	10	10	10	10	10	10	10	10

Ratings based on 10-point scale with 1 = high, 10 = low.  
<sup>1</sup> Listed in order of overall quality from high to low based on mean score across all variables.

The Spearman rank correlation coefficient between these two ratings is .90, indicating that despite changes in some of the programs, the quality of the programs relative to each other changed very little. The New Mexico program represents the only shift in relative position.

B. Program Characteristics and Success of Released Participants

In Chapter III, we described the manner in which we assigned overall success scores to former participants. After deriving scores for individuals, we determined the mean success score for all the participants in each program. Below is a ranking of programs by these means:

<u>Program</u>	<u>Mean Score on Success of Released Participants</u>
Pennsylvania	3.8
Oregon	3.7
Illinois	3.6
Lompoc	3.5
Minnesota	3.4
Ashland	3.4
New Mexico	3.3
Texas	3.3

The Pearson correlation coefficients between mean score on success and scores on the 18 program variables are displayed in Table XXXI.

Few of these coefficients are large enough to imply a strong relationship between the program variables and success. Most striking is that, with the exception of quality of entering students, the higher correlations involve aspects of the outside programs. Even variable 11 - the amount of quality and feedback from the outside program - relates to the outside, although it was designed as a measure of quality of the inside program. The clear implication is that a high quality outside program, providing

TABLE XXXI

RELATIONSHIP BETWEEN PROGRAM VARIABLES  
AND SUCCESS OF RELEASED PARTICIPANTS

<u>Program Variables</u>	<u>Correlation with Success Scores<sup>1</sup></u>
1. Quality of entering students	.69
2. Quality of instruction in the inside program	-.13
3. Quality of inside program staff	.10
4. Quality of therapy available to inside program participants	.02
5. The adaptability of the inside program to students' academic needs	.07
6. Quality of academic counseling in the inside program	.08
7. The degree to which a college atmosphere was approximated in the inside program	.16
8. The degree to which students learned from each other	.18
9. The degree of integration of the program into the prison	-.36
10. Amount of positive impact of the program on the prison	.12
11. Amount and quality of feedback from outside program	.44
12. Quality of pre-release orientation	.24
13. Strength of affiliation between the outside sponsoring university and the inside program	.19
14. Quality of the outside sponsoring university	.62
15. Quality of outside program staff	.43
16. Strength of the affiliation between the sponsoring university and the outside program	.56
17. Quality of financial supportive services available to outside participants	.32
18. Quality of other outside supportive services	.37

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<sup>1</sup>Pearson correlation coefficients.

opportunity, encouragement and help to former inmates, is crucial if the benefits of the inside program are to have a lasting effect.

One other result which deserves mention is the negative correlation between program variable 9 - integration of the program into the prison and success. An explanation of this is that programs such as those in Illinois and Texas, which were well integrated into the rest of the prison, and had little conflict with it, tended also to be overwhelmed by it. Consequently, the prison administration's concern with security and routine tended to dominate, and to an extent stifle, concerns for educating the inmates. Moreover, participants' interest in education was aroused when the program had more of the atmosphere of a real college, and less the atmosphere of a prison. The prison atmosphere tended to prevail in those programs which were more integrated into the rest of the correctional institution.

One factor which may mitigate this tendency of integration with the rest of the prison to stifle a college program is variable 10 - the amount of positive impact of the program on the prison. A program which works closely with the prison administration may be a good one, if it manages to influence the rest of the prison to move in its direction, rather than vice versa. The New Mexico program is the most notable example of combining integration into the prison with positive impact.

C. Program Characteristics and Recidivism

Recidivism is a negative measure of success, i.e., the higher the recidivism rate the less successful the participants. In order to maintain consistency, high scores were given for non-recidivism. The

programs are listed below from most to least successful as measured by mean scores on recidivism (the higher the score, the lower the recidivism).

<u>Program</u>	<u>Mean Score on Non-Recidivism</u>
Pennsylvania	4.3
Illinois	4.2
Lompoc	4.1
Oregon	3.8
Ashland	3.7
Texas	3.7
Minnesota	3.7
New Mexico	3.5

The Pearson correlation coefficients between the scores on the 18 program variables and mean non-recidivism scores are presented in Table XXXII.

At first glance, these relationships are disturbing. Most of the variables which were positively, if weakly, correlated with success as measured by the combined success measure are negatively correlated with success as measured by non-recidivism. Only the quality of students shows a strong positive relationship to non-recidivism. As with the overall success scores, the quality of the outside sponsoring university and the strength of the affiliation between the university and the outside program are the principal program variables related to success as measured by non-recidivism, although these correlations are low. This suggests that persons participating in a high quality outside program are more successful than others in achieving general goals, but not necessarily less likely to recidivate.

Two factors must be considered in interpreting these relationships. The first is that scores on the summary success measure, but not scores on recidivism, take into account the length of time a person has been released. Using non-recidivism as a measure, a person who has been released for three months without detected illegal activity receives the same score as someone who has been out for two years with no detected illegal activity. Conversely, for persons returned to prison, the scores on recidivism do

TABLE XXXII  
RELATIONSHIP BETWEEN PROGRAM VARIABLES  
AND NON-RECIDIVISM OF RELEASED PARTICIPANTS

<u>Program Variables</u>	<u>Correlation with Non-Recidivism<sup>1</sup></u>
1. Quality of entering students	.73
2. Quality of instruction in the inside program	-.46
3. Quality of inside program staff	-.34
4. Quality of therapy available for the inside program participants	-.51
5. The adaptability of the inside program to students' academic needs	-.28
6. Quality of academic counseling in the inside program	-.33
7. The degree to which a college atmosphere was approximated in the inside program	-.24
8. The degree to which students learned from each other	-.18
9. The degree of integration of the program into the prison	-.08
10. Amount of positive impact of the program on the prison	-.27
11. Amount and quality of feedback from outside program	-.06
12. Quality of pre-release orientation	-.24
13. Strength of affiliation between the outside sponsoring university and the inside program	-.06
14. Quality of the outside sponsoring university	.27
15. Quality of outside program staff	-.13
16. Strength of the affiliation between the sponsoring university and the outside program	.16
17. Quality of financial supportive services available to outside participants	-.21
18. Quality of other outside supportive services	-.12

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<sup>1</sup>Pearson correlation coefficients.

not differentiate between those who return in the first month from those who return after two years of relative success. As may be recalled, the problem of controlling for time was one of the considerations in developing a summary success measure.

The second important consideration in interpreting the relationship between program quality and recidivism is that although recidivism is generally equated with return to criminal activity, a principal determinant of recidivism is the closeness of surveillance by the parole authorities and other social control agents. Recall that although when compared with the NewGate participants, members of the control groups admitted to more involvement in serious criminal activities, they had a lower overall recidivism rate than did participants. Using individual scores, the correlation between self-admitted criminal activity and recidivism for all interviewed participants was .33. Although this correlation indicates that persons who, by their own admission, were involved in criminal activity were more likely than others to receive legal sanction, recidivism is not a very accurate measure of criminal involvement. This conclusion has been reached in many studies prior to the NewGate evaluation.<sup>1</sup>

We earlier concluded that the closer surveillance of the program participants could, in part, account for their higher recidivism rate. The higher percentage of NewGate participants describing the parole agent as supervising them closely is consistent with this conclusion, although

<sup>1</sup>For instance, see Paul Takagi, "Evaluation and Adaptations in a Formal Organization" (unpublished manuscript, School of Criminology, University of California), and "Work Unit Evaluation," California Department of Corrections Report, (December 27, 1965).



the correlation between closeness of the agent's supervision as reported by the participants and recidivism is only .16. Participants in the outside program were also more visible to local law enforcement officials and the outside program staff. Those students in Oregon and Pennsylvania who were on study release were closely supervised by the prison and/or program staff but, not having been formally released, would not be under the supervision of a parole agent. For these persons closeness of supervision by the parole agent is a very inaccurate measure of intensity of surveillance. Pursuing this line of reasoning, the programs were rated by the evaluation staff on intensity of surveillance by program staff members as well as parole agent.<sup>1</sup> The programs scored as follows:

<u>Program</u>	<u>Score on Intensity of Surveillance</u>
Minnesota	1.0
Pennsylvania	2.0
Oregon	3.0
New Mexico	3.0
Illinois	7.0
Ashland	8.0
Lompcc	9.0
Texas	10.0

Using the evaluation staff's ratings, the correlation between overall quality (using the mean scores across all 18 variables) and intensity of surveillance is .93.<sup>2</sup> Consequently, we suspect a built-in self-defeating process in the programs. The highest quality programs also happened to be characterized by the closest surveillance. These

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<sup>1</sup>As a check on these rankings, the programs were ranked on the basis of the percentage of participants who answered that the parole agent supervised them closely. The correlation between these two rankings is .86.

<sup>2</sup>Pearson correlation coefficient.

relationships suggest that program participants were more likely to be returned to the prison, even when their criminal activity is held constant or reduced. This would lower the overall success scores of participants from the highly ranked programs, not only because recidivism is one of the three components of the success measure, but also because return to prison makes it difficult, if not impossible, for a person to score well on achieving stability and realizing life goals.

The possibility that the programs had this self-defeating process built into them leads us to speculate on how highly some of the programs would have scored on success if this process were not operating. Participants in the Pennsylvania program, for instance, who reported the second most intense surveillance and still had the second lowest recidivist rate, probably would have had a still lower recidivist rate and been even more successful overall, compared to other programs, had surveillance been less intense.

The implications for future research using recidivism as a measure of program effectiveness are clear. Valid comparisons of recidivism rates between different programs or between program participants and control groups of non-participants must take into account the intensity of surveillance by all control agents, the parole agents exercise of discretionary powers in returning persons for parole violations and, when possible, the individual's admission of illegal activity.

VI. SUMMARY OF FINDINGS AND THEIR IMPLICATIONS  
FOR A MODEL PRISON COLLEGE PROGRAM

A. Summary of Findings

The supplementary study of Project NewGate and other prison college programs attempted to determine through additional analysis the nature and extent of the impact of program participation on post-prison experience. Some of the analytical operations did not produce findings that were any more definitive than the findings in the earlier study. The lack of decisiveness was both a result of the great complexity of the phenomena that were being studied and some methodological problems inherent in the original research design. Despite these difficulties and the fact that many questions must remain unanswered, the study reveals some very clear and positive relationships between prison college programs and success among participants after release from prison. Also revealed are very definite conclusions about what type of prison college programs are most appropriate to the needs of prison inmates and have the greatest impact on participants' post-prison success. Not surprisingly, these clearer relationships are discernible where it is possible to minimize the complexity of the relationships being tested, i.e., by reducing the influence of intervening variables, and where comparable data are available at successive time intervals allowing for measurement of change. Below the findings and their implications for a model prison college program are briefly summarized.

While the study began with a conception of post-prison success broader than recidivism, operationally defined as return to lock-up, there was nevertheless an attempt to measure the ex-prisoners in the study samples on this dimension. The results of this part of the analysis are

unsatisfying, however. No consistent differentiations between groups on relative scores appear which would suggest relationships either to the participants' program experiences or their background characteristics. At first glance some may interpret these data as indicating that participation in a prison college program has no bearing on whether a participant will recidivate. However, this would be a hasty conclusion and one too often made in studies of this kind. Although it may be valid to say that no relationship has been demonstrated, one way or another, one must keep in mind that participation in prison college programs may have an impact on its participants' behavior and attitudes which is either not measured or is being offset or obscured by the impact of other yet unidentified variables.

Clearly one problem in the analysis of program impact on recidivism is a lack of sufficient methodological sophistication. This is a problem this study has in common with other studies of human behavior, brought on by the obvious intricacies of human response and the enormous difficulties of identifying and controlling for intervening environmental variables. However, there is an additional problem inherent in the current analytical task. The causal links which must be hypothesized between college program participation and the ultimate decision to return or not to return an ex-prisoner to lock-up are very numerous. As a general proposition, the longer this sequence of causal links is, which must be studied, the more difficult it is to make a strong causal argument. This was demonstrated by the finding that the Minnesota NewGate participants had a higher recidivism rate than the Minnesota control group despite the fact that the former had reported a lower rate of involvement

in criminal activity. The suggested importance of the presence and variable nature of parole supervision was not intended to imply that parole supervision is the primary causal factor, but rather to dramatize the complexity of the instrumental relationships. Neither are ex-prisoners hapless victims of the vagaries of circumstance, nor are they exclusively responsible for the differences in their experiences. What defies the researcher is to identify and assign the relative role to all the important variables impinging on the outcome of the ex-prisoners' experiences.

Two additional outcome measures, other than recidivism, were defined in this study in the attempt to measure the impact of the prison college programs. "Achieving stability" and "realizing life goals" were defined in hopes that possible gains made in other aspects of the ex-prisoner's life could be isolated. However, again a comparison of programs did not reveal a consistent differentiation among participants on relative success. Of course, there was no way of separating and controlling for recidivism in conducting the analysis of these two additional dimensions. An ex-prisoner's ability to score well depended on his life not being interrupted by a return to lock-up. In addition, the analysis was encumbered by the fact that persons in the sample had been out of prison for different lengths of time when they were interviewed. Persons out just a matter of months could not be realistically compared with persons who had been out for years on how successful they were in "achieving stability" and "realizing life goals". In the recidivism analysis the different times out also presented a similar methodological problem. No distinctions were made about participants' "relative success": between a person who

was returned to lock-up, for example, after three months out and a person who was returned after three years of not being locked up.

One of the accomplishments of the current supplementary analysis was to combine the three separate dimensions -- recidivism, achieving stability, and realizing life goals -- into one composite score which was weighted to reflect the differences in time out of prison. Recidivism was defined as a greater failure, i.e., assigned a higher score, the sooner after release a man was returned to lock-up. In contrast, a man was scored higher on realizing life goals the longer the period he had remained in the community. However, despite the fact that this was a more refined measure than the component scores, the relative success of each group on the combined measure showed no greater differentiation than did the scores taken individually. If relationships exist, they were obscured by the complexity of the methodological enterprise. It should be recalled that the new composite score still contained recidivism data and all the problems that they imply.

In an effort to reduce the methodological complexities we began to look at hypothetical relationships which implied shorter causal sequences and for which we had good pre- and post-data. Note that the data we used to measure recidivism, achieving stability, and realizing life goals were outcome data and no account was taken of comparable information for time periods prior to contact with the prison college program. Actually our ability to measure change over time was always limited by the original structure of the study. Instead of implementing a longitudinal study which would have permitted measurement of student performance at regular

intervals, we had to form a snapshot at a fixed point in time.\* In a few instances, useful historical data could be retrieved from past records, but for the most part, such data had to be gathered from participants, retrospectively.

Certain aspects of the participants' experiences which had been computed as part of the different success dimensions were separated out and analyzed discretely. Here we were able to take advantage of some of the few areas in which we had good pre- and post-data. The results of these analytical operations revealed consistent relationships between program participants and post-prison experience.

One area in which there was a significant change among participants which can logically be attributed to program impact is in the decreasing use of drugs and alcohol. The percentage of persons in each participant group with drinking or drug problems following release was lower than the corresponding percentages with prior drinking or drug problems. And, there was a greater drop for each NewGate participant group than for the comparison group at the same site.

Another area in which we obtained pre- and post-information was in regard to changes in occupational goals. Participants in all programs raised their occupational aspirations after entering the program, and there was a larger increase in occupational aspirations among NewGate than among non-NewGate participants.

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\* Recall that even the inside participant and follow-up samples were composed of entirely different persons instead of studying one group at two different points in time.

Data on occupational achievement were also analyzed by comparing jobs prior to prison to those persons had after prison. Persons who were students or unemployed at the time of the interview were excluded from the analysis. The data showed an increase in occupational level after participation in the college program. Again, the NewGate programs showed a greater increase than the non-NewGate programs, demonstrating a greater impact.

The analysis of the prison college programs on the dimension of academic achievement revealed perhaps the most dramatic findings. Academic achievement was measured on five different dimensions: (1) change in educational goals, (2) college enrollment, (3) number of semesters completed since release from prison, (4) grades achieved since release, and (5) overall academic achievement. The data showed that the NewGate programs especially made an impact on their participants, demonstrating their value as an effective vehicle for facilitating academic achievement among high school drop-outs from socially and economically disadvantaged backgrounds. The NewGate program participants at the time they entered the program were not the "cream" of the prison population. Few had previous involvement in college, and the mean educational level and tested grade level for the general population was comparable to that for program participants. This average group went on to attend college and obtain post-secondary degrees at a rate comparable to that of an average segment of the population in civil society.

B. Implications for a Model Prison College Program

The data are remarkably clear about what constitutes the best and most effective prison college program. The additional analyses included



here reinforce the conclusions in the 1973 report. In the first place the program participants themselves indicated consistently the superiority of the NewGate model in their evaluations of their own college programs. Secondly, the data which measure impact clearly revealed that NewGate programs have the greatest potential to change the program participants. Even though the Lompoc and Illinois participant groups ranked high on certain aspects of success, it appears that these outcomes were often not attributable to program participation. These programs were more passive and there is reason to believe that the participants would have achieved similar outcomes with or without the benefit of the prison college programs of which they were a part.

The results of the current analysis suggest a revision of the relative emphasis placed on the importance of the outside program in the original model. Clearly, two features of a prison college program must be implemented in order to make an impact on prison inmates: (1) an active outreach component which will attract persons who would not otherwise attend college, and (2) a sequence of transitional components which continue to provide support, financial and other, to participants after they leave prison. These two features clearly differentiate between more and less effective programs. (See especially the Pennsylvania and Oregon programs.) Their importance in providing prison inmates a real opportunity to choose an alternative life style cannot be overplayed. The data show that once inmates receive this initial assistance, they are more likely to continue with their higher education and achieve a greater return on the financial investment made in them.

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**END**