The purpose of this investigation was to obtain a broad view of the development and structure of the program of college education conducted at the Oregon State Penitentiary (OSP) in Salem, Oregon to arrive at a means to explicate program effectiveness. This research problem encompassed the compilation and interpretation of an historical chronicle, based upon the views of program participants, including inmate-students, teachers, and administrators, directed at the history, development, and structure of the program.

The specific research objectives of this investigation included the following: 1) Review of the existing literature describing schooling within prisons; 2) development of a research protocol; and 3) utilization of the developed protocol to conduct research on the development and structure of the college education program at OSP, including:

a. a record of the overall effectiveness of the program and the degree to which it has been accepted, based upon the attitudes and feelings of past and present program participants, to include inmate-students, teachers, administrators, and volunteers, and
b. a chronicle of the development and status of the college education program as perceived within the community in which it has been administered.

These research objectives were achieved by application of a triangular methodology involving a review of appropriate literature, personal observations, and interviews with past and present staff members as well as student-inmates in the OSP college education programs. Thus it was concluded, subject to persistent communication problems that would seem to be inevitable when the principles of "academic freedom" are introduced into the closed and restrictive penitentiary environment, that the college education program at OSP has been successful in the view of inmate-students, education and prison staffs, and concerned institutional administrators. It may be foreseen that, as teachers presently employed at OSP quit or retire, all academic and vocational education at OSP, with the exception of baccalaureate programs, will in the future be contracted through existing community college programs. With the continued development of education programs within state penal institutions, communicative research should continue apace to minimize potential conflicts between the programs for the different types of programs offered.
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August 18, 1992

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An Historical Perspective of the College Education Program at Oregon State Penitentiary

by

Grace Howard

A THESIS

submitted to

Oregon State University

in partial fulfillment of the requirements for the degree of

Doctor of Philosophy

Completed August 18, 1992
Commencement June 1993
APPROVED:

Redacted for Privacy
Associate Professor of Education in charge of major

Redacted for Privacy
Director of the School of Education

Redacted for Privacy
Dean of Graduate School

Date thesis is presented August 18, 1992

Typed by B. McMechan for Grace Howard
ACKNOWLEDGEMENTS

Dr. Charles Carpenter provided wise counsel all along the arduous and uncharted route traveled throughout this work. Dr. Marjorie Grace McBride never wavered in her support of me. Without the encouragement and guidance of these exceptional people, this research might never have been completed. To them, and to all of my remarkable committee, I extend my heartfelt thanks. A great debt of thanks is also due to my patient and capable editor, Dr. Bill McMechan, who retyped more drafts of this work than any of us care to remember. To all those who believed in me, thank you.
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AN HISTORICAL PERSPECTIVE OF THE COLLEGE EDUCATION PROGRAM AT OREGON STATE PENITENTIARY

CHAPTER 1
INTRODUCTION

Statement of the Problem

The central problem for this investigation was to obtain a broad view of the development and structure of the program of college education conducted at the Oregon State Penitentiary (OSP) in Salem, Oregon. This research problem was approached by the compilation and evaluation of an historical chronicle, based upon the personal observations of the investigator and the recorded views of program participants, including inmate-students, teachers, and administrators, directed at the history, development, and structure of the program.

College education in U.S. prisons began in 1956, when Delyte Morris (1966) introduced two Southern Illinois University classes into Menard Penitentiary. In 1962, additional credit classes were added to initiate a continuing curriculum for a selected group of 30 inmate-students (Doleschal, 1968). As the Southern Illinois program was expanded, similar college education programs were initiated in prisons across the country. In 1966, the University of California at Berkeley received a Ford Foundation grant to fund an experimental college education program at San Quentin State Penitentiary. Other college education programs, fostered by both public and private universities, as well as by prisons, prison systems, and even by individuals, began to appear around the country. One of these programs, initiated by a
single volunteer in 1965, was the college education program at the Oregon State Penitentiary (OSP). Currently, college education programs exist in prisons in every state of the union, but not in every prison within every state. The majority of these educational efforts are community college-based associate degree programs in which instruction is delivered by a variety of means, including live instruction, television, and correspondence.

From the time these programs were initiated, studies of their effectiveness have been conducted, a complement to prior studies conducted of non-college education programs in penal institutions. Between 1948 and 1965, Martenson (1974) studied six academic and vocational programs for adult male offenders. He concluded that recidivism, which is certainly the ultimate measure of success of any prison educational or training program, was unaffected by educational accomplishments. However, when considering the possible impacts of prison educational programs, it should be noted that although recidivism rates are the most generally accepted standard by which all prison rehabilitation programs are measured, research studies based upon accepted standards of the social sciences have documented relationships between recidivism and any number of other social and structural factors (Cressey, 1973).

College education programs within correctional systems may be necessary to improve the quality of life for some offenders. Most of them eventually return to society from penal institutions and, for better or for worse, society will experience the impact that college education, and other forms of rehabilitative experience, has had upon these individuals. Moreover, as stated in an official document issued by the U.S. Department of Housing and Urban Development (1976), "for most of its history, America has been a country that has demonstrated an unquestioning faith in education as a way to improve the quality of life for both individuals and society" (p. 1). Although this faith, as related to correctional institutions, has not been un-
questioning, society has continued to connect access to education to the overall quality of life. As Parsons (1979) observed:

With the emergence of rehabilitation as the goal of incarceration, [inmate education] has become a primary strategy in the treatment process. The reason is clear. The cycle which produces crime—poverty, substandard education, and lack of job skills—may be broken by education. If the inmate is prepared educationally for his return to society, he will be less likely to return to crime. (p. 1)

Need for and Significance of the Study

The goal of rehabilitation programs in prison is to prevent the commission of crimes by released offenders. As summarized by Cressey (1973):

First of all, retribution is considered desirable and just . . . . Secondly, protection from the criminal is desired and demanded . . . . Thirdly, a low crime rate is a desirable social objective . . . . Finally, we want criminals changed, so they will commit no more crime. (pp. 125-126)

In practical terms, whether or not individual improvements can be measured, education has the implicit mission of improving the recipient of an education, no matter the point of reception. However, education as rehabilitation is the most frequent view that society has adopted of college education programs within prison institutions. If rehabilitation programs, as defined by Cressey, are to succeed, then three factors must be considered: 1) programs should be provided, 2) successful programs should be expanded, and 3) unsuccessful programs should be eliminated.

Therefore, the first pursuit in efforts to evaluate the impact of prison education programs should be the acquisition of information, that is, compilation of historical chronicles describing the impacts and experiences of college education programs in prisons. Thus, this study of the OSP program is both needed and significant to the degree it proves useful for purposes of comparison to other rehabilitation and/or educational prison programs. The information so derived will prove useful for fu-
ture program planning, and will allow generalizations to other populations of incarcerated offenders as well as prison college education programs.

As an historical record, the benefits this study provide to the citizenry of Oregon is self-evident. The benefits to the participating institutions, including OSP, Chemeketa Community College (Chemeketa) and Western Oregon State College (WOSC) are also readily obvious. In addition, the other constituents of the State of Oregon to whom benefits may accrue include the following:

1) Other correctional institutions or systems considering the inclusion of college education programs within correctional treatment programs;
2) Community colleges considering the inclusion of local correctional facilities within their educational services areas; and
3) Universities considering the expansion of their mission or the assumption of broadened leadership roles within society.

As noted by Roberts and Coffee (1976), "inmates, adult and juvenile, constitute a group with a critical need for quality education in academic, vocational, and social areas" (p. 7).

Purpose and Objectives

This investigation was thus directed at the following general questions: How and when did the program of college education begin at the Oregon State Penitentiary? What were its major stages of development? What societal forces have provided the impetus for the growth and development of the program? Is the program accepted and has it been regarded as an effective program by participants, including past and present teachers and administrators, both paid and volunteer, and by inmate-students?

The specific research objectives of this investigation included the following:
1. Review of the existing literature describing college education within U.S. prison institutions;

2. Development of a research protocol for the utilization of case studies as the basic research framework; and

3. Utilization of the developed protocol to conduct research on the history of the development and structure of the college education program at OSP, including:
   a. a record of the overall effectiveness of the program and the degree to which it has been accepted, based upon the attitudes and feelings of past and present inmate-students, teachers, administrators, and volunteers as program participants, and
   b. a chronicle of the development and status of the college education program as perceived within the community in which it has been administered.

Definition of Terms

For purposes of continuity, terms frequently used in this study are defined as follows:

**Chronicle**: a written account of program attributes and activities.

**Evaluation**: a study designed to assess and/or determine the worth of a program.

**Explication**: description, interpretation, and chronicle.

**Description**: an account of observable detail.

**Inmate**: a prisoner incarcerated in a federal or state correctional institution.

**Interpretation**: translation of an observable detail into a record, account or chronicle.
Key informants: persons who possess unique understanding, knowledge, insights, or skills concerning a particular phenomenon.

Participant observation: participating in and observing the activities of a human population to gain understanding of that population.

Research design: a complete research plan reflecting the use of one or more research methods, data collection techniques, concepts, data categories, description of data sources, and plan analysis.

Techniques: specific procedures used in a particular inquiry context, for example, statistical techniques.
CHAPTER 2
REVIEW OF RELATED LITERATURE

From an in-depth review of the literature, it was determined that few studies of educational programs in correctional institutions, to the degree that they were similar to the OSP program with respect to objectives and experience, could be found that were structurally parallel to the objectives of the current investigation. Therefore, the material reviewed in this chapter has been approached from the broader perspective of a more general review of penal education. Thus, it was not the intent of the current study to compare the OSP college education program to any other program, or against any real or hypothetical standard.

Origins of the OSP College Education Program

In 1966, the Oregon Division of Continuing Education (ODCE) successfully applied for a one-year Upward Bound program grant from the federal Office of Economic Opportunity (OEO). The grant was then used by Thomas Gaddis, who was employed by the ODCE as the first administrator of the program, to transform a relatively unstructured OSP college education program (discussed in greater detail in Chapter IV) into the Upward Bound Oregon Prison Project. What became known as Oregon Project NewGate was only the first of several such projects throughout the U.S., and the OEO Upward Bound guidelines were revised to encourage the pursuit of college degrees by prison populations that exceeded the youthful age requirements of standard Upward Bound programs. In 1976, Seashore, Haberfeld, Irwin, and Baker published case studies of eight prison education programs, including the six
NewGate programs, inferring that the latter reflected the imposition of a sociological perspective upon the traditional psychological approach to the nature of criminality:

   The new philosophy described the criminal as disadvantaged by birth, having been denied access to all social structures through which society's rewards (for example, power, status, wealth) are distributed. Shut off from legitimate avenues to desired social rewards, it was argued, the lower classes turn to illegitimate, that is, criminal activities. (p. 18)

From this viewpoint, effective rehabilitative programs were those which overcame prepartational deficiencies, serving to open access to the reward-distributing systems within society. This view was strongly allied to the underlying philosophies of several other social movements of the decade of the 1960s, including the civil rights movement and the Johnson administration's "War on Poverty." In 1964, the official mandate of the new federal OEO would embrace this new activist doctrine. In turn, the Oregon Upward Bound program, subsequently the NewGate program, was among the many OEO programs designed to change existing opportunity structures.

   The NewGate educational programs were analyzed, including a description of the role played by Gaddis, author of The Birdman of Alcatraz, in the implementation of the OSP program (Seashore et al., 1976). It was pointedly observed that during the years 1967-1968, the OEO developed considerable enthusiasm for the OSP NewGate program. Thus, additional funding was made available to institute NewGate projects at penitentiaries in five other states. Of those projects, it was noted:

   It must be emphasized that the sociological view of the criminal as being disadvantaged rather than pathological has been the minority view in correctional circles. To the extent that NewGate programs embodied this perspective, they operated in fairly hostile territory. In addition to these ideological differences, the structural characteristics of the NewGate model were a cause of tension. With very few exceptions prisons have long been and are still today total systems with highly centralized control. The mere thought of, let alone the actual presence of, a program operating inside the prison walls that is administratively semiautonomous, is a challenge to conventional assumptions about how prisons should operate. (p. 19)

   These case studies focused attention on the most important issues in prison college education programs, describing and analyzing changes which had occurred
over the life of the programs (Seashore et al., 1976). It was carefully noted that though many of the programs were continued for four or five years, they were subject to observation for less than a year. However, the Seashore group reviewed all program documents and interviewed program participants, attempting to confine their attention only to the documentation of the major changes that had taken place in each of the programs. Thus, each case study concluded with a discussion of the extent to which the program was successful from a three-dimensional approach: 1) Did it provide a college program that enabled the participants to achieve their educational goals? 2) Did the program have a significant impact on its environment? 3) Did the program survive without losing its essential features?

In their discussion of the first phase of the Oregon program, the considerable conflict between the prison administration and the college program was noted (Seashore et al., 1976):

Because the program staff fought vigorously for the convicts, the latter believed they had found new allies against the prison. The resulting program solidarity contributed to polarization between the program and the outside enemy, the prison, which led to neglect and deterioration of the educational program during the height of the struggle.

The prison staff . . . felt that the college program staff acted as though it had all the answers about how to run a prison. They also were critical of the kinds of convicts admitted into the college program. They saw those who had been around a long time as hardened criminals . . . on whom time should not be spent. Prison personnel on every level were critical of the relaxed atmosphere in the Upward Bound classrooms.

In response to these pressures, the warden began to place restrictions on the program, including the confiscation of some reading materials dealing with politics and social change. These actions evoked even more hostility from the NewGate staff, and some of the staff members took their case to the public. For example, on TV talk-show appearances, Gaddis was openly critical of certain practices at OSP and even contended that the prison staff was opposed to rehabilitation. The Seashore
report went on to note that in the spring of 1969, Gaddis was led to resign in order to save the program.

After the departure of Gaddis, the report noted that "the program was so different under its second director that it can be treated as a separate entity" (Seashore et al., 1976, p. 195). Although it was stated that conflicts abated or decreased under the second administrator, and that the program was at the same time much less progressive, it was also pointedly observed that the NewGate relationship with the guards and the lower echelon prison staff continued to reflect a strained cordiality:

Except for the guards directly involved with inmates on the college floor, guards had serious reservations about the program. Many were dubious about the sincerity of convicts and their ability to stay out of prison; others were resentful that convicts were getting free college education while they had to struggle to pay for similar opportunities for their children. (p. 198)

Prison College Education Programs and the Problem of Program Assessment

In 1979, Clendenen, Ellingson, and Severson prepared a report on the Minnesota NewGate project, a program continued by means of state funding after the OEO had discontinued its support at the end of 1973. Initiated in the summer of 1969 by the University of Minnesota, in cooperation with the Minnesota Department of Corrections, this project sought a response to two major issues:

1) Could prison inmates with high academic ability benefit from higher education?
2) Could higher education play a significant role in enabling prison inmates to achieve a more satisfying lifestyle and, to that extent, reduce the crime danger to the public?

As evidenced by the this report, the two major differences between the Minnesota and Oregon programs were, first, the Minnesota program's heavy emphasis on group
therapy as a means of social adjustment and, two, the strong role played by the University of Minnesota in every aspect of the Minnesota NewGate program. The degree of cooperation between the state correctional system and the university was nearly unique in the context of the NewGate programs. According to the report, through its use of community-based services, Minnesota reduced adult and juvenile commitments to state institutions . . . . At the same time, Minnesota improved the quality and training of its staff within the prisons, offered more education to prisoners at all levels, and added vocational training and equipment . . . . In addition to traditional counseling, the correctional institutions began to provide behavior modification, transactional analysis, reality therapy, and a wide variety of group therapies . . . . And since mid-1972, inmates with civil problems have received the services of Legal Assistance to Minnesota Prisoners, an organization affiliated with the University of Minnesota Law School.

Inmate-students accepted into this program were actively encouraged in the direction of acceptable social adjustment, with no particular emphasis placed upon graduation from the program. According to Clendenen et al. (1979), the NewGate goal was not necessarily the achievement of a college degree, but successful adjustment to society.

The project relies on a form of structured interaction and group support . . . . The students are divided into groups of nine or ten members and a staff leader; each meets four or five times weekly for ninety-minute sessions. To the extent possible, group members live, eat, attend classes, work, and play together . . . . The group meetings focus upon the problems of each member as he reveals them in his personality and in his daily behavior.

It was further noted that the immediate salutary effect of becoming useful to others was an effect upon self-image, that is, being recognized as a "good guy." Though the program imposed no behavioral rules within the institution, continued attendance at all group meetings and classes was required.

In the second phase of the Minnesota NewGate program, newly-released felons lived for two quarters in a special residence, Newgate House, at the edge of the University of Minnesota campus. The only program regulations imposed upon the students were strictures against the use of either drugs or alcohol in the house. Otherwise, program participants were required to maintain academic standards and to
According to Clendenen et al. (1979), the nature and structure of the program alleviated or prevented post-release trauma to some degree, largely because of the emphasis upon encouraging participants to identify their problems in the course of realizing adjustments. Phase I, the in-prison program, allowed participants responsibility for themselves and for their groups, serving to counteract or eliminate prison routines. Then in Phase II, the release program, for six months the students were given a place to live, food, clothing, and financial support for university tuition, books, and incidentals. For those whose grades justified the expenditure, financial support of this nature could be extended for an additional two months. Beyond this residential focus, the Minnesota NewGate program helped participants seek jobs and housing, whether they continued in an academic program or sought to join the work force.

For practical reasons, the selection of program participants was also addressed in the report (Clendenen et al., 1979):

It is often alleged that the success of a correctional [education] program is determined by its ability to attract "winners." The backgrounds and resources of social offenders do influence their subsequent success, so the criteria used to select inmate students are an important issue in any assessment of the Newgate Program. Thus it is necessary to ask whether there is reason to believe that the 134 Newgate students whose experiences are reported . . . were destined to do better than the majority . . ., with or without Newgate.

For inmate admission to the Minnesota program, three selection criteria were applied: Candidates had to seek admission; candidates would have to be judged eligible for parole within an approximate 18 month period following admission to the program; and candidates had to be judged capable of pursuing college-level course work. The candidates' criminal records were not included within these criteria, although it was acknowledged that hard-drug users were not accepted into the program. Within these general guidelines, the report provided a profile of the participants within the first five years of the program.
Inmate-students in the Minnesota NewGate program differed from the general prison population. Upon admission to the program: Student-inmates were generally better educated and slightly above average in age (i.e., approximately three years); included a higher percentage of inmates with serious or prolonged offense patterns, including juvenile records; and included a smaller percentage of minorities (Clendenen et al., 1979). In explanation for the number of long-term prisoners enrolled in the program, it was noted that "both correctional personnel and inmates see Newgate as potentially useful for persons likely to serve long sentences." In effect, with longer sentences, students were not likely to be paroled within 18 months following admission.

In their overall estimate, Clendenen et al. (1979) noted that during its first five years of operation, none of the program components constituted innovative approaches. Specifically, others programs also sought to help inmate-students understand and overcome their personal or social problems, and other programs also sought to develop inmate educational and/or vocational skills. The report judged that the Minnesota program reflected a certain merit in its dedication to the human dignity of its clients. However, so far as program success could be measured (i.e., by the criteria of adjustment to society, improved quality of life, or reduced recidivism), a certain cautious optimism was expressed. However, this was not a judgement based upon an actual statistical analysis of program outcomes.

The Prison Community (Clemmer, 1958), first published in 1940, was one of the first organizational and sociological studies of its type, and possibly the first to express the notion that events occurred in prisons or other similarly structured institutions because of the provision of an organizational "place" in which they could occur (Cressey, 1965). Clemmer noted that a prison’s success was measured to a large degree by an absence of trouble. Historically, given this predicate for the measurement of the success of prison administration, that there was little value attached to
education within prisons should scarcely be surprising, subject to the caveat that educational emphasis had increased noticeably since the early days of penology in this country.

In 1974, Salmony, in a case study of corrections education in Oregon, which included the OSP college education program, noted that the educational system of a correctional institution has the potential for not only educating the participant while he is in the institution, but perhaps more importantly, it can be the beginning of an education process which will continue after the participant is released from the institution. (p. 130)

Salmony determined that 93 percent of the Oregon NewGate students planned to attend college following their release, compared to only 40 percent for a nonstudent control group. Of the two groups, a much higher percentage of NewGate students also completed at least one semester after their release from prison. It should be noted that although the volunteer college program continued to offer the classes instructors were available for, 1973 was the last year of Oregon Project NewGate. The results of Salmony’s survey are included in Table 2.1.

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<tr>
<td><strong>NewGate Participants</strong></td>
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<tr>
<td>(percent)</td>
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<tr>
<td>Planned to attend college upon release</td>
</tr>
<tr>
<td>Completed one college course (or more) following release⁴</td>
</tr>
<tr>
<td>Completed one semester (or more) following release⁴</td>
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⁴Figures for this category do not include students currently enrolled during their first semester since their release.
In considering the percentages of students planning to complete college work upon release, and those who had completed some courses at the time the study was conducted, it is useful to be aware that the NewGate program offered financial support, housing, and counseling for those students released from the penitentiary to the university (Salmony, 1974). Although the on-campus segment of Oregon's NewGate program experienced its share of problem behaviors, the program nonetheless provided an educational opportunity which was otherwise unavailable to inmate students without similar program support.

Salmony (1974) also surveyed the opinions of inmate students and their instructors (both paid and volunteer) regarding curriculum, as well as the availability of instructional materials, support services and equipment. Of the students he said:

A majority felt that the library is not adequate to fulfill academic needs; felt that the amount of time allowed for library use is inadequate; felt that the library is not open at times convenient to them; indicated that there are no adequate study areas. (p. 135)

The teaching faculty expressed concern about inadequate curriculum and limited access to instructional materials, as well as the availability of quality academic supports such as classroom space, library resources, instructional equipment, and study areas. The formal recommendations of the teaching staff included the following:

A consolidation of existing library facilities, with standard cataloging methods. Shift focus of library from recreational to educational and reference facility. Librarian should have professional training and should be employed from outside the corrections system. Access to library facilities should be greatly expanded. A designated area should be set aside for teacher interaction with students. Designated areas for study with atmosphere conducive to learning should be identified. Access to typewriters for students who wish to type reports and papers should be facilitated where possible. A pool of phonographs, projectors, duplicating equipment and tape recorders should be made available for teacher use in the classroom. Also, an inventory of existing textbooks should be made available to all teachers. (pp. 144-145)

The final findings provided by Salmony (1974), provided with an awareness that the NewGate program would not be continued past December 1973, reflected a groundswell toward contracted college education within the prison system and an edu-
cational preoccupation with curriculum issues (Table 2.2), to the exclusion of any rational attempt to measure program success upon the basis of subsequent inmate-student adjustment to society, experience of an improved quality of life, or of reduced recidivism.

<table>
<thead>
<tr>
<th>Table 2.2 Program component recommendations (Salmony, 1974, pp. 142-143).</th>
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<tr>
<td><strong>Finding:</strong> Lack of curriculum coordination, lack of transfer credits, inadequate coverage in selected study areas, and problems of class scheduling.</td>
</tr>
<tr>
<td>1. Development of a curriculum advisory board consisting of the following people: Assistant Education Coordinator; Dean of Academic Affairs from institutions participating in contracting system; teachers; residents; staff member from Department of Education and Board of Higher Education.</td>
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<tr>
<td>2. Core courses needed for an undergraduate degree should be contracted and volunteers recruited for supplemental classes based on student interest. Courses should be offered in sequence at both the lower and upper division levels.</td>
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<tr>
<td>3. Development of non-social science course curriculum. Presently neglected areas of study, including ethnic studies, sex education, science and the arts should be systematically included in the curriculum. Volunteer teachers could be utilized to offer these courses.</td>
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<tr>
<td>4. Core curriculum, as established by the Board of Higher Education, should be offered over a four-term time span. In addition, classes of special interest, including upper-division classes, should be offered. Core curriculum should include:</td>
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<tr>
<td>- 6 hrs Writing 121, Writing 222</td>
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<tr>
<td>- 9 hrs English Composition 111, 112, 113</td>
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<td>- 3 hrs Personal Health</td>
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<td>- 12 hrs Biology</td>
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<td>- 12 hrs Physical Science</td>
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<td>- 9 hrs Social Science</td>
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<tr>
<td>- 9 hrs American History</td>
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<tr>
<td>- 9 hrs Western Civilization</td>
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<tr>
<td>- 12 hrs Language sequence</td>
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<td>- 3 hrs Speech</td>
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<tr>
<td>5. Conduct of course work in closer approximation of regular college scheduling (i.e., class meetings twice per week or meeting in afternoon and evening sessions on the same day).</td>
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L. H. Bowker (1977), an educator who taught in the community college program at the Washington State Penitentiary, in his study of prison subcultures did not
When I began my service at the Washington State Penitentiary, I was a "bleeding heart liberal" on prison affairs. I was horrified at the suffering of the prisoners and readily believed their stories of line staff cruelty and administrative misuse of funds. As I became more sophisticated, I began to see that what the prisoners were doing to each other was far worse than anything the staff ever did to them. In the third stage of my prison education, I found out that many stories about staff were myths instead of realities and others that were true were based on custody problems of which I had been previously unaware.

Prisoners, staff, and administrators are caught in antagonistic yet reciprocal webs of meaning that are largely structured by social forces beyond their control... I continue to be disturbed by the suffering of prisoners and to be convinced that no fully developed civilization could tolerate prisons as we now know them, but I no longer agree that this needless suffering is forced on prisoners by line staff and administrators. Quite to the contrary, prison conditions are an expression of the will of the general citizenry, and they will not change significantly until the public develops a different conception of what to do about crime and criminals. (pp. xi-xii)

Middleton (1981), in a study of the emergence of prison educational program emphasis upon the encouragement of literacy among prison populations as well as the provision of vocational training, noted that Raymond Bell, as chairman of the Department of Human Development at Lehigh University, had stated that most college programs in U.S. prisons reflected low enrollment standards, were poorly staffed, and failed to offer courses that were otherwise offered in regular college programs. Bell had conducted a survey of prison education programs in 1979 for the federal government, observing that "I think it's largely a case of the cons being conned" (p. 22). He further added that the initiation of college education programs in prisons was frequently undertaken to acquire favorable publicity for the college involved, or to boost declining enrollments in regular programs. However, it should be noted that none of the more recent evaluations reviewed provide sufficient reasons for such a pessimistic judgement.
In a report entitled, "A Survey of Higher Education in U.S. Correctional Institutions," Littlefield and Woldford (1982) surveyed correctional "central office personnel" in all adult and juvenile state correctional departments in the U.S., including the Federal Bureau of Prisons, the District of Columbia, and the Commonwealth of Puerto Rico. For the 48 responses received, data was acquired on 278,304 adults and 1,500 juveniles in state institutions (including the District of Columbia and Puerto Rico) and on 26,000 inmates in the federal system. Of the total of 304,304 prisoners included in the report statistics, 26,992 were enrolled at the time in college education programs. What is of interest in this report is the disparity in percentages of enrollment within these systems, a range which varied from two percent in some institutions or areas to as high as 30 percent in others. From the statistics derived from this study, the following research recommendations were provided:

(1) A national survey of post-secondary institutions with programs in U.S. prisons . . . to give a detailed analysis of the scope and nature of [their] scope and nature.

(2) Post-secondary institutions should encourage research, conduct follow-ups and assessments to determine the effect of their programs [upon] incarcerated students.

(3) Correctional agencies should examine their post-secondary programs as part of the total educational offerings within the institutions.

Based upon four years of experience in adult education programs in state prisons, Goldin and Thomas (1984) examined education programs in two penitentiaries in Illinois. Interviews were conducted with prisoners, instructors, education directors, and prison administrators. Survey data were also examined as a part of this broad-based approach to evaluation, and a number of interesting aspects of adult education in prisons were revealed, including the potential value of such holistic methodology as the ethnographic approach to program evaluators. According to Goldin and Thomas, the deprivation of adult education programs, as well as the special problems faced by programs in the prison setting, are directly related to several principal factors. Inmate-students were concerned about the lack of educational rele-
vance to their real lives, and to the lives they would face upon release from prison. Lockdowns and confinement of prisoners to their cells constituted a second range of concerns. Lockdowns prevented prisoners from attending classes, and during one lockdown, which lasted for more than a year, all education classes were canceled for the duration.

The findings from this evaluation also indicated that prisoners and educators alike believed both the classroom environment and classroom interactions to be inadequate and problematic (Goldin & Thomas, 1984). An instance was cited in which only one of the inmate-students attending a class had completed a required assignment. When this individual attempted to engage in dialogue with the instructor, the student was berated and threatened by the other inmates. This problem area was germane to the type of social organization in which educational programs in correctional settings are situated. When hazing and harassment from guards and fellow prisoners served to retard learning, stress was produced as a part of the day-to-day routines of prison life.

A second major deterrent to learning was that inmates, instructors, and prison officials often expressed contradictory goals with respect to the growth and development of educational programs. Self-improvement and earning a degree were the prisoners' main goals; maintaining course requirements was the instructors' principal goal; program administrators were intent upon adhering to the objectives of the institutions they represented; and prison officials were inclined to enforce the goals of the prison. Goldin and Thomas (1984) provided a useful summary of the disparate nature of program objectives among the participant categories:

For example, discussions about American values were scheduled at a regional medium security institution. Two films, *Attica*, and a film about the training of prison guards, were proposed by the faculty and approved by prison administrators for one of the sessions. Upon learning which movies were scheduled, two corrections officers complained to their captain that they believed these films were likely to instigate unrest and even prompt riots among the viewers. The administrators acceded to the wishes of the security staff and
decided that the films would not be shown. Upon learning of the decision, inmates expressed anger over the ease with which the administration could intervene to change the inmates' program. The series coordinator reported that, after this incident, the attendance at the next program was less than half that of the first session. Further, the rapport between students and faculty was considerably worse than it had been before the incident. (pp. 123-124)

Overall, descriptive research remains an area which has not reflected broadly-based research efforts. Rather, attempts at explication have often devolved into evaluations of adult and continuing education programs primarily directed at the quantitative measurement of the extent of participation.

In 1989, Knepper, in a report on "Selective Participation, Effectiveness, and Prison College Programs," addressed two questions: 1) What is the relationship between college programs in prison and societal adjustment, and 2) which offenders participate in college programs? The report was based upon the effort to determine program effectiveness for two college education programs conducted in three Wisconsin prisons between 1980 and 1985. Rather than relying upon recidivism as the sole dependent measure, a composite index of parole adjustment, as an intended comprehensive indicator of societal adjustment, was introduced. Controlling for differences in race, age, gender, prior convictions, types of offenses, and previous incarcerations, it was found that the college program participants had achieved better adjustment scores than the general prison population.

Insofar as the issue of whether college program participation outcomes could be attributed to program participation or to the type of inmates selected to participate had been previously raised, Knepper (1989) also considered the question of whether differential participation in prison programs reflected inmate preferences or differentiated access to or recruitment into certain types of programs. Knepper determined that such questions were not easily answered, especially since certain intangibles, such as the meaning of "effectiveness," were likely to be as complex as the totality of the program participants. The findings for this issue were thus qualified:
While the lack of methodological rigor and using recidivism as the dependent measure are sources of constant criticism in research of post-secondary education programs, other criticism has centered on a less avoidable problem, the concern referred to by Glaser (1966) and Waldo (1969). This "selective participation" issue is really two-fold. First, it can be argued that those offenders who are likely to complete a college program in prison are exactly those offenders who would be expected to be more successful upon release anyway.

With these qualifications in view, the study did state that the differences in populations which were identifiable, for example, age or severity of offense, could be controlled by matching experimental with control groups (Knepper, 1989). However, it was noted at the same time that this strategy did not preclude the possibility of differences in motivation, or some other less obvious reasons for program participation which may exist. To set up control groups to match the college education program participants, similar students from the vocational and secondary education programs (i.e., subjects who reflected controllable differences) were selected. It was acknowledged that the inmates enrolled in the vocational program could have motivations for program enrollment which were very different from those enrolled in a secondary education program, just as both of these populations could differ with respect to motivation from the college program group.

Ultimately, though Knepper (1989) made no conclusive case for or against the effect of participation in a college education program upon recidivism, it was adequately demonstrated that nonrecidivist college program participants had fewer post-release adjustment problems. Thus, they required fewer resources and services from community corrections services. At the same time it was acknowledged that other factors, such as "length of institutionalization," may have served equally to influence parole success. It may also have been the case that those who were enrolled in the college programs served lengths of time in prison sufficient to enable completion of their programs. In addition, it was also acknowledged that prison counselors or others in positions of authority could have exercised influenced upon program enroll-
ments: "The selective participation issue, identified as a persistent methodological problem in evaluation of correctional programs, insists that some differential treatment process is already in effect, whether intentional or not."

Thorpe, MacDonald, and Bala (1984) completed a follow-up study on prison inmates in New York who had completed work for college degrees while in prison. Of the sample of 176 offenders who had earned degrees, 14 percent were returned to prison during the survey period 1972–1976, compared to an overall return rate in the general population of 20 percent. The reduced rate of recidivism among the sample population was attributed to both motivation and capabilities, as well as to program impact. The sample represented a cross-section of the types of degrees earned, and the majority had earned either a certificate or an associate degree. However, it was noted that the sample was based upon seven participating colleges in New York, of a total of 24 different college institutions who conducted education programs in 31 penal institutions during the period in question, and that the issues of personal motivation and individual competence as well as institutional influence and experience were at best difficult to approach:

Various factors should be considered... which hinder the analysis of such research findings concerning post-secondary education programs in prison. Since the program is only one component in an inmate's overall prison experience, it is difficult to conclusively identify the separate effect of the college program on post-release behavior. Furthermore, it may be argued that those inmates who successfully complete college programs are more motivated and/or competent... and that these same factors are related to their future adjustments on parole.

In a second attempt to relate the worth of college education programs to prisoner recidivism, Holloway and Moke (1987) based their approach upon the assumption that there was a link between the experience of higher education and a reduction of recidivism, at the same time acknowledging the existence of other factors and influences that could have an equal effect upon the rate of return to prisons. For the experiment, 300 inmates of the Lebanon Correctional Institute in Lebanon,
Ohio, a medium-security prison for young males (i.e., under the age of 30) were divided into three groups: Group I consisted of 95 men who had earned associate degrees in prison, whereas the comparison groups consisted of Group II, 116 men with a high school degree or a GED certificate, earned either within or without the prison, and Group III, 106 men who had been high school dropouts. All of the subjects were released from prison on parole between January 1, 1982 and October 1, 1983 for periods from one to two years. For experimental purposes, "successful reintegration" into society was considered to be a minimum of one year on parole without a return to prison.

Certain important factors characterized differences within the sample groups. Only half of groups I and II were arrested prior to the age of 18, whereas 72 percent of the group III subjects had been arrested prior to that age; the college group (I) and the high school/GED group (II) reflected similar histories of juvenile incarceration respectively, 20 and 23 percent), whereas the dropout group (III) had a much higher rate at 40 percent (Holloway & Moke, 1987). Comparison of employment status and educational attainments demonstrated linear relationships between the two factors prior to imprisonment, a relationship which was maintained through the parole period. It was surmised that

it is possible to develop a portrait of the "typical" offender prior to his incarceration at Lebanon. An individual drops out of high school and becomes involved with alcohol and/or drugs. Continuing the decline, he experiences difficulty obtaining employment and begins engaging in behavior that leads to his first arrest while still a juvenile. After repeated infractions, he is convicted as an adult and committed to an adult facility.

Thus, it was observed, from carefully constructed measures of reintegration, that the better educated inmates performed better than those who lacked similar educational qualities.

Galley and Parsons (1976) described a prison-education program at the Maryland Training Center (MCTC) initiated in 1969 by Hagerstown Junior College in
which close institutional cooperation between the two was the rule. Following the establishment of program guidelines and formation of an inmate screening committee, inmates were admitted to the program upon signing a contract advising students of the program rules and requirements for observance of socially-acceptable behavior, and were then tested (i.e., the ACT Assessment Program, as well as reading and mathematics tests). The results of the measures then became a profile for use in regular counseling activities (i.e., once each month at a minimum). It was determined that this form of counseling would enable the college to deal with inmate-student needs on an individual basis.

It was fundamental to the MCTC program that each inmate-student have an ultimate goal to pursue upon release from prison in order to avoid recidivism. Thus, courses were offered with three objectives in view (Galley & Parsons, 1976):

1) Courses designed to improve basic skills,

2) Course selections which enable career-track students to develop marketable knowledge, and

3) Courses transferable to four-year universities.

In addition, the program sought to avoid conventionality. Instruction strategies, the length of class periods, and all aspects of learning opportunities were as flexible as possible to accommodate, so far as possible, the needs of this type of restricted population.

A campus-release program, introduced in 1970, served as a goal to help assure compliance with the behavioral contract insofar as admission into this release program was based upon both high academic achievement and conformity to acceptable patterns of personal behavior. Though the high success rate of program enrollees was thought to be related to this release program, as a form of social control as well as an educational endeavor, the evaluation of the educational program was still problematic. The researchers stated that though the statistical indications were favor-
able to the program, to be over-reliant on such measures would be an error (Galley & Parsons, 1976). The problems in this approach included tracking released felons. Nonetheless, for those who could be tracked or located, the recidivism rate was lower than the state prison-population average; one out of three for former inmate-students, compared to a statewide average of seven out of ten. Thus, it was concluded that though reduced recidivism must be an objective of any prison rehabilitation program, unless the program can control all of the variables in the recidivism syndrome, it would not be productive to expect the program to serve to modify that syndrome; an educational program should, therefore, seek more practical if not modest goals:

Recidivism ranks poorly as an indicator of college program effectiveness in lowering criminal behavior because:
1. It is conceptionally a poor index of criminal behavior.
2. It is an insensitive measure.
3. It is contaminated by factors and measures other than criminal behavior.

What, then, can be said regarding the success of the program? Perhaps, it is most accurate to say that after seven years some of the participants in the program have used it to change their lives. A great many of the inmates have far better learning skills. Some have achieved a significant place in free society. Still others are in the process of seeking that place. In our voluntarist society, very little else can be said of any educational endeavor. The opportunity has been provided--some have taken advantage of it.

Galley and Parsons (1976) noted four ways in which the prison environment could be made more conducive to the success of education programs as well have an effect upon reduced return rates to prisons: 1) Educational programs are a bargain in view of the costs of maintaining inmates in prisons and can be a productive tool to combat the cycle of recidivism; 2) facilities and equipment comparable to the task are needed since unacceptable facilities can serve to actively hinder the learning process; 3) greater effort should be made to integrate prison education programs with rehabilitation programs following release from prison; and 4) society must modify its basic approach toward the imprisoned:
It seems that society would like to forget the inmate once he is incarcerated. Yet, this shortsighted attitude is responsible for most of the problems besetting prisons and prison education, today. Until society is willing to assign attitudinal modification in the offender a high priority, a prison education will remain, at best, a control but not a cure.

Gendrom and Cavan (1990) examined the Southside Virginia Community College (SVCC) program at Mecklenberg Correctional Center, a maximum security prison in Virginia, a program in this case undertaken at the initiative of the institutional warden, which was ultimately described as a reflection of both the symbiotic and adversarial relationships between educators and the Virginia Department of Corrections. As an enrollment incentive, the Virginia governor initiated an early release program for those inmates who earned their GED certificates. The SVCC administration, in turn, chose to regard the prisoners simply as students within its own service area. Thus, nearly 30 percent of the prison population became involved in the SVCC program. Inmate-students were even encouraged to wear special t-shirts and class rings as reminders of their accomplishments. According to the report, the salutary effect upon the inmate-students was measured in terms of enhanced feelings of self-worth and thus reflected behaviors that were of benefit to themselves, to the prison, and therefore to society in general.

Noting that the SVCC inmate-students performed as a group at academic levels that were superior to SVCC campus students, Gendron and Cavan (1990) cited appropriate statistics to demonstrate the reduction in recidivism and the facilitation of post-release social adjustments in relation to the college education program. They observed that there were six key characteristics for the establishment of a successful inmate education program:

1) Support from the Department of Corrections;

2) Cooperation between the college and the Department of Correctional Education (i.e., in Virginia an autonomous state agency, whereas in
Oregon its counterpart is subject to authority of the Department of Corrections);

3) Active and sympathetic support from the college administration, including active supervision through the Division of Continuing Education;

4) Program flexibility, to include a) flexible attendance policies, b) creatively schedule classes which are not in conflict with prison schedules, c) curricular flexibility, encompassing recognition of institutional security requirements, and d) instructor flexibility based upon creation of a favorable learning environment in less than ideal conditions;

5) Screening and orientation for both students and faculty; and

6) Institutional support, including student recognition provided on same basis as provided at on-campus location.

In 1982, Duguid reported on an educational program conducted by the University of Victoria at a Canadian federal prison, in which among the population, "the men were virtually all recidivists, half were drug addicts, most had extensive juvenile records and had an average grade nine education. This was by no means an 'elite' group of prisoners" (p. 66). The most noteworthy result of the institution of the program was that in a three-year follow-up study, only 14 percent of the education group had returned to prison, compared to a return rate of 51 percent for the general population control group.

The university approach to prison education was unique with some similarities to Phase I of Oregon Project NewGate as directed by Tom Gaddis. Educators set up and simulated a democratic "community" within the authoritarian prison to foster maturity of behavior. The curriculum was based upon the liberal arts, with a core of history and literature courses. Thus, the approach was based upon the encouragement of reasoning ability and mutual interactions (Duguid, 1982). This theoretical and structural foundation was regarded as the key to the success of the program since
changing the way the inmate perceives reality is fundamental to changing the way in which the same inmate will behave. Bypassing the orthodox reasons often cited for repetitive criminal behaviors—mechanistic drives as the outgrowth of low class position, poverty, deprived childhoods, or genetics—the educational directors of this program concluded that the inmate’s perceptions of reality had a more direct relationship to misconduct or appropriate behavior.

The program was based upon three aspects in the process of helping inmates change patterns of behavior: a) cognitive development, b) moral development, and c) sociopolitical development. The approach was based upon observations of the authoritarian cognitive styles readily observed within any prison population, which were also defined with respect to certain attributes:

- need to perceive the world in a highly structured fashion,
- intolerance of ambiguity,
- excessive reliance upon stereotypes and ignoring of nuances,
- adherence to whatever values are conventional in given settings,
- preoccupation with virility and exaggerated assertions of strength,
- pessimistic assumptions about human nature, and
- inability to be introspective, or to acknowledge one’s feelings. (p. 57)

In the viewpoint developed by the program administration, rigidity and intolerance, as dominant features of the authoritarian personality, handicapped individuals and served to rigidly compartmentalize their cognitive abilities. Therefore, the program developed greater reliance upon form than upon content. Duguid observed that what is required in a prison education program is concern with instruction in problem-solving strategies, rather than concern for learning information and/or facts.

Basing the program approach upon Piaget’s concept of cognitive development, students were guided toward more subtle and complex thought processes (Duguid, 1982):
What we are concerned with, then, is not the content inherent in the
criminal’s thinking, or the lack thereof, but the actual structure of his think-
ing. It is for this reason that critics of prison education can accuse many
prison education programs of producing mere educated criminals or fob-hold-
ing criminals, because they have not addressed themselves to the crucial issue
of the structure of thought.

Education in and of itself is not sufficient to confront this problem,
rather it must be education with a particular goal, a particular content, and a
particular style. (p. 58)

For moral education, the six moral reasoning stages outlined by Kohlberg
were pursued, based upon the sense that the manner in which individuals select,
arrange, and sequence perceptions of reality is more than a cognitive operation, but
is a process with intrinsic connections to those beliefs and values which guide indi-
vidual lives. According to Duguid (1982), "these beliefs and values are subject to a
developmental process which can be directly affected by education" (p. 59). Thus,
to foster the rehabilitation process, the educational program must be more directive
than those employed in traditional theories of adult education. Given the hidden
agenda of moral development, in this approach teachers must at times serve as advo-
cates promoting examples of higher stage cognitive development. Thus, studies of
crime and sociology were avoided for the classic liberal arts approach of argumenta-
tion, philosophy, ethics, and analysis.

It is of more than passing interest that this program, the statistics for which
certainly reflect a certain degree of program success from the orthodox view of
reduced recidivism, was consistently supported by the corrections staff at all levels
(Duguid, 1982). Support to the extent that the creation of a democratic "communi-
ity" within the prison walls could be created and/or tolerated is in itself remarkable.
At the time of the report, or eight years from the initiation of the program and the
research project, there were no occasions during which teaching or program person-
nel had to request assistance from prison personnel with respect to any concerns but
those of an administrative nature.
CHAPTER 3
DESCRIPTION OF RESEARCH

This investigation has been designed as a study of the development and structural evolution of the college education program conducted within the Oregon State Penitentiary (OSP) in Salem, Oregon, based upon data acquired through participant observation, interviews, and review of program documents. The purpose of this investigation, based upon the assumption that the verbally expressed attitudes and behaviors of informants and those presently or previously attached to the program are equally as important as the documentary record, was to chronicle the history and development of the program, allowing explication of the structure and nature of the present college program at OSP. Thus, an important objective of this research was to determine the views of program participants of the value and effects of this college education program, exclusive of the application of evaluation instruments for the measurement of academic achievements, rates of recidivism among participants, or any other externally imposed measuring device.

The first requirement for the initiation of the study was to become acquainted with the study setting (Collier, 1980). In this sense, for six months starting in September 1986, the investigator was employed by Chemeketa Community College to teach Spanish and writing courses in the OSP contracted college education program. Participation in this program provided an ideal position from which to observe as well as to teach. During this period of time, a number of contacts with both inmate-students and prison/program staff were established, a network which would prove
invaluable upon initiation, within two years, of a scheduled series of both formal and informal personal interviews in connection with the current investigation.

Participant-Observation and Sources of Information

With all due respect for academic reservations about the utility of investigations in which the researcher becomes personally involved, the nature of this study does not permit the investigator to wholly confine the following observations to impersonal forms of expression, particularly from the viewpoint of evaluating the network of personal contacts that permitted the completion of this study. With this caveat in view, the most valuable contact established during my contracted period of teaching at OSP was with an inmate who, beginning at about age 13, had spent more than one-half his life incarcerated, the last several years at OSP. I first encountered him, a bright but disruptive student, in my Spanish class. Always the center of attention, this intelligent, informed, and friendly fellow was in my class only a few weeks when he was removed and remanded to solitary confinement (i.e., "the hole" in prison parlance). In collaboration with a prison guard, he had been selling marijuana throughout the institution. It was more than a year later, upon returning to the institution as a visitor, when I again saw this individual, though we had continued to correspond through the mails to allow completion of his Spanish class. From August 1988 until January 1989, I visited this prisoner once a week for one to three hours on each occasion. He has provided, and continues to provide through correspondence, invaluable insights from the viewpoint of incarcerated inmate-students. This individual has continued his college education, and expects to complete course requirements for his baccalaureate.

My second principal contact was Neils Skov who, more than any other single individual, was responsible for initiating the OSP in-house college education pro-
gram, and who presently teaches at Evergreen State College in Olympia, Washington. Like most subsequent interviewees, Dr. Skov was cooperative and supportive, providing information, dates, names, and a series of photos and documents which have been included in or considered for this case study. Other interviewees, including both past and present participants in the OSP college education program, have been more readily accessible since most still reside in western Oregon. Although a few of the interviews were necessarily more formal sessions based upon direct questions and answers, most have been informal and conversational in nature. With the exception of the interviews conducted within OSP, all interviews were tape recorded and have been transcribed for inclusion, as appropriate, in this study. In any event, the useful advice provided by Spradley (1979) was closely observed:

It is best to think of ethnographic interviews as a series of friendly conversations into which the researcher slowly introduces new elements to assist informants to respond as informants. Exclusive use of these new ethnographic elements or introducing them too quickly, will make interviews become like a formal interrogation. Rapport will evaporate and informants may discontinue their cooperation. At any time during an interview it is possible to shift back to a friendly conversation. A few minutes of easy going talk interspersed here and there throughout the interview will pay enormous dividends in rapport. (pp. 58-59)

In every case, informants provided reference to other possible sources of information. In one instance an interviewee who was a retired administrator called his successor to facilitate arrangement of an appointment. In addition, a number of informants provided written documentation that proved to be useful, and one teacher disclosed the diary she had maintained when employed during the NewGate phase of the program.

Training in curriculum and instruction from the perspective of multicultural education, reinforced by personal curiosity about education in the prison setting, led me to apply to teach in the OSP lower-division college education program. The penitentiary, a bounded system in the most absolute sense, is a separate culture distinctly apart from mainstream society, and is the host or progenitor of any number of sub-
cultures. Given the tensions as well as challenges which distinguish this type of educational program, it would have been difficult for a close observer-participant not to have become aware and sensitive to the dynamics of that environment. Admittedly, this keen interest could have led to personal overinvolvement as well as to heightened awareness. However, in undertaking this investigation, every effort has been exercised to retain appropriate objectivity, or at the least to maintain awareness of the extent of influential factors incumbent upon personal participation in this type of research analysis.

Data were collected through: 1) participant-observation as a program instructor; 2) interviews with past and present program participants; 3) a survey of inmate-student opinions; and 4) a review of all available current and historic program documents. The documentary sources which were not cited directly in this study, as well as a record of program participants who were cited, are included as Appendix A; a copy of the survey questionnaire is included as Appendix B. The six-month period in 1986, when teaching English composition and conversational Spanish at OSP, proved to be the most productive occasion for the acquisition of useful information. As a participant-teacher, I carefully observed and became aware of the formal and informal chains of command and power/prestige hierarchies, including interactions among students, among guards, and among teachers; interactions between students and teachers, between teachers and guards, and students and guards, and between students and inmate-clerks and students and the environment. Thus, as an observer I began to understand the meaning and dynamics of certain exchanges which were initially without specific meaning.

The way in which students made me aware that the environment of "school" was different, separate from their other prison environments, each of which also differed from every other activity place, and that all interactions were rule-governed according to inmate status relationships, was a noteworthy example. Though inmate
rules of interaction aren’t written, they are in many ways subtle and enforced by numerous pressures. On one occasion I encountered a student of low status and power in the central control area, outside the boundaries of the school; I reminded him of a due assignment and asked about his health because of his absences from class that week. This brief encounter caused him obvious discomfort, and he appeared to physically shrink and pull back into himself as I spoke. He later told me, "you could get me killed. They could think I’m teacher’s pet."

In contrast, powerful inmate-students did not experience similar problems. They would hurry to walk with me up or down the long and dismal flight of ancient concrete steps into or out of the school area; they would often delay my passage out of the classroom area to discuss an assignment, as if to advertise their position. It was soon apparent that this activity was always the province of the most physically powerful inmate-students. If several students approached me at once, only the most physically impressive student(s) remained to talk, and the others always immediately faded into the background. In turn, these men were easily bumped by another teacher, a guard, and sometimes even by the inmate-clerk. It was this acute awareness of "power" among all participants in the college education program which first signaled "difference" to me. As the one-time OSP Education Coordinator said to me during a subsequent interview, "college in the penitentiary has little resemblance to college on campus."

Though I had continued to monitor inmate-student opinions through correspondence with the student completing conversational Spanish class by mail, interviewing was undertaken in earnest two years after I left my position in the institution. Since, with the exception of the visiting room, I could no longer enter the penitentiary, and after a few months these visits also came to an end, continuous contact with inmate-students was maintained only through my Spanish student, who became my incarcerated volunteer assistant. Thus, none of the institutional observations or
interviews were tape-recorded; they consist of personal recall immediately recorded subsequent to encounter, or notes taken during my period of contract teaching. I did conduct tape-recorded interviews with past and present staff members outside of the institution. Without significant exception, interviewees were forthcoming, helpful, and even eager to provide information as well as the names of other program participants who they felt could help with the study.

Program documents were accumulated from a wide variety of sources. The OSP Coordinator of College Education, a penitentiary employee who oversees the classes currently offered by Chemeketa Community College and Western Oregon State College in the penitentiary, constituted a significant source of official printed program information. Although this individual was always willing, at the request of his superior, to bring me copies of required documents, he seemed never able to remember to deliver to me the documentation in as comprehensive form as would have been desired. However, useful documentation was obtained from the files of many interviewees, some of which was voluntarily provided and some of which was provided at my request. Copies of informative annual reports were found in the state library, while two published program reports were found at Portland State University. The documentation reviewed was comprehensive in nature, and sources from the reference list are cited as appropriate throughout this study.

Analyzing these data was an ongoing process. Each observation, interview, and document led to speculations which contributed to further research and some tentative conclusions. Sorting, finding common threads in my observations and in interview material, and summarizing this material was an arduous project. As Collier (1980) noted, "there are always more people to interview, more data to check, questions unanswered" (p. 68).
Preparation of a Survey Questionnaire

OSP is a maximum security institution; therefore, for members of the academic community as well as the public at large, gaining access to the penitentiary is difficult to the point of near impossibility. For non-staff entry for any reason, a security check and prior approval are required. Visitors cannot enter any of the areas where inmates study, work, or carry out any other activities of their daily lives, but must proceed, in the company of prison guards, directly from the reception room to the visiting room. Visitors, volunteers, and most employees are searched as they leave the reception room to go to any point within the institution.

From the initiation of the current investigation, it was made clear by prison administrators that there was no question of permitting an outside investigator free and open access to the present prison population to determine attitudes toward the college education program at OSP. Research efforts and findings consist of interviews with a broad range of past and present program participants, to include instructors, administrators for both prison and college programs, and student-inmates to the extent encountered through participant observation during the period the investigator was an active instructor at OSP. Contact with the present generation of inmate-students has been limited to responses to a questionnaire administered on a voluntary basis by instructors currently employed in the OSP program.

The questionnaire (Appendix B) consisted of eight questions, administered only with whatever introduction the individual instructor chose to ascribe to the document and its purpose:

1) Do you have a high school diploma? Or, a GED certificate?
2) If a GED certificate, did you earn it in OSP? Another correctional institution?
3) How many credit hours do you usually carry? Presently?
4) What year are you in college?

5) For how many years have you been studying in college classes?

6) Do you plan to complete a two-year degree? A four-year degree?

7) Do you believe your college classes in OSP are the same as they would be on campus at WOSC or CCC? Better? Worse? If different (better or worse), how?

8) Comments: (Please note any observations or suggestions you have. You need not sign this form.)

The Prison Environment and Selection of Research Methodology

All aspects of the environment, including both the site and the populations, interact, and all aspects of the culture must be considered to arrive at comprehensive understanding. As Erickson (1977) has pointed out, an anthropologist analyzes the systems people set up for coping with the multiple discrepancies they must face, and their means of adaptation to the given structures. Within the school environment, multiple factors interact in ways which cannot easily be assessed and analyzed in goal-oriented evaluations, which measure only the predetermined goals and objectives of programs. In contrast, a case history inquiry looks for hidden goals and outcomes as well as those which may be anticipated from within the system (Collier, 1980). Statistically reliable data are assumed by goal-oriented evaluation, while qualitative evaluation makes no such assumption, and rather seeks to explore the underlying realities and complex dynamics within a program (Wilson, 1977).

Mapping, or becoming acquainted with an environment and the individuals and groups who are integral to that environment, is a necessary part of participant observation in the pursuit of baseline information (Spradley & McCurdy, 1980). This may include cognitive drawing or sketches of the physical layout, whether the
setting is village, school, prison, or any other situation, employing photography as an elaboration of this process as appropriate. LeCompte and Goetz (1984) suggested that the procedure should include "getting acquainted with participants, learning why they congregate, recording demographic characteristics . . . and creating a description of the context of the phenomena under consideration" (p. 43).

Key informants may occupy a unique status within the environment in question; they may possess specialized knowledge or the desirable skills, traits, or attributes which can be used to provide insights into the process of understanding the culture or particular phenomena under study (Pelto, 1970; van Willegen, 1986). Selected because they are to some degree representative of the study population, key informants possess information not otherwise readily available to the researcher.

Since one of the intents of this investigation was to determine program valuation from the participants' point of view, no measuring devices were developed for the conduct of this case study. Thus, this study was based upon personal observation, subject to the limitation that the investigator, as the primary research instrument, with due objectivity attempted to experience the values and nature of the OSP college education program milieu. Admittedly, it is impossible for such an imperfect instrument to be objective, particularly given that the investigator was for a brief time part of the experience. It should be added, however, that no sterile gown, nor measurement template, could have been used to alter the nature of the investigative task in a productive manner. Thus, program operations were observed, representatives from among the concerned populations were interviewed, and documentation was collected and analyzed. The investigative task was to report as clearly as possible, accurately recording participants' perceptions (including those of the investigator), and to stay out of the way of these perceptions.
The limitations of this research format mandate consideration of the problem of subjective research bias, in this or in similar types of studies. Diesing (1971) has candidly discussed this issue:

The experimenter tries to solve the problem of objectivity by detaching himself from his experiment and his subject matter as fully as possible, emotionally and physically. In this way he hopes that experimenter bias will have a minimal effect on the results. It might be argued that this is also the proper solution for the participant observer.

However, this solution will not do because it takes the heart out of the method. Participant observation depends essentially on the creative use of bias to discover things that would otherwise not be observable, so the minimizing of bias and involvement would destroy the method. An observer who is not emotionally involved will be unable to empathize, to see things from the perspective of his subject, and therefore will miss much of the meaning of what he sees. (p. 280)

The application of the principle of triangulation helps to mediate the problem of objectivity. Collecting data in three different ways, subject to constant checks and double-checks, and the subjection of all collected data to reasonable standards of verification, were the bases for maintaining accuracy of reportage for this case study.
CHAPTER 4

COLLEGE EDUCATION AT OSP

College Education Program Environment

Oregon State Penitentiary encompasses a forbidding prison structure which strongly resembles a heavily fortified castle, replete with gun towers. An employee parking lot stretches around the front where one expects to see a moat. That strip of asphalt separates the grounds from the prison’s stony face. According to the Oregon Department of Corrections Annual Report for fiscal 1989-1990 (1990), the institution is located within a 26-acre plot enclosed by a reinforced concrete wall averaging 25 feet in height (Figures 4.1-4.4).

Opened in 1866, the facility is a maximum security institution for men. The "extended capacity" is 1,709 inmates, but in recent years its population has been varied from 1,900 to 2,000 inmates. According to the Annual Report (1990), the 1989-1990 population averaged 2,000 men.

Inmates are housed in four major cellblocks and a 138-bed dormitory. There are also special housing units for Disciplinary Segregation, Administrative Segregation and a Special Management Unit for inmates with mental illness and emotional problems. A 24-hour infirmary, located within the institution, provides medical and dental care for inmates. Co-existing with OSP operations is a large Corrections Industries work area which includes laundry, furniture factory, metal shop and computer entry facilities. (p. 13)

In addition, a 196-bed maximally secure unit was constructed in 1989-1990 within the walled enclosure:

Scheduled for completion in May 1991 at a cost of $8 million, this unit will be the most secure in the Oregon State prison system. It will serve all state prisons and will house inmates who, for reasons of behavior, cannot be safely managed at other prisons. (p. 14)
Figure 4.1. Oregon State Penitentiary, Sketch of Prison Grounds.
Figure 4.2. Oregon State Penitentiary, guard tower, front entrance, and parking areas.
Figure 4.3. Oregon State Penitentiary, a) cells and b) cell block.
The Academic Section (Figure 4.5, "Education Department")\textsuperscript{1} is at the end of a long, bleak walk through the fortress. Visitors and teachers park in the visitors parking lot, about two blocks from the guard tower at the entrance to the prison; this is where observation begins of all who approach by guards placed in the entrance tower (Figure 4.2). Entering the building, teachers turn to the right into the reception area, sign in, and then wait a short time to be inspected and escorted past other waiting visitors, down the ramp, through the first of the huge, heavy gates which are operated electronically by guards in a glass cage. This is the Communications Center ("Turnkey"). From this small enclosure, teachers continue down a block-long corridor through two more gates controlled by the guards. From personal experience, the guards were generally friendly and efficient and there was seldom a long

\textsuperscript{1}The floor plans provided in Figures 4.5-4.7 are sketches drawn by inmate-students; with the exception of the removal of the names of personnel, these sketches include appropriate notation by their authors.
INTERMEDIATE BUILDING 4th FLOOR
wait between gates; nonetheless, the strangeness of the environment and the action of the gates makes movement through the area an experience that weighs heavily on the individual's sense of awareness. The environment demands and absorbs all of one's attention. The gates close with a "clunkthud" which suggests a certain finality.

Through the third gate, teachers enters into the "Central Control" area (the "Bull Pen"), into which all other areas flow. Every area within the fortress is separated from all others by huge, solid metal gates. In theory, a prisoner needs a pass, or a permission slip, to enter, pass through, and leave this area; however, prisoners regularly do get themselves into unauthorized areas. Approximately 50 feet into the control area, teachers wait in front of a very large solid steel door, through which prisoners and others ascend to any of the next three levels. When a guard comes from his post at the gate just passed, this door opens onto a gray stairwell which leads to floors above.

Surveillance in this ancient, gray-concrete stairwell is by cameras attached up in the hallway ceiling corners. Up one long flight, teachers arrive at the inmate management floor (Figure 4.6). The library, chapel, and hobby shop are up another identical trek (Figure 4.7). Last, on the fourth and final level one finds the academic section, where guards are encountered at a reception counter. In principle, college classes are to the left, and other classes are to the right. However, space is allocated according to need, thus college classes are often held in the area assigned to lower-level instruction. Every classroom is equipped with see-through window-walls, so that all activity can be monitored constantly.

Inmate-students enroute to school travel through much of the same path as do teachers and others, but their route can be much more frustrating. Prisoners are ascribed a low status by the guards and they might have to wait longer for gates to open. If something in a cellblock runs afoul in any part of the system, a lockdown order may keep them confined for hours or even days. The configuration of a cell-
Counselors' names have been deleted; otherwise, the sketch has been left as it was given to me by an OSP inmate.

Figure 4.6. Oregon State Penitentiary, Inmate Management Floor (handwritten notes are inmate additions).
Figure 4.7: Oregon State Penitentiary, Library, Chapel, and Hobby Shop.
block is interesting: Five-tier rows of metal cages, with one metal stairway at the front, have been constructed in huge concrete caverns (Figure 4.3). Each cellblock houses an average of 250 men. Movement between and within areas is slow and deliberate.

OSP Inmate-Students

As a maximum-security penitentiary, OSP is home to men for whom a medium- or minimum-security institution has been deemed inappropriate by courts and corrections officials. These are adult males, aged approximately from 25 through 75 years, whose offenses against society have been grave enough that they have lost most of the rights and freedoms most of us take for granted. Generally, the dominant opinion among the present and past teachers interviewed was that the inmate-students had little in the way of scholastic preparation; some few are college graduates, and fewer yet have advanced graduate degrees. Classroom questioning revealed that the majority of those entering college classes have earned their GED in the institution. Among the teachers interviewed, or with whom I worked, there was general agreement that students' interests and motivations as well as the quality of their college work ranged from very low to very high. At the same time, however, there was some disagreement among the same teachers concerning the degree to which these interest/motivation/quality levels differed, if at all, from those of undergraduates in community colleges or public universities.

Teachers

Since college education is presently contracted from Chemeketa Community College and Western Oregon State College, program instructors have the same credentials required to teach on campus at their own institutions. In other words, the teaching staff had completed either a master's degree or a doctorate in their own
fields. To the best of my knowledge, none of the teachers had any specialized education in penology. The orientation the instructors received toward teaching in the penitentiary was subject to some variation. From my experience, as a female community college teacher, no specific orientation was offered by the penitentiary, other than being told not to sit on my desktop if I wore a dress to work.

According to Gayle Gassner, the Chemeketa Director for Corrections Education (personal communication, June 1992):

Criteria for selection of instructors for Chemeketa Community College’s Corrections Education Associate in Arts program is the same as selection of instructors on campus or any other site used by the college. For transfer level courses, the individual is expected to have a minimum of 30 graduate quarter hours (or equivalent) in the area to be taught and a masters degree. In some cases (such as non-transferable preparatory classes and applied computer science courses) this might vary in the program as well as on campus. All instructors must be approved by the appropriate subject director on campus.

Guards

With some notable exceptions, the guards were competent and reliable. It is an employment requirement that they have completed high school or earned a GED. Generally, these men and women seem to be about the same ages as the majority of the inmates. Because of the power of their position, the uniform, and their self-awareness as enfranchised individuals carrying out an employment responsibility, the guards have a unique status in the prison environment. As on-site enforcers of order, they are routinely called upon to assess situations and incidents among inmates, and then to make on-the-spot dispositions. Of course, this job requirement often makes them and their judgement controversial. Guards (the "cops") are routinely hated by the prisoners, maligned for their asserted frequent and arbitrary misuses of their inherent powers.
Historical Development of the OSP College Education Program

Upon its initiation during the spring of 1965, the nontraditional college program at the Oregon State Penitentiary was set in motion with no specific focus or form, and did not reflect a consistent educational plan. It began with one volunteer teacher, who then proceeded to recruit other teachers. The first class was a direct outgrowth of correspondence courses administered through the Oregon Division of Continuing Education, and resulted from the problems that inmate students had with this course format.

The subsequent development and structure of the college education program at OSP can be summarized in four phases: 1) The volunteer period; 2) the Project NewGate period; 3) the Chemeketa period; and 4) the final period of joint operation by Chemeketa and Western Oregon State College (WOSC). Each of these periods is considered in turn in the following sections.

Phase I: Program Origins to 1966

Prior to 1965, inmates who wished to experience college-level education enrolled in correspondence courses from various schools, the principal provider of which was the Oregon Division of Continuing Education. The ODCE placed course work at the penal institution under the direction of Principal William Kennedy. Early in this experience, it became readily apparent that the correspondence method of study was at best problematic. There were too many inmates who wanted to complete educational course work, and too few instructors to efficiently and effectively accommodate this need.

To complete assignments, inmates would drop them into the mail to the Division, where they were sorted out to instructors and subsequently passed along to graduate students for corrections and grading. Once so marked, the papers were re-
turned to the instructors, then sent to the Division, and finally mailed back to the inmate-students. Thus, students working with math problems, for example, had long since forgotten their specific problems and the questions by the time their work was returned to them. The frustrations inherent in this system were brought to the attention of an Oregon public official and political candidate of some prominence, Robert Straub, by Principal Kennedy. It thus happened that Neils Skov, then a graduate student at Oregon State University (OSU) and a volunteer in one of Straub’s political campaigns, became aware of the situation at OSP.

Skov (personal communication, 1990) determined that some form of assistance to the education program at OSP would provide him with a worthwhile opportunity to perform a needed public service, and asked for further information. Placed in contact with Kennedy, Skov was brought in as tutor for a number of correspondence students who had been having problems with their math assignments. Initially, Kennedy allowed Skov to select for his first class only those students with the greatest academic potential. Skov, who as an Allied war prisoner had spent some time in German concentration camps during World War II, was the right man for the job. Not only was he well educated, pursuing a Ph.D. in oceanography, he was also cheerfully realistic in the manner in which he introduced himself to his new students (Skov, taped interviews, 1990):

"I'm not the least interested in what you're in here for. As far as I'm concerned, this is summer vacation. I have spent time in a Gestapo prison and [compared to that] this is just kid stuff--so don't lay any sob stories on me. You'll have no sympathy." And it was never mentioned again; and none of them ever tried with me what they tried with other teachers later on, getting their sympathy and [manipulating].

Skov soon found that his inmate-students compared favorably with students he had taught at OSU, and found reason for optimism:

Although, intellectually, they were less prepared . . . they had unlimited time. They had nothing else to do but sit there and do their work. Their homework was beautifully, correctly done . . . Just what you dream about as a teacher.
As a tutor, Skov was able to assess the need for on-site college classes and developed a plan to teach an on-site credit course, as well as to find other volunteers to teach other classes. For reason of Skov's impressive background, education, and maturity, the plan was approved and college classroom instruction was initiated at OSP. With Kennedy's encouragement, Skov actively and successfully recruited volunteers from colleges and universities in the Willamette Valley, and was soon pressing for the right to offer university credits for courses offered in the penitentiary. Overcoming opposition from within the ODCE as well as from within the state structure of higher education, Skov ultimately found that the way to initiate university credit classes in the penitentiary was through his own School of Oceanography at OSU. Because no other way seemed feasible, John Byrne, now president of the university, who was then the head of Oceanography, allowed Skov to teach an Oceanography class for credit in the penitentiary. Although oceanography would seem to have been a strange choice as a course of study for OSP, the first course served its purpose. From the time the first course was offered, classes in other disciplines could be offered for university credit. In the beginning, all instructor time was donated: teachers provided their time; OSP provided the facilities; and ODCE continued to provide the administrative support necessary to certify the instruction process and award credits to inmate-students.

After some months of teaching, having accomplished his goal and helped to establish an ongoing program of college education courses at OSP, Skov returned to more active pursuit of his own Ph.D. program at OSU.\footnote{Niels Skov was appropriately recognized by those he taught at OSP, who subsequently named him "Honorary Convict 00001" and provided him with a signed certificate acknowledging his contribution. To this day, the certificate is prominently displayed on Dr. Skov's wall at Evergreen State College, where he currently teaches.} In his interview, Skov pro-
vided a summary of his experience in the OSP program which could easily serve as
the valedictory for more than three decades of education at the penitentiary:

I had at that point going 11 or 12 accredited courses, and they spanned a
range of disciplines. There also was one woman [Dr. Jean Overholser, OSU,
Math, Spring 1967]. She was quite good-looking, . . . fairly young . . . . We had some misgivings about her. You don’t dangle meat in front of
sharks; but, the guards were [readily available], so it worked out. We didn’t
have very good cooperation from the guards, but it didn’t matter. I got the
cooperation from the warden [Gladden], a tough old bird . . . . What the
trouble was, it was very simply that the guards were jealous of the prisoners
who got this education free, and they resented it. I tried to diffuse that a lit-
tle by setting up a course for the guards . . . . But, it was ticklish. I never
taught the guards. I just ignored them.

Phase II: Project NewGate, 1967-1974

In 1966, the prominent author Thomas Gaddis, who had recently completed a
doctorate in Education at the University of Oregon and was then employed by the
ODCE, successfully applied for a one-year Upward Bound grant from the federal
OEO that would result in the modified Upward Bound Project NewGate (Seashore et
al., 1976). As designed by Gaddis, the OSP program was rapidly transformed into
the Upward Bound Oregon Prison Project (1968), and then into Oregon Project
NewGate. Standard federal Upward Bound guidelines were revised to encourage
completion of baccalaureate degrees, and the definition of "youth" was revised to
include all those below the age of 50 years (Kennedy, 1970b; Salmony, 1974). En-
rolling 8 women and 42 men, respectively, from the Oregon Women’s Correctional
Center (OWCC) and from OSP, the program was conducted concurrently with the
all-volunteer college education program introduced by Skov, was continued on a
year-round basis, and was coordinated through the calendar of the Oregon State Sys-
tem of Higher Education. NewGate used the classrooms by day, and the volunteer
instructors offered evening classes, an arrangement which was continued throughout
the life of Oregon Project NewGate.
In the course of this investigation, it became clear that the NewGate program is viewed in two clear phases by observers. According to Seashore et al. (1976), the significant divisions were the two periods before and following the prison riots of 1968, "corresponding to the incumbencies of the project's two directors" (p. 191). Although he was not accused of contributing to the riots, Gaddis, as the first NewGate program director, was quite controversial and unpopular among prison officials. In *The Birdman of Alcatraz*, Gaddis (1955) had berated the federal prison system, and his welcome at OSP was thus strained from the start. During his tenure, there were reports of ongoing skirmishes between the NewGate and prison staffs, problems which in conjunction with the riots of 1968 (in which the prison education section was destroyed) ultimately led to Gaddis' resignation in the spring of 1969. He was replaced by V. Lee Layman, a prison school administrator from Idaho, who was able to finally remove the OSP program from it experimental and innovative period and to provide it with an institutionalized structure.

For the seven years of its existence, the program offered between 10 and 12 classes each academic quarter and, in addition to OSP inmate-students, served some inmates from Oregon State Correctional Institution (OSCI) as well as women from OWCC, who were escorted to and from classes in the penitentiary. Initially, NewGate administrative responsibilities were nominally placed in the ODCE, then transferred to the University of Portland, a private university which had no interest and took little to no part. In 1969, with the installation of the second NewGate director, administrative responsibilities were transferred to the University of Oregon (UO), where an educational release house was established: Aldergate House. The UO School of Community Service and Public Affairs administered the federal funds, but to all intents and purposes the Oregon NewGate program operated from its offices in Salem with almost complete autonomy (Seashore et al., 1976).
The "outside" or release portion of the program, never a huge success, was more fully developed with the advent of the second NewGate administration. However, during this second stage, similar to first phase experience under Gaddis, there was no feeling of unity or camaraderie in the release house, an adapted fraternity house: Students ate their meals individually in the university food service, they shared no common study or social area, they were quite heterogenous both in age and race, they were frequently in trouble with law enforcement officers, and the use of drugs was rampant. Many of these students were genuinely unhappy with these living circumstances. According to Seashore et al. (1976):

Some NewGate participants remained in this status for over two years before they were granted parole and were free to live where they pleased. Unable to make definite plans about the future and compelled to live under conditions that separated them from full-fledged university students, they inevitably began to regard their stay in the residence house as an unwelcome burden rather than as an advantage. (p. 201)

In the release program, students either had to continue taking university classes, whether or not they were doing well, or return to live in the penitentiary. Some would have preferred to find a job. Kept in the program, the students were provided with only enough money for books and supplies, and the basics of life. Dissatisfaction with the "outside" part of the program had a nearly inevitable affect upon the "inside" program:

Just exactly who, when, and according to what criteria participants would be advanced to study-release status was unclear, leading to great anxiety among students. Students became preoccupied with trying to manipulate the program to secure their release, which all but destroyed their interest in the academics. The staff also became preoccupied with study-release decisions and how to manipulate the system on the inmate's behalf. Everyone came to see the inside program as a temporary way-station to the outside for students, and its educational role became of secondary importance. (p. 204)

Kennedy (1970b), in a report subtitled, "Prepared for a National Seminar on Adult Basic Education in Corrections," noted that:

the original NewGate proposal was designed to maintain a level of 50 students enrolled inside the institutions, the expenses for tuition, subsistence, transportation, etc. for on-campus students . . . far exceeded estimates and
the total number involved has been reduced. National headquarters (OEO) did not permit the Oregon project to enroll any new students during Fall quarter, 1969, as this would require transfer of funds from other projects.

Within OSP, at the time the OEO awarded funds to initiate the NewGate experiment, there were 24 volunteers teaching evening credit courses. In addition to the two on-site college programs, sharing space with the prison school, including a grammar school, literacy, and ABE/GED departments, 176 college correspondence courses were offered free to qualified students through the ODCE. The volunteers conducted their classes as they chose, subject to no specific curriculum guidelines. Though eschewing structure during the first phase, NewGate seemed to follow a more definite philosophy of education: classes were seminars in which a free exchange of ideas was fostered. When Gaddis retired, that philosophy was changed and offerings were included in a more structured program (Seashore et al., 1976).

The OSP physical plant had not been designed with college education in mind. The classrooms which were created for the penitentiary school were shared with college classes, but there was only inadequate space for student counseling or faculty offices and there were no quiet rooms for reading and study. In effect, the school looked like a prison; there was nothing in its decor to suggest a scholastic environment. Unless a supervisor was present, the classrooms and the school offices were locked by guards and there was no contact between students and staff and the academic world outside the prison walls. These physical problems were made even worse after the 1968 riot in which the education section was destroyed by fire. A dining room was then used for classes until the education section could be rebuilt (Seashore et al., 1976).

The Academic Section ("Education Floor") was, as it remains to this day, crowded, bleak, and altogether too like a prison (Seashore et al., 1976). A survey of inmate-students conducted in 1973 by the State Corrections Education Committee study (Salmony, 1974), cast an additional light on the viewpoint of those enrolled in
the college-education programs. The majority of students were positive about their instruction and curriculum, but were unhappy about other aspects of the program.

A majority felt that the library is not adequate to fulfill academic needs, [and] ... the amount of time allowed for library use per week is inadequate ... The library is not open at times convenient to them ... [and it was] indicated that there are no adequate study areas.

A majority felt that counseling of some type is needed in a higher education program, ... that they are not receiving adequate academic advising or counseling of any type.

At the time the survey was conducted, NewGate did offer some degree of counseling to students, but this was not true of the volunteer program and the volunteer instructors tended to provide critical responses to survey questions that closely resembled those of the inmate-students. Table 4.1 summarizes the findings and recommendations of the Corrections Committee for six areas. In essence, the Committee recommended improvement of methods to provide program information to prospective students, a number of administrative changes and improvements in program coordination, strengthening of the core curriculum for degree requirements, and recommendations for additional infrastructural support, including additional classroom space and strengthening of library resources.

For Project NewGate, the March 9, 1968 riot is used not only as a dating device, but also as a marker of important change. A few days before the riot erupted, the "tough old bird," Warden Gladden, resigned and was succeeded by a younger, more progressive leader. Shortly after the riot, Tom Gaddis, also resigned and was replaced by a conservative, low-profile administrator, who was as conciliatory as the new warden was flexible. Although experimental free-thinking, innovative, seminar-style classes and boisterous behavior ended when Gaddis left, a harmonious working relationship between NewGate and prison officials quickly bloomed. In 1969, the first "college coordinator" was hired by the penitentiary to oversee and assist college teachers and students. While the coordinator had no direct involve-
ment in the NewGate program, his presence within the institution did serve to modify the personality of the Academic Section (Seashore et al., 1976).

Table 4.1 Oregon Correction Education Committee Survey, 1973 (after Salmony, 1974).

<table>
<thead>
<tr>
<th>Finding</th>
<th>Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ENTRANCE</strong></td>
<td></td>
</tr>
<tr>
<td>A majority of residents are unsure where to find information pertaining to the college program</td>
<td>Information regarding college program should be made available in written form at arrival and orientation. In addition, information should be available at anytime through an Awareness Program and the Career Information Service.</td>
</tr>
<tr>
<td>A majority of residents are unsure about entrance requirements for programs</td>
<td>That written objective requirements are available for all residents.</td>
</tr>
<tr>
<td>Residents are currently required to have a high school diploma to G.E.D. to enter the program</td>
<td>Residents without G.E.D. or high school diploma interested in college level instruction should be allowed to participate on a part-time basis while working toward a G.E.D. or high school diploma.</td>
</tr>
<tr>
<td><strong>PROGRAM ORGANIZATION AND GOVERNANCE</strong></td>
<td></td>
</tr>
<tr>
<td>A lack of coordination, planning and cohesiveness in the administration of the program</td>
<td>The development of a small staff of professional educators to plan and coordinate a cohesive higher education program with linkages to the outside education community as well as other education programs within the institutions.</td>
</tr>
<tr>
<td>Residents in college program who have need of basic skills</td>
<td>Encourage concurrent enrollment in college program and Study Skills Learning Center program.</td>
</tr>
<tr>
<td>A lack of options for the resident who has not made a career choice</td>
<td>Encourage concurrent enrollment in vocational training.</td>
</tr>
</tbody>
</table>
Table 4.1 (continued).

<table>
<thead>
<tr>
<th>Finding</th>
<th>Recommendation</th>
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</thead>
<tbody>
<tr>
<td>A lack of coordination in curriculum, lack of transfer credit, inadequate coverage of certain areas of study and scheduling difficulties.</td>
<td>1) The development of a Curriculum Advisory Board consisting of the following people: Assistant Education Coordinator; Dean of Academic Affairs from institutions participating in contracting system; teachers; residents; staff member from Department of Education and Board of Higher Education. 2) The core courses needed for an undergraduate degree should be contracted and volunteers recruited for supplemental classes based on student interest. Courses should be offered in sequence at both the lower and upper division levels. Development of non-social science courses need to be emphasized. Presently neglected areas of study such as ethnic studies, sex education, science and the arts should be included in the curriculum in a systematic way. Volunteer teachers could be utilized to offer these courses. 3) The following core curriculum as established by the Board of Higher Education, should be offered over a four-term time span, and should include special interest as well as upper-division classes: 6 hrs. Writing 121, 222 9 hrs. English Composition 111, 112, 113 3 hrs. Personal Health 12 hrs. Biology 12 hrs. Physical Science 9 hrs. Social Science 9 hrs. American History 9 hrs. Western Civilization 12 hrs. Language sequence 3 hrs. Speech Also, a closer approximation to regular college scheduling (i.e., classes meeting two times per week or meeting for two sessions in the afternoon and evening of the same day) would be helpful.</td>
</tr>
<tr>
<td>Need for non-traditional methods of delivery to students in isolated areas, such as farm and forest camps.</td>
<td>Create credit by examination, &quot;Open University&quot; type programs, etc., for those who cannot participate in the regular program.</td>
</tr>
<tr>
<td>Existence of extremely capable students with a history of self-directed learning experiences.</td>
<td>Development of CLEP program within the college curriculum.</td>
</tr>
<tr>
<td>Finding</td>
<td>Recommendation</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
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</tr>
<tr>
<td><strong>STAFFING</strong></td>
<td></td>
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<tr>
<td>That the present contracting through the Division of continuing Education is satisfactory.</td>
<td>That contracting services continue to be made available through the Division of Continuing Education.</td>
</tr>
<tr>
<td>The existing all volunteer teaching system suffers from a lack of coordination and continuity.</td>
<td>Create partial volunteer, partial contracted teaching services to assure core curriculum and predictability in program. Ex-residents who are qualified for teaching positions should be considered. Volunteer instructors should be paid travel expenses, meals, and $50.00 per term for class preparation to insure greater accountability. The Affirmative Action Hiring Policy should be taken into consideration when contracting and recruiting volunteer instructors.</td>
</tr>
<tr>
<td><strong>FACILITIES</strong></td>
<td></td>
</tr>
<tr>
<td>An inadequacy of physical facilities (classroom space, library, supportive instructional equipment, study areas).</td>
<td>A consolidation of existing library facilities, with standard cataloging methods. Shift focus of library from recreational to educational and reference facility. Librarian should have professional training and should be employed from outside the corrections system. Access to library facilities should be greatly expanded. A designated area should be set aside for teacher interaction with students. Designated areas for study with atmosphere conducive to learning should be identified. Access to typewriters for students who wish to type reports and papers should be facilitated where possible. A pool of phonographs, projectors, duplicating equipment and tape recorders should be made available for teacher use in the classroom. Also, an inventory of existing text-books should be made available to all teachers.</td>
</tr>
<tr>
<td>Finding</td>
<td></td>
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<tr>
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<td></td>
</tr>
<tr>
<td>SUPPORTIVE SERVICES</td>
<td></td>
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<tr>
<td>Need for coordination and expansion of counseling services.</td>
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<tr>
<td>Expansion of group counseling services with the following characteristics: Retain a professional psychologist from community to be rotated every two years and allow group participation voluntary on part of student; expand guidance counseling; one counselor for every 30 full-time students, and make expanded use of vocational counselors, utilizing services of vocational counselors from community colleges and universities, and transitional center vocational counselors; and expand financial aid advising services, including visitation of staff from education institution financial aid offices. The assistant education coordinator should develop a scholarship fund.</td>
<td></td>
</tr>
<tr>
<td>Disruption of classroom activities due to other institutional responsibilities of the client.</td>
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</tr>
<tr>
<td>Call-outs, cell restrictions, and other obligations (work, counseling, testing) should be synchronized with education program to ensure a productive and cohesive learning experience.</td>
<td></td>
</tr>
<tr>
<td>Necessarily isolated learning situation retards preparation for classroom participation on the outside.</td>
<td></td>
</tr>
<tr>
<td>Allow students from outside the institution to enroll in and attend classes with the residents.</td>
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<tr>
<td>Need for continued institutional support for items such as books, teacher and counselor travel, teacher meals.</td>
<td></td>
</tr>
<tr>
<td>Attempt to make available textbooks and study materials equal to the usual college student needs. The program should continue to reimburse counselors and teachers for their travel expenses and, in order to encourage teacher interaction, continue offering meals in the staff cafeteria for all teachers. Identify budget support for film and video-tape rentals where instructors deem it an essential aspect of the course.</td>
<td></td>
</tr>
<tr>
<td>The libraries in all three correctional institutions are lacking in academic resources. The focus in the libraries at the present time is oriented toward the recreational needs of the clients.</td>
<td></td>
</tr>
<tr>
<td>A comprehensive evaluation of the three libraries be made by professional librarians with an emphasis toward an expansion of academic resources.</td>
<td></td>
</tr>
</tbody>
</table>
These key-position changes also fostered other personnel changes. "Free-thinking liberals," teachers who had been employed by Gaddis, left when he left. The new administrator hired capable teachers with less controversial temperaments and more conservative approaches. In addition, a number of custodians were also replaced by younger and better trained personnel (Seashore et al., 1976). These important changes affected the college education program in noticeable ways. However, while the NewGate relationship with prison management improved remarkably after the riot, "NewGate's relationship with the guards and the lower echelon prison staff was just cordial" (p. 198). The one common thread throughout the entire history of college education at OSP is the "just cordial" relationship between college educators and the custodial staff, a problem which current evidence suggests has not been wholly solved by hiring younger or more well-trained staff. It has also been the case that the educators involved in college education in OSP have had little or no course work or training in corrections. Other than the two directors of the NewGate program, none of the persons involved in the delivery of college education reflected this type of background. Gaddis, who had served on the parole board in California for some years, had had a palatable effect on the federal prison system; Layman had been a prison school administrator.

There are two groups who have had a good deal of experience in both the worlds of custody and college education in prison: 1) The inmates who take college classes or who work as college clerks, and 2) those educators employed by the prison who are on-site daily and who are or who become intimately familiar with prison procedures, reasons, populations. William F. Kennedy (1970a), the former school principal, was such an individual, and he offered a post-riot report on the progress and status of "Academic Education" at OSP:

After the riot, the academic school moved to the old dining room, where 14 classrooms and four offices were constructed of plywood. The classroom space is inadequate, acoustics are poor, and supervision is extremely difficult.
Construction of the proposed academic school will eliminate these inadequacies . . . . The College Resident Instruction, which began in September, 1965, with volunteer professor and 16 students, has grown into a program involving a total of 24 volunteer faculty members from Oregon State University, University of Oregon and Warner-Pacific College. 203 students enrolled in the fall quarter, 1967. (p. 230)

Within a few months, the Education Floor was rebuilt just as it had been before the riot, and all the education programs reoccupied their former space. As observed during this past year, '90-91, smoking on the education floor has been disallowed and the "Social Room" has been turned into a classroom. However, one former classroom now serves as a marginally equipped computer lab, so the total number of classrooms has not been increased. However, given the importance of computers to modern education, the trade-off has been favorable to the program. At the same time, all academic education transacted in OSP is carried out in the same drab enclave described by Salmony in 1974 and by the Seashore group in 1976.

In his introduction to the Final Report, Oregon Project NewGate, the second program director, V. Lee Layman (1974), summarized the history of the college education program at OSP, noting its steady expansion from its origins in GED testing programs and correspondence course work for inmate-students to classroom instruction in 1966, and finally the expansion into a college curriculum and the OSP Volunteer Professor Program. From this base,

Oregon Project NewGate, a pilot program funded by the Office of Economic Opportunity and based on the Upward Bound philosophical design, opened its doors to 50 inmate-students. The program’s primary goal—reducing recidivism—was to be accomplished by combining three major program components. The first component offered inmates a basic academic curriculum on a full-time basis in a "simulated college" atmosphere within the penitentiary. The second provided inmates with an opportunity to continue their programs after release from the institution. The third component, an integrated counseling program in the institution and on campus, included career guidance, academic counseling, and group therapy. (p. 2)

Thus, the NewGate program, despite the handicaps under which it functioned, lasted for seven years and aspired to the emulation of full-service college educational programs. But when the federal program grant expired in 1973, so did the NewGate
program at OSP and in other participating states. However, volunteer teachers continued to teach at OSP, the State of Oregon was subsequently persuaded to provide funds for some teaching salaries, and within a short time the State of Oregon was awarding full-time equivalency (FTE) funds for the incarcerated students. At this point, Chemeketa Community College was able to bring a number of teachers into the institution, and a system of contracted education has evolved from this new beginning. William F. Kennedy of the Oregon Corrections Division, worked out the original format whereby state funds were awarded directly to Chemeketa Community College for the inmate-students. Later, as this system of contracted education evolved, Western Oregon State College joined the effort. At present, an inmate-student may earn associate of arts, associate of applied sciences, or bachelor of arts degrees within the institution.

Phase III: The Chemeketa Program, 1976-Present

As of December 31, 1973, NewGate funding was withdrawn and the program was terminated. However, the state legislature was persuaded to provide temporary funding to keep the college education program running until a solution could be found. Thus, the State of Oregon, which had never solicited the responsibility, suddenly found itself a program sponsor. The man largely responsible for keeping the college education program alive was William F. Kennedy, then Education Director for the Corrections Division. Kennedy had also received federal grant money for education, which was applied as needed. When the NewGate program ended, Kennedy called upon Chemeketa to provide both teachers and classes. Then, working closely with Chemeketa, the Department of Education, and the legislature, Kennedy managed to get FTE (full-time equivalent) funds awarded to Chemeketa for students taught in the prison, and thus the alliance between Chemeketa and OSP was created.
In the academic year 1976-1977, a contract was drawn. Chemeketa, which had been participating in college education at OSP since 1970, agreed to provide a formal two-year college curriculum, which greatly reduced the number of volunteer-taught classes. The volunteer college program had continued for more than 10 years, with an average of eight classes taught each term. Through the State motor-pool, Kennedy managed to get transportation provided for the volunteers, many of whom regularly came from as far away as the UO in Eugene, a distance of 80 miles. In this way, they also had some state insurance; otherwise, there was no compensation for them other than the feeling that they were doing something worthwhile.

William A. Croker (1976), employed at the time by OSP as the College Program Supervisor (i.e., a position which today is called the College Coordinator), clarified the transition to the Chemeketa program:

Our expectations are that Chemeketa Community College will establish a satellite program at the Oregon State Penitentiary and begin issuing A.A. degrees to our men who meet Chemeketa’s requirements for that degree. We need, therefore, to offer all the courses we can through C.C.C. Our financial base for the A.A. degree program is based on a large number of full-time Chemeketa students drawing BEOG (Basic Educational Opportunity Grant) money. Thus, we cannot afford classes which are not listed in Chemeketa’s catalog because we cannot include such classes in a student’s program and must pay salaries and registration fees for them. In the future, too, we shall be able to support only a small percentage of part-time students.3 (p. 2)

By agreement of the contracting parties, Chemeketa draws up an annual contract, delivers curriculum and instruction, and awards credits as well as A.A. and A.A.S. degrees. The agreement has never been subject to dispute. According to the present Chemeketa Director of Correctional Education, Gayle Gassner (1990), schedules of proposed classes are submitted on a quarterly basis and are accepted in whole or part by the College Coordinator, an employee of the Department of Corrections responsible for on-site supervision of the college program. Because the College Co-

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3As revised in 1979, this report noted that eight graduates received A.A. degrees in July 1977, and that 20 such degrees were awarded in July 1978.
ordinator is involved with the daily supervision of the program more directly and thoroughly than any other educator, it has not been expedient to contest this officer's decisions about the suitability of classes or instructors.

In a revision of the original report, Croker (1979) indicated the general requirements for a Chemeketa A.A. degree as follows:

**ASSOCIATE IN ARTS DEGREE--Minimum Requirements**
The minimum requirements for the Associate in Arts Degree in transfer programs recommended by the Higher Education Committee for Community Colleges, are employed by Chemeketa. These requirements are:

A. A minimum of 93 credit hours which shall include the following transfer credits:
   1. Six credit hours in **English Composition**.
   2. One term in **Personal Health**.
   3. Five credits of **Physical Education** (partial or total waiver possible under certain conditions).
      Suggestion: One per term. Some 4-year colleges and universities will only accept one PE course if more than one is taken during a term.
   4. One sequence in **Humanities** (English Composition sequence does not meet this requirement).

      One sequence in **Math** or **Science**.
      One sequence in **Social Science**.
      One additional sequence in **Humanities**, **Math**, **Science**, or **Social Science**.

B. A cumulative grade point average of 2.00 or better in all work to be applied to the degree.

C. Completion of a minimum of 30 credit hours at Chemeketa.

D. Up to 12 credit hours earned in one or more of the career programs can be applied toward the degree. (Students should be aware that these credit hours may not transfer to a four-year school). (pp. 6-7)

At present, the degree requirements have changed significantly. In addition to the A.A. degree, which is a transfer degree, Chemeketa now also offers an A.A.S. degree, a terminal degree, in welding and in auto mechanics. Therefore, the listing of "Associate of Arts Degree Requirements" and the "Associate of Applied Science Degree Requirements" published in Chemeketa's 1991-1992 catalog are included as Appendix C. In addition, a copy of the Chemeketa-Corrections contract for 1980 is included as Appendix D. According to Gassner (1980), who assumed direction of the Chemeketa penitentiary education program in 1980, the FTE average
was approximately 90 in 1979-1980. At that time, Chemeketa was offering approximately five credit classes each term.

Phase IV: The Chemeketa-WOSC Program, 1983-Present

Dr. Ken Jensen, WOSC Associate Professor of Anthropology, had been teaching Chemeketa classes at OSP for seven years before WOSC began to contract to deliver a baccalaureate curriculum. For many years, Kennedy, Jensen, and others, had tried in vain to interest the WOSC administration in the educational dilemma of OSP convicts wishing to pursue education beyond the two-year curriculum provided by Chemeketa. However, with the appointment of a new president, Dr. Richard Myers in 1983, there was a change in academic climate, and thus new interest in the proposed education program at OSP. Jensen, President Myers, and the educators representing the State Corrections Division worked jointly to forge the first contractual agreement bringing WOSC curriculum and instruction into OSP in 1983 (a copy is included as Appendix E). According to Jensen (1990), the contract was written by an OSP inmate, with input from educators at OSP and WOSC, and has been little changed over the years.

The two colleges, Chemeketa and WOSC, have worked together since 1983. Chemeketa provides lower division and WOSC provides upper division curriculum and instruction. Jensen continues to teach in both programs, as he has for the past 15 years, in addition to his responsibilities as WOSC program director (including program registration, grant writing, and program coordination) and his teaching load on-campus. Both colleges take some pains to point out that the curriculum and instruction provided to this incarcerated population does not differ from curriculum and instruction provided to on-campus students. In a speech delivered at the 45th International DEA Conference in Vancouver, B.C., July, 1990, Gassner observed that
one can envision the community college as the large end of the funnel, while
the four-year school functions as the much smaller, output end . . . . The
lower division program of the community college is not designed to weed out
or discourage nontraditional students . . . . A major concern of the lower-
division program has become the matriculation of students with the confi-
dence, study habits, and academic proficiency necessary to meet the challeges
of Western’s upper division program. (p. 4)

In the same context, Jensen (1990) summed the matter up in one sentence: "Our
philosophy is simple--to duplicate as closely as possible the campus classroom ex-
perience for a physically segregated population," at the same time summarizing the
suitability of WOSC to this task:

The organization and structure of Western’s (WOSC) program and its rela-
tionship to the campus make it unique in that it is not considered an off-cam-
pus program. No formal separate structure exists for administering the pro-
gram. Faculty from the College of Liberal Arts and Sciences simply teach
classes at the penitentiary as part of their in-load assignments, and, although I
"keep track" of the program, my primary assignment is with the teaching
faculty. I have no official position or title . . . . We have no desire to
change this successful formula. (p. 3)

In discussing the working relationship between the two colleges, Jensen
(1990) added that "the inherent differences in our two programs, however, define
our cooperative relationship and eliminate conditions for competition" (p. 4). Part of
what he described as "inherent differences" are the obvious differences between com-
munity colleges and four-year colleges; but Jensen also pointed at less obvious eco-
nomic and political differences:

Chemeketa’s program is more sensitive to credit hour production as an out-
reach program, and must be solvent and generate revenue for the campus.
Additionally, large yearly penitentiary enrollments translate into greater
course offerings and help sustain courses where student demand may be at or
even below the break even point financially. Often these courses are academ-
ically more rigorous and are essential for the success of those students enter-
ing the upper division studies. Consequently, both programs benefit by heal-
thy inmate participation at the community college level.

Western’s funding is far more complicated. The State Board of Higher Edu-
cation imposed enrollment caps on the four-year colleges and universities and
Western has had to reduce its enrollment by approximately 200 students to
meet this ceiling. This places the College in a politically uncomfortable
position with regard to penitentiary enrollments. Crime and the management
of the Corrections Division have been the number one issues of the political
agenda of Oregon, and the State’s citizenry would not appreciate a situation
where a state supported college were enrolling felons while turning away high
school graduates on campus. Fortunately, we have been given some latitude
with enrollments and have not had to face this dilemma. Nevertheless, ad-
ditional enrollments do not add to the College’s income. To the contrary, the
added students have, on occasion, overtaxed faculty resources and placed the
penitentiary classes in competition with the campus. (pp. 2-3)

Thus, Jensen selects only the most promising candidates for the WOSC pro-
gram, limiting the program to 40—50 students per term. This handpicked cadre in-
cludes students who bring with them a strong incentive to excel, as well as high
marks and no behavioral problems. Like the Chemeketa program, this program ac-
cepts female students from OWCC; however, the program is carried out entirely at
OSP. Classes are offered morning, afternoon and evening, which may be quite con-
venient for the OSP population, but is not necessarily convenient for the OWCC
population. If necessary, students can fall back into the lower division to improve a
skill, for example, writing, and then rejoin the program a term later. This can hap-
pen because of the close cooperation between the two colleges. Another interesting
note is that Jensen rotates the WOSC professors so that none teaches in OSP longer
than one academic year without a break. In other words, it is possible for any given
WOSC professor to teach for several years in the program, but not for more than
one year at a stretch. This is done to prevent "burnout." This logic also summons
the not so obvious reason for selecting only students who will bring no behavioral
problems to class: The program could, under some circumstances, earn a poor reputa-
tion among WOSC faculty, about half of whom, according to Jensen and Minahan,
work free. That is to say, about half of the WOSC professors, volunteers, receive
no remuneration for teaching in the program. Therefore, Jensen takes as one of his
responsibilities maintenance of a favorable relationship between college and peniten-
tiary. Approximately 14 WOSC professors teach in the program during any academ-
ic year, and an average of six complementary classes are offered each term. The
majority of degrees offered are in Humanities and Social Sciences, since various
classes cannot be offered in the penitentiary. Baccalaureate requirements are as stated in the current WOSC catalog (Appendix F).

Present College Education Program at OSP

The two current programs of college education offered at OSP have been in place since 1983-84. According to Professor Jensen (1990):

These are two very different programs, and this makes the cooperation appear even more salient. They are driven by different economies; they are dissimilar in their organizational structure and in their relationships to their respective colleges; and finally, by tradition, they have inherently different educational philosophies. (p. 1)

Currently, the two programs work as a single team: Chemeketa provides a two-year curriculum of instruction, and awards A.A. degrees; WOSC offers upper division curriculum and instruction, and awards B.S. degrees. At the time of this study, the average Chemeketa enrollment was 200 inmate-students. Of attendance, Gassner (personal communication, June 1992) reported:

Attendance tends to be a problem for some instructors who do not make their attendance expectations clear or reflect it in their grading system. Attribution due to the movement of inmates from the facility is a greater problem than daily attendance.

WOSC’s Professor Jensen (personal communication, June 1992) reported that the upper division averaged 40—50 students per term. He stated that "attendance is mandatory—it is viewed as a prison assignment and all prisoners must be accounted for." Incarcerated students cannot earn B.A. degrees since foreign language study is not offered at OSP. In addition, Chemeketa offers an A.A.S. degree, which is a terminal skill degree, offered in only a few technological areas. Other than a course offered on substance abuse by a Chemeketa instructor, the two programs are not conducted with either treatment or rehabilitation in view. Rather, they concentrate essentially upon curriculum and instruction which are parallel to programs offered on campus at the two schools.
Though the two programs work in conjunction, there are readily apparent differences between the two schools, their programs, and their approaches to the traditional processes of college education. For example, the state requires that no more than 108 credits be transferred when moving from a community college to a four-year college program. However, a baccalaureate degree requires completion of 192 credit hours, with a minimum of 62 credits in upper division courses. Generally, students earn between 123 and 130 credits in lower division course work. At OSP, WOSC teaches no lower division classes, thus baccalaureate candidates must take additional upper division classes to make up for their credit-hour shortfall. Accordingly, these students earn 84 upper-division credits, compared with approximately 62 upper-division credits for on-campus students. They do this by taking additional advanced work in an academic minor. In one sense, this may indicate that the incarcerated students are more comprehensively educated than their campus-bound counterparts. The Dean of Liberal Arts and Sciences (LAS) (John Minahan, personal communication, 1991) has stated that:

Chances are, in comparing them to on-campus, I cover more material in greater depth with greater class comprehension in jail than I do on campus. The upper division courses are simply more intense than they are on campus. They are better quality and better caliber. Now, that has nothing to do with anything except that we select. When you have the option of selecting the 30 best, most promising people . . . . There are five or six guys waiting for every seat we have open.

Valuable though the information from instructors and administrators was, the attitudes and opinions of students currently enrolled in the two programs was crucial to the completion of the current study. Since it was 1) no longer possible to gain reentry into the institution for personal interviews with students, and 2) it would have been unwieldy, in any event, to interview all 144 currently-enrolled inmate-students, a questionnaire (Appendix B) was distributed in the institution by the college coordinator, a penitentiary employee, who asked program instructors to invite their students to complete the form. The questionnaire submitted to the inmate-
students was delivered without the introduction preceding the questions since a peni-
tentiary official believed it to be inappropriate. Therefore, each teacher introduced
the questionnaire, to which 85 inmate-students (58%) responded. Of this number of
respondents, 40, 28, 11, and 6, respectively, had attained freshman, sophomore, jun-
ior, and senior class standings. (Note that some inmate-students first earned a high
school diploma, while others completed work for a GED certificate.)

First, the students were asked whether they had earned a high school diploma
or a GED certificate, and, if they had a certificate, whether it had been earned in
OSP or at another correctional institution. Their responses are illustrated in Table
4.2.

| Table 4.2 Response to question 1, level of secondary education completed. |
|-----------------------------|----------------|----------------|----------------|----------------|
|                             | H.S. Diploma  | GED           | GED at OSP     | GED, non-OSP   |
| Freshmen                    | 10            | 25            | 4              | 12             |
| Sophomores                  | 14            | 14            | 3              | 6              |
| Juniors                     | 5             | 6             | 1              | 2              |
| Seniors                     | 2             | 4             | 0              | 1              |

Table 4.3 indicates the number of respondents who planned to complete either
two-year or four-year degrees, those whose education plans were undetermined, and
those who had completed either or both degrees. Among the respondents, a signifi-
cant number indicated plans to complete either or both two-year and four-year de-
grees. Three respondents with junior standing indicated plans to complete a two-
year degree; one respondent was uncertain about his ability to complete a four-year
degree, and two seniors indicated plans to complete both a two-year and a four-year
degree. One inmate-student with senior standing had completed course requirements
for both degrees. The extent to which clear definitions and instructions were given
to the students answering the questionnaire is unknown. A third-year student noted that he had "received an A.A. degree here (OSP) two years ago," but indicated no plans to complete a four-year degree.

Table 4.3. Response to question 2, college education completed and future plans.

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<tr>
<th></th>
<th>Plan to Complete:</th>
<th>Completed:</th>
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<tbody>
<tr>
<td></td>
<td>2-Yr</td>
<td>4-Yr</td>
</tr>
<tr>
<td>Freshmen</td>
<td>31</td>
<td>18</td>
</tr>
<tr>
<td>Sophomores</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>Juniors</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Seniors</td>
<td>2</td>
<td>5</td>
</tr>
</tbody>
</table>

From questions seven and eight (Appendix B), the objectives were to obtain knowledge about whether students believed the college education they received at OSP was equal, superior, or inferior to college education on campus at either Che- meketa or WOSC. As may be calculated from Table 4.4, a summary of student responses to question seven (based upon answers of the "same," "better," or "worse"), 38 percent of the inmate-students indicated their belief that college education within OSP was worse than education offered on the regular campuses; only 14 percent believed education at OSP to be better than the latter. Three of the respondents provided ambiguous answers. Since it could not be determined whether they believed the college education program at OSP to be better or worse than that offered on regular campuses, their responses were placed in a separate column, headed "Ambiguous." Another comment offered in explanation of a negative response, while not responsive to the specific issue of educational quality, clearly summarized the paradox of education within prison walls: "I'm in prison--it makes the sun, stars and sky worse [sic]." Question seven from the questionnaire was posed in
the knowledge that many of the inmates would have no basis for comparison between on-campus and prison college education programs; the underlying

<table>
<thead>
<tr>
<th></th>
<th>Better</th>
<th>Worse</th>
<th>Same</th>
<th>No Response</th>
<th>Ambiguous</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freshmen</td>
<td>7</td>
<td>10</td>
<td>15</td>
<td>2</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Sophomores</td>
<td>1</td>
<td>15</td>
<td>10</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Juniors</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Seniors</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td></td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

purpose of the question was to derive some sense of the inmate-students' feelings about their own program.

There were only 16 comments provided about the quality of instruction or instructors, whereas others offered comments about the lack of facilities, equipment, or materials. Observations in response to the issue of instructional quality, as listed below, are noteworthy:

All in all, I feel we have good quality teachers and classes.
Some teachers are dedicated and others are not.
Some teachers try to act like convicts rather than set a good example but most teachers are here to set a very good example.
Instructors generally don’t give a shit; an easy buck for them with little work.
I think grades are slanted here more so than at a public college.
The amount of students are low compared [sic] to classes out there, so the teacher is able to work closer with the students.
Get Mr. . . . out of . . .
Do a very good job, for conditions.
[Need] more one on one with our instructors.
We get much more time with the teacher 1 on 1 in class, but he’s [sic] not always available.
Smaller classes so teacher has more time for each student.

Better because its [sic] a more one on one teaching. Points are made well.

For the most part instructors are excellent.

Here many students seem incapable of adult discussion and/or actual work. Teachers seem to teach to lowest common denominator, which in this setting can be the functionally illiterate. It seems unfair to more advanced students. Tighter screening would be useful.

Professors tend not to be receptive to original thinking.

I don’t believe we are pushed to excel as much as on the campus.

Table 4.5 summarizes inmate-student comments concerning the lack of facilities, equipment, or materials.

<table>
<thead>
<tr>
<th>Expressed need for:</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lab time, equipment or study times/rooms</td>
<td>12</td>
</tr>
<tr>
<td>Research materials or increased access to library</td>
<td>13</td>
</tr>
<tr>
<td>Computers or increased access to computers</td>
<td>3</td>
</tr>
<tr>
<td>Newer, improved textbooks or more classroom materials</td>
<td>8</td>
</tr>
</tbody>
</table>

In addition to facilities or materials requests, 10 students asked for a greater variety in the courses and degrees offered. It should be noted that there are some penitentiary restrictions which make some courses and/or degrees impossible. For example, chemistry cannot be offered because of restrictions upon the importation of chemicals within the institution. Any classes which require laboratory work are carefully reviewed by responsible officials, and in most cases are not offered. When asked about the availability of laboratories, the WOSC Dean of Liberal Arts and Sciences (John Minahan, personal communication, 1991) replied: "We teach some [physical science] courses in there, but we can’t really do anything that entails a lab
So because of that maximum security environment, there are things that are excused immediately from the program.

An academic explanation is provided for the lack of course offerings in foreign languages at OSP. According to the present OSP College Coordinator, as well as the former Education Director, both of whom are or were penitentiary employees, most students would not be able to complete the sequence of six quarters required for completion of the language requirements for a B.A. degree; it is believed that the students would either lose interest over this long period of time and drop out, or their incarceration time would be too short to allow them to complete the full two years. Accounting is not offered for the same reason. To double-check these responses, the directors of penitentiary education at WOSC and Chemeketa were also asked why foreign languages were not offered. From Chemeketa, the answer was that an attempt had been made from time-to-time to offer foreign languages, but student interest was not sufficient to warrant the investment. It was also observed that it was just possible to get enough prison students through a single year of study in the program (i.e., three quarters), thus it would be difficult to economically justify such class offerings. In addition, it was noted that there was no language lab available within the institution.

At WOSC, it was learned from Dean Minahan (personal communication, 1991) that: "We can't staff that . . . . It's just that simple, a matter of staffing. The state couldn't afford us. The entire cost to the State of Oregon is $30,000 for over 60 students being taught." He added that employing additional instructors could not be justified since approximately one-half of the WOSC professors currently teaching in OSP are volunteers. In addition, the WOSC instructor who was most responsible for the participation of his institution in the OSP program, who was currently serving as the WOSC program coordinator, observed that admission of addi-
tional students into the program could be problematic because of state enrollment restrictions on the four-year school.

In addition to the restrictions that the lack of laboratory facilities places upon the OSP college curriculum, the institution's library facility also poses a problem in the matter of instructional quality. Since the library resources are regarded as inadequate by the teaching staff, it is not possible for students to conduct full-scale college research projects. Currently, instructors must carry-in materials when they expect their students to produce research papers. However, two educators, who are also penitentiary employees, have been transferred in recent months to the prison library with the seeming mandate to upgrade the facility. Under the former librarian, the library had deteriorated to the point, according to one informant, that it was used for little more than a place for clandestine activities (Charles Keaton, personal communication, 1991). Although the library had always suffered from a lack of resources, the current degree of degeneration had become so obvious that the need for improvement could no longer be ignored. Thus, at the direction of the new library staffers, extensive remodeling has been carried out. Shelving heights have been lowered and a mirror has been installed at a location from which all activity within the facility can be observed easily from the desk. Along one wall a number of open work stations have been placed, each with a typewriter. Moreover, work has been initiated toward the acquisition of appropriate research materials.

The new librarian, though without prior experience as a librarian, has approached these tasks in a logical fashion. Each instructor has been asked to submit a list of desired materials. WOSC has been asked to donate resources, and in turn has pledged appropriate volumes valued at more than $20,000. Help may also be forthcoming from other facilities. Staff members have been told that additional funds will be made available to the penitentiary for the purchase of library materials. However, at the time the current study was prepared, there was no official confirmation
of such a budgetary commitment. All this said, from the personal experience of the investigator as well as from information derived from interviews, it is important to note that in the past there have been similar robust efforts to upgrade the library facilities. In 1984, one such effort was chronicled by a WOSC professor in a report to his program coordinator. Recommendations were a part of this report, including one to "establish a viable reference library." From this point the report continued (Rutherford, 1984):

Plans for this are in the works and we should see the beginnings of a first-rate reference library established this summer. Hopefully, it will be housed on the education floor at the prison where students can have browsing access to it during and around the times they are in classes. I have contributed around 125-150 books as a starter and other psychology colleagues are chipping in. In addition, students at WOSC and OSP will be working with me this summer writing publishers asking for reference materials in the social sciences and psychology. Lotte Larsen in the [WOSC] library has given me the names of a couple of people who might come out and help us set up the library on an indexing system similar to that used at WOSC. Once established, the library will make it possible for teachers to set aside for special reading materials already there, brought in by them, or sent there for that purpose from the WOSC campus. I am sure teachers from all divisions of our campus will contribute to the development of this library. (p. 2)

The following comments include observations of interest provided by OSP inmate-students concerning their perceptions of the college program course offerings:

It would be better to a larger variety of classes [sic]. It would also be much better if there were more choices for a major in upper division. Business Administration would be great!

So far so good. Need more classes around Human Resources [sic].

There are a few things like [illegible] and more classis [sic] so we may receive [sic] a better degree where as now we are limite[d] [sic].

Would like to have a bigger choice of B.A. degrees.

One student also noted that "the curriculum can be a little tougher," whereas another remarked on the effect that stress from living within prison could have on inmate course work performance. Four students noted that courses in the penitentiary were compressed into fewer class periods than those on campus, and that additional time would have been desirable. However, Dean Minahan (personal communication,
1991) of WOSC stated that in his class he was "able to get more time in because of the way their lunch and breakfast runs." In contrast, the Chemeketa director of penitentiary education offered that (Gassner, 1990):

In the institution a three-credit-hour class would be given in one three-hour block, or two one-and-a-half-hour blocks; but that's the optimistic [view]. The reality is that because of line movements . . . there's what I call the shrinking window of available time. Too often our three-hour session is cut down to two-and-a-half hours, then down to two hours and fifteen minutes. Then about the time it gets cut down to two hours we have to get nasty and muscle . . . . It's an ongoing battle. I would not think that in any case do students out there ever spend more time in class--but I think sometimes they get short changed. (taped interview)

From the evidence, it would seem to be clear that the two college education programs at OSP are treated differently by the custodial staff. During the period the investigator taught in the OSP community college program, classes were frequently interrupted for "showers, gentlemen" (i.e., the weekly bath opportunity provided inmates), for visits, or for other reasons. When this was noted to Dean Minahan of WOSC, he replied (Minahan, personal communication, 1991): "Not in ours. Furthermore, we have a gentlemen's agreement that [students] not be assigned to other prisons, either . . . . So our people stay until they graduate. Our program is very different from the Chemeketa program." When this issue was pursued, it was learned from the WOSC program director that whether or not students arrived in class on time was largely a matter of when the class was held. Morning classes were said to have rarely experienced such difficulties since breakfast was apparently served early enough to allow students to arrive at classes in a timely manner. On the other hand, afternoon and evening classes could be delayed because of "late or slow-moving chow lines." It was also noted that other disruptive factors could also serve to affect classroom attendance (Jensen, personal communication, 1991).

There was also the issue of how those educators with administrative or teaching responsibilities perceived the student population at OSP. Past and present educators from the OSP programs were asked how these students compared with on-cam-
pus students with respect to ability, interest, and motivation. The variety of answers received include such general comments as "low ability, average interest, and high motivation" and provided such contrasting states as: "some can barely write a sentence; some could take on grad school." There were those instructors who perceived no measurable differences between the prison student population and their on-campus students. Conflicting opinions were apparent in these assessments, that is, there were instructors who felt that the prison group was generally more motivated, in contrast to others who believed prison students to be less motivated.

A number of variables affected teachers' responses to the question of student qualities. For example, whether the class offered by the instructor was lower division or upper division could lead to marked differences in opinion. Chemeketa, which is responsible for lower-division college education, has a very liberal admissions policy, typical of community colleges throughout the United States. In contrast, the coordinator of the WOSC in-prison college education program admits to being highly selective about whom is allowed into the program (Jensen, personal communication, 1991). Some of the community college teachers noted that the study and research skills of their incarcerated freshmen students were less well developed than those of on-campus freshmen. This could be related to the comparatively high number of prison students who have earned a GED certificate rather than a high school diploma. One Chemeketa instructor who has been teaching in the institution and on campus for several years noted that there are increasing numbers of inmate-students who because of drug abuse reflect reduced attention spans and losses of short-term memory.

Chapter 4 has described the development of the college education program at OSP. The next chapter will discuss some implications and suggest some recommendations.
CHAPTER 5
IMPLICATIONS AND RECOMMENDATIONS

Research Implications

It is important to note that change occurs only very slowly in the penitentiary environment. Some of the problems within the OSP programs that have been noted have been apparent for a number of years. The library, and historic lack of concern about the adequacy of library resources, is a good example of an on-going problem associated with college education at OSP. The problem is rooted in a lack of funding, but until recently it has also reflected an apparent disregard to the issue of staffing qualifications. A second example is rooted in the persistence of conflicts between contracted educators and the penitentiary administrative and custodial staffs which continue unnecessarily. As previously noted, in a report on problems encountered during the first phase of the NewGate program (i.e., from 1967 to 1969), there were frequent skirmishes and unpleasant encounters between the custodial staff and educators for reason of misinterpretation or disregard of rules. According to some of the evidence presented in interviews with both past and present educational administrators, hostility on the part of custodial personnel was a greater problem than was errant conduct on the part of educators. It has also been stated that this problem has persisted throughout the present programs.

The Chemeketa Director of College Education at OSP since 1988, a capable and respected educator, was "locked out" of the penitentiary for "about a year" because she admitted to having experimented with marijuana; a valued math and computer science instructor was "locked out" permanently because he refused to undergo
urinalysis testing; and another respected teacher of some standing within the institution was recently denied access to the penitentiary because of a "misunderstanding." No facts were solicited by the custodial staff, and the instructor's supervisor was forced to intercede. In this instance, an instructor was caused serious personal embarrassment for reason of the latent hostility and suspicions reflected by the custodial staff. In May 1991, the coordinator of the WOSC program was kept waiting in the reception area for about 30 minutes to go in to teach a class, and no valid explanation was offered. These examples, whether petty or serious, signal problems of communication as well as hostility. In discussing the hostility an educator might encounter from custodial staff, Dean Minahan (personal communication, 1991) of WOSC has remarked:

"The people who work on the library floor and the education floor are very positive. There are parts of the place where you get the "stare" . . . . Sometimes there are hang-ups and slow-downs and it's clear that they don't need to be . . . . Yes, even the director of the program sometimes gets . . . . delayed. We know what it is . . . . When all is said and done, in the internal space of the prison there are people hostile to the program. That's a fact. Are they impeding the program? No, they're passively aggressive.

Dean Minahan's attitude toward the shortcomings of inherently suspicious relationships (i.e., "inherent" in the sense that where instructors see "students," guards see "inmates," and fewer individuals yet see "inmate-students") reflects a realistically positive if guarded outlook. By a substantial margin, the positive achievements of the OSP college education program are believed to outweigh the minor discomforts that must be endured to conduct the program.

The State Department of Corrections has projected substantial changes in the delivery of education at all levels within the correctional institutions in Oregon. Until 1991, the Corrections Division (since the late 1980s, the Oregon Department of Corrections) had not employed a Director of Education since the retirement of William Kennedy in 1980. Even prior to this date, there were long stretches of time when this position went unfilled because of budgetary cutbacks. During the years
when there were no funds to pay his salary as Director of Education for the Corrections Division, Kennedy would "bump back" into his former position as OSP School Principal, thus also moving others in the chain of command back to lesser posts. When there were federal grants to be managed, part of the grants were used to fund a salary for a director and Kennedy would resume his office. For a short time the position was filled by the State Department of Education, and for another short period of time it was filled by a political appointee. From all accounts, Kennedy and the two interim directors did a commendable job in the position. Unfortunately, after Kennedy retired, the position was not staffed despite protests from concerned educators.

In 1983, though Kennedy was no longer in office and, in fact, there was no Director of Education, the WOSC/OSP contract was sanctioned. The man who was then OSP School Principal, Charles Keaton, and the College Coordinator, worked with Jensen and President Myers from WOSC to formalize that relationship. Since that time, both contracting schools, Chemeketa and WOSC, have simply presented their contracts each year to appropriate penitentiary employees, none of whom have been legally trained to interpret such agreements; the contracts are subsequently passed to the Correctional Division for signature. This non-system seems to have worked since cooperation has been consistent between the concerned educators and the involved institutions. However, the lack of direction, cohesion, and central coordination has been an ongoing concern among those connected with education at all of the Oregon correctional institutions.

The 1986 Delivery of Education and Training in Oregon's Adult Corrections Institutions, prepared by Northwest Regional Educational Laboratory (NWREL) for the State of Oregon Corrections Division Education/Training Task Force, expanded upon the observations previously provided by Gassner (1980) concerning the role of Chemeketa in OSP, and spotlighted a number of aspects of education as conducted
within the Corrections Division. It was noted that Chemeketa, in addition to preparing students for associate of arts degrees as well as college transfers, had been allowing equivalent vocational course work to count for college credit, thus enabling appropriate state reimbursement while qualifying for federal financial aid to help purchase textbooks and/or other material needs.

From interviews conducted among prison and college personnel, the NWREL report listed the strengths and weaknesses of contracting with local community colleges for prison education and/or training services. Among their findings was the fact that contracted education was significantly less expensive for reason of the large number of part-time instructors in use (NWREL, 1986). Thus, if full-time staff were used from the community colleges, instructional costs could be expected to increase significantly. NWREL also included a number of recommendations in the report which continue to be valid at present. Selected observations were in keeping with the following conclusions:

1) Education programs should be centrally coordinated.
2) The goals for education and training in corrections need to be clearly defined within the overall mission of the Corrections Division.
3) The needs of women inmates deserve extra attention.
4) Make sure that contract staff receive a full measure of training in prison security and culture.
5) Interruptions in classroom instruction should be minimized.
6) Set up regular meetings of contract personnel to maintain strong communications links.
7) Reinstate regular meetings of all institutional staff and administrators to help share ideas and problems, including contract staff as necessary.
8) Recognition that work in a corrections-based education and training setting requires special preparation in dealing imaginatively with antisocial behavior patterns.

9) A further pre-requisite should be that contract staff understand fully they are responsible to institution administrators while on site and participate to the greatest degree possible in institutional life, taking into consideration the cultural differences and subtleties of a prison culture.

10) An alternate deserving serious study would be to turn over all education and training functions at the institutions to the local community colleges.

Moreover, the report strongly urged that a central coordinating position, Director of Education, be reestablished.

It would appear that at least some of the above recommendations have been or were in the process of being implemented. A new director of corrections education (i.e., with the title, "Administrator, Education Division") was named in 1991: Shannon DeLateur, who was formerly School Principal at the Oregon State Correction Institution. Among the many responsibilities assigned to this position, the new director is charged with changing the way education and training are delivered in all state correctional institutions. At the same time, Ms. DeLateur has indicated that her functions will be directed at coordination and unification.

From an evolutionary perspective, as attrition reduces the ranks of teachers employed by the Department of Corrections, it is likely that all education and training, at all levels (i.e., academic and vocational), will be contracted from community colleges. This long-term transition program applies to all State correctional facilities. The concept of fully contracted education and training has been initiated at Eastern Oregon Correctional Institution (EOCI), where all education and training offered has been contracted from Blue Mountain Community College (BMCC) since
EOCI opened in 1985. At OSP, this transition means that as each grammar school or ABE/GED instructor departs and as each vocational trainer departs, Chemeketa will be called upon to assume the appropriate educational responsibilities. How that will affect the value of the two-year Chemeketa degree within the penitentiary is problematic, and an area of concern.

It is likely that Chemeketa's two-year college curriculum will not change because of the implementation of this transformation. In addition, upper division curriculum and instruction, the WOSC program, will not be directly affected. If there are to be changes in this program, they will have been effected for different reasons. According to Jensen (personal communication, 1990), the OSP population is changing in ways which will adversely impact the program. Though OSP has always been regarded as a maximum security facility, crowding and other placement difficulties have brought many younger, comparatively short-term prisoners into the population. However, the State of Oregon has been adding new facilities. Younger offenders with less serious crime records can thus be placed in other correctional institutions. The 196-bed Intensive Management Unit (IMU) at OSP has also been completed. The IMU is the most secure facility in Oregon and "will house inmates who, for reasons of behavior, cannot be safely managed at other prisons" (Oregon, Department of Corrections, 1990).

According to Jensen, this implies that OSP will henceforth receive older felons, career criminals. He has speculated that WOSC professors will soon become disenchanted when they notice that their student population has become 40-year-old hardened criminals with more than 20 years to serve. It was only in 1991 that WOSC extended its baccalaureate program into the Oregon State Correctional Institution (OSCI), an institution meant to serve a younger, less hardened population serving shorter correctional sentences: A population for whom hope of a future can be entertained. "Now we are looking at inmates in their 40s [at OSP] who will be in
their 60s upon release. Will the faculty want to connect themselves to that? I don’t think so" (Jensen, personal communication, 1991). When it is recalled that the WOSC budget is so constrained that one-half of professors teaching in the prison education program currently volunteer their time, and when it is noted that the same professors are presently stretched between two institutions, trying to offer quality education at both, there is reason to speculate, as Jensen does, whether the less attractive program will maintain its base of support. It may also be speculated that the state may not be willing to renew its contract with WOSC to deliver the baccalaureate program into OSP, if its costs should in the future become too great. As of this 1991, the program operates in two institutions with relatively scarce funding. According to DeLateur (personal communication, 1991):

"Today, we have a major problem with dollars for the college program, and if I had to make a decision today that something had to go of what we have, I’m afraid that’d be the program that would go—not the A.A. program, but the B.A. program [in OSP]. That’s not my desire nor is it my philosophy; but, especially at OSP, that is a major consideration at this point—not right now, today, dropping the program. But, down the road, looking back at it, if there isn’t enough money, the money will be spent on the program that has the most possibility of making a difference.

Decreased funding, due to the voter and legislative actions (e.g., the impact of "Measure 5"), could also impact Chemeketa’s two-year program in OSP. However, this would not likely eliminate the program, as may be the case with the baccalaureate program.

Research Recommendations

Throughout this study, opinions on the structure of the college education program at OSP, according to the views of program participants, past and present, have been carefully reported. It has not been the purpose of this study to investigate other education programs within the purview of the Department of Corrections which in various ways overlap the program in question. College education at Oregon State
Correctional Institution (OSCI), a few miles east of OSP, which is conducted by the same providers, Chemeketa and Western Oregon State College, is such an institution. However, there are differences and similarities in the two programs which ought to be further explicated.

According to the observations of program participants, the contiguous and overlapping college education program at OWCC is much more troubling because of its lack of continuity. For reason of the small size of the facility, which is located to the east and adjacent to OSP, OWCC has never been able to operate an economically feasible college education program within its boundaries. However, transporting and chaperoning chained women to (sometimes available) education was also a costly and difficult matter. The OWCC inmates desirous of college education course work have historically been dependant on resources within OSP and OSCI. In addition to the very cumbersome and time consuming transportation problem this involved, the OWCC women were subjected to "cavity searches" as they enter and leave the men's institutions. Needless to say, such an arduous and humiliating procedure might put off all but the most determined individuals. Moreover, for "reasons of security," in the past OWCC inmates have been excluded from the available college education and have needed a court order (another time consuming procedure) to regain access to that education. This investigation did not reference college education within OWCC, and further research should be conducted in this area. Similarly, case study research should be carried out in college education programs at all state correctional institutions. All educational programs within state penal institutions, programs which may (or which may not) feed into college programs, should also be subject to additional research. English as a Second Language (ESL) is one such study program which comes to mind.

With the establishment of the office of "Administrator, Education Division," within the Department of Corrections, an era of tremendous flux has been initiated.
According to current planning, as teachers presently employed by the institutions quit or retire over a period of time, all education, academic and vocational, will be contracted from local community colleges, with the exception of baccalaureate education, which is only in its infancy in penal institutions. Where there are community college programs now in place, of necessity supervisory responsibilities will almost immediately begin to overlap, perhaps exacerbating attrition. Furthermore, despite the appearance of consistency, there are significant differences in community college curricula, dependent upon the needs of local populations. To date, the curricula delivered to Oregon prisoners have been those already established for campus populations. At OSP, for example, both the two-year and the four-year programs express great pride in offering the same kind and quality of education as offered at their respective campuses. Clearly, with the development of the education programs within state penal institutions, communicative research should continue apace.

In summary, research recommendations are as follows:

1) A study, similar in nature to the current investigation, should be conducted of the development, structure, and future prospects of the college education program at OCCI;

2) In view of the suggested nonfeasibility of the establishment of a separate and complete college education program for female inmates at OWCC, further investigation should be undertaken to determine practical and reasonable means to enhance the enrollment of female inmates at currently conducted programs offered at Department of Corrections institutions; and

3) The curricular content at ongoing Department of Correction institutions should be subject to further review from the perspective of expected changes in prison populations, to the end of determining the
adequacy of present curricula and areas of study in which future program expansion may be desirable.

In addition, it would be desirable to recommend the conduct of further studies that would measure the impact of college education programs in Oregon correction institutions upon the subsequent lives of enrolled inmate-students, including the possibility of enhanced economic and social status within society at large following release from prison, or studies that could be directed at determining the impact of college education programs upon the status of mental health or behavioral problems within prisons. It would also be of value to determine the utility of offering curricula which are fully identical to those offered at outside campuses to inmate-students incarcerated within prison walls. However, based upon the inadequacy of the documentary records maintained (e.g., Oregon correctional institutions do not administratively track civil outcomes for former inmates), it would be virtually impossible to conclusively demonstrate that these outcomes, favorable or unfavorable, or even improved patterns of behavior within prisons, can be attributed to the results of improved educational processes.
REFERENCES


APPENDICES
Appendix A
Summary of Support Documentation and Interviews


Kennedy, W. F. (1971-1972). *The voluntarily taught college resident program at the OSP.*


Oregon, Department of Education. (1977). *Testimony presented before Senate Ways and Means Committee by Mary Ann Evan, Coordinator of Corrections Education, regarding S.B. 5522.*


Oregon, Human Resources Department. (1975). *Behind bars: Opportunities for professors and students.* Salem, OR.


Oregon State University Research Center. (1976). *Proposal for corrections education follow-up project.* Submitted to Mary Ann Evan, Coordinator, Corrections Education Special Programs Assistance Division, Oregon Department of Education.


Taped interviews (not published):
Appendix B
Survey Questionnaire

May, 1991

Students enrolled in college-level classes
in Oregon State Penitentiary

Gentlemen:

I am a graduate student at Oregon State University now completing
my doctoral dissertation, which is an ethnographic case study of
the history, development and nature of the college education program
in Oregon State Penitentiary. I have spoken with some staff members,
present and past, but I've not had an opportunity to talk with you.
Of course if I am to properly do this job I must have information
from the students, as well as the staff. Everyone involved in the
college education program is equally important in this study. Your
responses on the following questionnaire, which I sincerely hope you
will complete for me, will be individually and carefully considered.
You need not put your name on the form. All answers are important
to me; but, you may remain anonymous. You may write on the back of
the page also, or attach another page.

1. Do you have a high school diploma?_____ Or, a GED certificate?_____
2. If a GED certificate, did you earn it in OSP?______ Another
   correctional institution? ______
3. How many credit hours do you usually carry?______ Presently?_____
4. What year (freshman, Sophomore, Junior, Senior) are you in college?
5. For how many years have you been studying in college classes?_____
6. Do you plan to complete a 2-year degree?_____ A 4-year degree?______
7. Do you believe your college classes in OSP are the same as they
would be on campus at WOSC or CCC?______ Better?____ Worse?_____
   If different (better or worse), how?______________________________

8. Comments: (Please note any observations or suggestions you have.
   You need not sign this form.)
Appendix C

Chemeketa Community College, Degree Requirements
# Associate of Arts Degree Requirements

(Oregon Associate of Arts Transfer Degree)

<table>
<thead>
<tr>
<th>Requirements</th>
<th>Credit hrs.</th>
<th>Courses which satisfy requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complete a minimum of 93 credit hours. These must include the following:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Writing (with grade &quot;C&quot; or better)</td>
<td>9</td>
<td>WR121, WR122, and WR123 or WR227</td>
</tr>
<tr>
<td>Math (with grade &quot;C&quot; or better)</td>
<td>4</td>
<td>MTH105 or above</td>
</tr>
<tr>
<td>Oral Communication/Rhetoric (with grade &quot;C&quot; or better)</td>
<td>3</td>
<td>SP111, SP112, SP113, SP114, or SP130</td>
</tr>
<tr>
<td>Physical Education or Health</td>
<td>3</td>
<td>Any PE180, PE185, or PE190 classes (one credit each); HE250 (three credits); or HPE295 (three credits). No more than 12 credits of PE185 may be applied toward an A.A. degree.</td>
</tr>
<tr>
<td>Computer Studies</td>
<td>3</td>
<td>CIS120, CS113, CS133B, CS161, or other computer information science or computer study courses.</td>
</tr>
<tr>
<td>Arts and Letters/Humanities courses (minimum of two or three courses from either the list above or from the courses listed in this row. These courses must be from a different discipline than the sequence selected above. A course taken as oral communication/rhetoric requirement may be used as one of these courses.)</td>
<td>6 to 9</td>
<td>ART111, 119, 154, 155, 156, 197, 221, 225, 231, 232, 233, 244, 245, 248, 254, 256, 261, 271, 272, 273, 281, 284, 285, 286, 291, 292, 293, 296, ENG118, 260, FA251, FR201, 202, 203, GER201, 202, 203, HUM1100, 106, 199, J215, 216, 224, 225, 226, JPN201, 202, 203, MUS251, 252, 253, 259, MUP100, 101, 105, 174, MUS134, 197, 199, PHL204, 205, R198, SP105, 111, 112, 113, 114, 115A, B, C, 126, 130, 199, 229, SPAN101, 202, 203, TA110, 121, 122, 123, 251, 254, 256, WR241, 242, 243, 248A, B, C, 270</td>
</tr>
<tr>
<td>Social Science sequence</td>
<td>9</td>
<td>ANTH101, 102, 103, ANTH207, 208, 209, ECC101, 202, 203, GEOG105, 106, 107, HST110, 111, 112, HST157, 158, 159, HST201, 202, 203, HST257, 258, 259, PS201, 202, 203, and or 205, PSY101, 202, 203, SOC204, 205, 206, WS101, 102, 103</td>
</tr>
<tr>
<td>Arts and Letters/Humanities courses (Two or three courses from either the list above or from the courses listed in this row. These courses must be from a different discipline than the sequence selected above.)</td>
<td>6 to 9</td>
<td>ECC115, GEOG201, 202, HST210, PSY100, 101, 102, 104, 114, 119, 199, 206, 211, 219, 237, 239, 245, 246, 250, SOC210, 221, 227, 291, 292, 295A, SSCI150, W519A, B, C</td>
</tr>
<tr>
<td>Arts and Letters/Humanities courses (Two or three additional courses from either the list above or from the courses listed in this row. These courses must be from a different discipline than the sequence selected above. Courses taken as math and computer studies requirements may be used as two of these courses.)</td>
<td>6 to 12</td>
<td>BI103A, 200, 234, CH150, CIS120, 121, 122, CS100, 103, 104, 104Q, 105, 106, 107, 113, 121, 131, 133A, B, C, F, R, U, 140, 140A, C, M, U, 145, 160, 161, 162, 171, 230A, B, C, M, R, U, 234C, 234L, 235, 236, 237, 238, 244, 252B, 260, 270, 271, 274, 275, 276, 278, G150A, B, C, D, E, G152C, MTH105, 111, 112, 211, 212, 213, 231, 232, 241, 243, 251, 252, 253, 254, 255, 256, OC133, PH121</td>
</tr>
</tbody>
</table>

**Notes:**
- Three classes must be selected from two of the three groups (Arts and Letters/Humanities, Social Science, and Science/Mathematics) listed above. Two courses must be chosen from the remaining group.
- Earn a cumulative grade point average (GPA) of 2.0 or above in all work to be applied toward the degree.
- Complete a minimum of 30 credit hours at Chemeketa.
- Up to 12 credit hours in occupational courses may be applied toward the 93 credit hours required for the A.A. degree. All courses numbered 050 through 099 must be numbered 100 or above.
## Associate of Applied Science Degree Requirements

<table>
<thead>
<tr>
<th>Requirements</th>
<th>Courses/areas which satisfy requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfactorily complete the required courses and credit hours listed for each program in the Programs of Study section of the catalog.</td>
<td></td>
</tr>
<tr>
<td><strong>General Education Requirements</strong></td>
<td></td>
</tr>
<tr>
<td>You will meet the general education requirements if you follow the curriculum outline listed for your program. In some cases the program specifies exactly which of the courses you should take. The courses listed below meet the college’s general education requirement.</td>
<td></td>
</tr>
<tr>
<td><strong>Writing</strong></td>
<td>One class of WR115, WR121, BA214, COM051, or OA064 or any higher numbered writing class.</td>
</tr>
<tr>
<td><strong>Math</strong></td>
<td>One class of MTH052 or any higher numbered math course.</td>
</tr>
<tr>
<td><strong>Computer Literacy</strong></td>
<td>Approved program-related instruction on computers or three credit hours of computer studies.</td>
</tr>
<tr>
<td><strong>Three credit hours from each of three of the four following areas:</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Social Science</strong></td>
<td>Anthropology, Economics, Geography, History, Human Development/Family Studies, Political Science, Psychology, Social Science, Sociology, Women’s Studies.</td>
</tr>
<tr>
<td><strong>Humanities/Fine Arts</strong></td>
<td>Art, English, Film Art, Foreign Language, American Sign Language, Humanities, Multidisciplinary Studies, Music, Philosophy, Religion, Theater Arts.</td>
</tr>
<tr>
<td><strong>Science/Applied Science</strong></td>
<td>Approved program-related instruction may satisfy this requirement, or courses in Biology, Botany, Chemistry, Foods and Nutrition, General Science, Geology, Oceanography, Physical Science, Zoology.</td>
</tr>
<tr>
<td><strong>Communications</strong></td>
<td>Communication Skills, English as a Non-native Language, Journalism, Speech, Writing, Reading.</td>
</tr>
<tr>
<td><strong>Three additional credits from any of these areas:</strong></td>
<td></td>
</tr>
<tr>
<td>Communications</td>
<td></td>
</tr>
<tr>
<td>Health Education</td>
<td></td>
</tr>
<tr>
<td>Humanities/Fine Arts</td>
<td></td>
</tr>
<tr>
<td>Math</td>
<td></td>
</tr>
<tr>
<td>Physical Education</td>
<td></td>
</tr>
<tr>
<td>Science</td>
<td></td>
</tr>
<tr>
<td>Social Science</td>
<td></td>
</tr>
<tr>
<td><strong>Complete a minimum of 30 credit hours at Chemeketa.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Earn a cumulative grade point average (GPA) of 2.0 or above for all course credits which apply toward the degree. Only courses numbered 050 or above apply toward the degree.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Notes:</strong></td>
<td></td>
</tr>
<tr>
<td>1. We recommend that you see an advisor for guidance before you enroll.</td>
<td></td>
</tr>
<tr>
<td>2. Some of Oregon’s four-year institutions accept certain courses in occupational programs as college transfer courses. If you are interested in continuing your education after completing a Chemeketa program, check with the institution you plan to attend.</td>
<td></td>
</tr>
</tbody>
</table>
Appendix D

Contract, Chemeketa Community College and
Oregon Corrections Division
COOPERATIVE AGREEMENT
BETWEEN

The Oregon Corrections Division, Department of Human Resources (hereinafter referred to as the Corrections Division), and Chemeketa Community College Targeted Services Office (hereinafter referred to as the College).

Whereas, during the period April 1, 1980, through June 30, 1981, the Corrections Division wishes to engage the College to render certain services, hereinafter described.

NOW THEREFORE, it is mutually agreed between the parties as follows:

I. The College agrees:

1. to recruit and furnish instructors for courses needed to fulfill associate degree requirements, these courses to be offered in Corrections Division institutions. The total number of classes offered will be determined annually, contingent upon successful passage of the College budget and available resources. The classes will be distributed and scheduled through mutual agreement to each of the state correctional institutions. For the term of this agreement, College will provide no fewer than 45 classes nor more than 65 classes without amendment and mutual agreement from the Corrections Division;

2. to provide community college credit toward the Associate of Science degree for institutional courses meeting College standards where the Corrections Division furnishes the instructors;

3. to confer associate degrees (Arts or Science) on those Corrections Division inmates completing requirements as outlined in the applicable College catalog and consistent with College policy;

4. to provide guidance counseling assistance to Corrections Division inmates in associate degree program planning;

5. to provide assistance to the Corrections Division in the registration process, including but not limited to:
   a. registration forms,
   b. necessary time frames,
   c. current computer printouts and updates, class rosters, and grade sheets.

AN EQUAL OPPORTUNITY EMPLOYER
Corrections Division/Chemeketa Community College  
Letter of Agreement  
Page 2

6. to provide assistance in the Basic Education Opportunity Grant (BEOG) application process, including but not limited to:
   a. part time personnel, if available, on a quarterly basis to assist the interviewing of inmates and completion of BEOG application forms;
   b. computer assistance predicting inmate eligibility for financial assistance under the BEOG program prior to forwarding the application to Iowa City, Iowa, for processing by the Federal Government;
   c. bearing the cost of mailing all applications to Iowa City submitted for processing by the Corrections Division to the College Financial Aids Office; and,
   d. verifying full time registration of inmates eligible for BEOG's and monitoring academic progress, as required by federal regulations.

7. to provide all text books required to implement and maintain the courses offered in the Corrections Division institutions during the term of this agreement as specified above, at no additional cost to the Corrections Division;

8. to provide a regularly scheduled orientation program for all College staff employed in correctional institutions, attendance at which is a condition for entry into Corrections Division's institutions;

9. to provide such other support to the Corrections Division collegiate programs as may be required to insure that all courses are of a quality comparable to that of regular credit courses offered on the College campus; and,

10. to provide dollar credit to the Corrections Division for personnel costs from the Oregon general fund, as specified in section IV, below.

II. The Corrections Division agrees:

1. to make space available in its institutions at no cost to the College for classes to be held;

2. to assign general fund personnel for the on-site supervision of staff assigned to the Corrections Division's institutional collegiate programs for which the College will credit the Corrections Division as outlined below;
3. to assign general fund personnel for the administration and coordination of the Corrections Division's collegiate programs, for which the College will credit the Corrections Division as outlined below;

4. to assign general fund personnel for the instruction of approved Associate of Science courses, for which the College will credit the Corrections Division as outlined below;

5. to assign general fund personnel for the instruction of physical education courses at the Oregon State Correctional Institution, business technology courses at the Oregon Women's Correctional Center and occasional other courses as agreed upon for which the College will credit the Corrections Division as outlined below;

6. to provide assistance in planning and implementing the mandatory staff orientation program offered by the College;

7. to assist with the evaluation of College staff in accordance with the Corrections Division's Policy For Evaluating the Performance of Part-Time and Volunteer Teachers and the College's policy on employee evaluations; and,

8. to make a timely response to College imposed time-frames related to financial aid packages, registration, book orders, requests for course offerings, and related logistical considerations.

III. Billing:

Billing will be computed quarterly according to the following procedure:

1. the program cost will be based on the number of full-time equivalents (FTE's) times $280/FTE;

2. the total BEOG stipend received by the College will be subtracted from this total;

3. credit for Corrections Division personnel (see sections II & IV) will be subtracted from this subtotal, yielding the balance due to be paid to the College from the budgets of the correctional institutions where the courses were offered;

4. the bills will then be sent to the Corrections Division Education Services' Coordinator for review, who will in turn forward them to the appropriate institutional education program managers for their approval. The manager will then submit the bills to the appropriate institutional business managers for payments; and,
Corrections Division/Chemeketa Community College
Letter of Agreement
Page 4

5. billing will be quarterly and will be submitted to the Corrections Division no later than ten (10) days following the end of the academic quarter to which the billing applies.

IV. Credits:

In accordance with the above agreements the Corrections Division will submit to the College each quarter a statement of personnel services rendered, to be credited to the quarterly billing. This statement will be based on the percentage of time devoted by Corrections Division general fund personnel to the coordination, administration, supervision and implementation of the associate degree programs within the Corrections Division institutions, as reflected in work plans and job descriptions. Collegiate program responsibilities include, but are not limited to the following:

a. Corrections Division Central Office:
   1. Education Services Coordinator
   2. Education Release Program Planner
   3. Education Services Secretary
   4. Apprenticeship Clerical Assistant

b. Oregon State Penitentiary:
   1. Drafting Instructor
   2. Electronics Instructor
   3. Automotive Instructor
   4. Welding Instructors (2)
   5. Vocational Training Institution Teacher I
   6. Correctional Officer - school floor
   7. Education Program Manager
   8. College Program Supervisor

c. Oregon State Correctional Institution:
   1. Welding Instructor
   2. Drafting Instructor
   3. Electronics Servicing Instructor
   4. Printing Instructor
   5. Education Coordinator
   6. Education Coordinator's Secretary
   7. Recreation Department - at the rate of $175/credit hour offered.

d. Oregon Women's Correctional Center:
   1. Clerical Technology Instructor
2. Career Counselor
3. Escort Officers (2)
4. Education Coordinator
5. Education Coordinator's Secretary

V. Miscellaneous:

1. Amendments:

On written request from either party, changes in this agreement or subsequent attachments will be discussed and such changes as agreed upon in writing will become part of this agreement.

2. Renewal:

This agreement will be renewed on July 1, 1981.
Appendix E

Contract, Western Oregon State College and Oregon Corrections Division
AGREEMENT

This agreement is entered into between the Oregon Corrections Division, Department of Human Resources (hereinafter referred to as the "Corrections Division" and the State Board of Higher Education acting on behalf of Western Oregon State College referred to as "Board" and "College".

WITNESSETH

WHEREAS, the Corrections Division has need for an upper division college education program.

WHEREAS, the College has the capability of providing such a program.

WHEREAS, the Board approves of the services to be provided,

NOW THEREFORE, it is agreed between the parties as follows:

I

(1) The Board agrees to aid in the development of a budget which meets the needs of the program.

(2) The Board agrees to provide technical assistance on program and operations planning, as requested.

II

(1) The College will provide for the receiving and allocation of state, federal, tuition and other funds accrued by the programs or students enrolled in the programs.

(2) The College will provide for the enrollment and registration of each student.

(3) The College agrees to schedule periodic conferences, at least once a term, to review the "conditions" of the program as a basis for continuing or altering the contract.

(4) The College agrees to assign a liaison person to represent the College in articulating the activities between the three parties to the agreement.

(5) The College agrees to award diplomas or certificates, as appropriate, to students completing college programs.

(6) The College agrees to recruit and furnish instructors for courses needed to fulfill upper division requirements, these courses to be offered in Corrections Division institutions. The total number of classes offered will be determined annually, contingent upon successful passage of the College budget and
available resources. The classes will be distributed and scheduled through mutual agreement.

(7) The College agrees to provide college credit toward the Bachelor's degree for institutional courses meeting college standards.

(8) The College agrees to confer the appropriate degree on those Corrections Division inmates completing requirements as outlined in the applicable college catalog and consistent with College policy.

(9) The College agrees to provide assistance to the Corrections Division in the registration process, including, but not limited to:

   A. Registration forms.
   B. Necessary time frames.

(10) The College agrees to provide assistance in the Pell Grants application process.

(11) The College agrees to provide such other support to the Corrections Division collegiate program as may be required to insure that all college courses are of a quality comparable to that of regular credit courses offered on the College campus.

III

(1) The Corrections Division agrees to make space available in its institutions at no cost to the College for classes to be held.

(2) The Corrections Division agrees to assign general fund personnel for the on-site supervision of staff assigned to the Corrections Division's institutional collegiate programs.

(3) The Corrections Division agrees to assign general fund personnel for the administration and coordination of the Corrections Division's collegiate programs.

(4) The Corrections Division agrees to make a timely response to College imposed time-frames related to financial aid packages, registration, book orders, requests of course offerings, and related logistical considerations.

IV

The performance of duties imposed by this agreement shall begin September 1, 1983, and terminate June 30, 1984. This agreement may be terminated 1) by either party (by giving notice in writing thirty (30) days in advance) in the event that funding is curtailed so as to make continued performance an unreasonable burden to either party, or 2) upon mutual agreement at any time.
V

In fulfilling instructional assignments under this contract, the methods and techniques used shall be determined by mutual agreement; however, the College shall be solely responsible for their implementation. All programs and courses will meet the requirements set forth under the applicable State Administrative Rules and Statutes.

VI

In consideration for services performed, all parties to this agreement will fulfill their financial obligation in accordance with the attached budget. Billings will be made on a quarterly basis and paid in a timely fashion. Financial statements will be prepared quarterly.

VII

The Corrections Division certifies that sufficient funds (or inkind resources) are available to finance costs of this contract within its current budget.

VIII

This contract does not become effective until signed by officials of the Corrections Division and the College.

[Signatures and dates redacted for privacy]
Western Oregon State College will bill the Oregon State Penitentiary by quarter for the academic program. This billing will cover the academic costs as follows:

<table>
<thead>
<tr>
<th></th>
<th>Fall</th>
<th>Winter</th>
<th>Spring</th>
</tr>
</thead>
<tbody>
<tr>
<td>$374.50</td>
<td>$374.50</td>
<td>$374.50</td>
<td></td>
</tr>
<tr>
<td>-212.00</td>
<td>-212.00</td>
<td>-214.00</td>
<td></td>
</tr>
<tr>
<td>$162.50</td>
<td>$162.50</td>
<td>$160.50</td>
<td></td>
</tr>
</tbody>
</table>

In addition to the above cost of education there will be a $25.00 admission fee. (This $25.00 fee is a one time State System of Higher Education requirement.)

*This tuition and fee agreement is subject to review by the Chancellor's Office of the Oregon State System of Higher Education prior to the beginning of the Winter Term 1984.

Payments during the term of this agreement will not exceed $10,000.00.
Appendix F

Western Oregon State College
Curriculum Requirements
The Liberal Arts Core Curriculum (LACC) is the foundation for each undergraduate degree program. In addition, each program requires completion of a major specialization and a minor concentration that complements the major. Students complete the 192 credit hours required for graduation by selecting free electives (usually 20 or more hours) that explore unique interests or permit greater study in the major or minor.

The typical degree program is broken down this way:

<table>
<thead>
<tr>
<th>Component</th>
<th>Credits Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>LACC</td>
<td>72</td>
</tr>
<tr>
<td>Major</td>
<td>(24 upper div)</td>
</tr>
<tr>
<td>Minor</td>
<td>27</td>
</tr>
<tr>
<td>Electives</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total required for degree</strong></td>
<td>192</td>
</tr>
</tbody>
</table>

The number of hours available for electives will probably exceed 20. Students usually find that certain LACC courses apply also to the major or minor.

### Purpose

The Liberal Arts Core Curriculum (LACC) is a required part of all Bachelor's programs and contributes 71 (if option A is selected) or 72 (if option B is selected) of the 192 credit hours necessary for graduation. The LACC has been designed by the Western faculty to equip students for advanced college studies and to provide a solid foundation for the lifelong learning process necessary for a successful professional and personal life.

The goal of the LACC is to produce individuals who:

- Learn independently
- Make mature judgments
- Solve problems using logical systems of thought
- Use language effectively
- Possess a global awareness
- Appreciate human thought and culture, past and present
- Work effectively with others
- Cope with political, social, economic, technological, and environmental problems and processes
- Sustain an active, balanced life through the development of a sound mind and body
- Are creatively expressive and aesthetically sensitive

Students are free to select whichever LACC alternatives they wish. The last remains, however, that certain course options within the LACC may also be required or strongly recommended in a student's major, minor, or pre-professional program. It is critical that students check with advisors in their fields before taking LACC classes to avoid mistakes which may prolong their time in college.

### Liberal Arts Core Curriculum Components

The LACC is composed of two parts: a “Skills Component” and a “Distribution Component.”

### SKILLS COMPONENT (18 CREDITS)

Students with a good background in any of the skill areas are encouraged to explore exemption procedures by checking with the appropriate divisional office.

<table>
<thead>
<tr>
<th>Component</th>
<th>Credits</th>
</tr>
</thead>
<tbody>
<tr>
<td>ENGLISH COMPOSITION</td>
<td>6</td>
</tr>
<tr>
<td>Wr 121 English Composition (freshman)</td>
<td>3</td>
</tr>
<tr>
<td>Wr 222 English Composition (sophomore)</td>
<td>3</td>
</tr>
<tr>
<td>Wr 244 The Research Paper (sophomore)</td>
<td>3</td>
</tr>
<tr>
<td>WR 224 is recommended for English majors/minors only.</td>
<td></td>
</tr>
<tr>
<td>SPEECH</td>
<td>3</td>
</tr>
<tr>
<td>Sp 111 Fundamentals of Speech</td>
<td>3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Component</th>
<th>Credits</th>
</tr>
</thead>
<tbody>
<tr>
<td>MATHEMATICS</td>
<td>4</td>
</tr>
<tr>
<td>Mth 103 Contemporary Math</td>
<td>4</td>
</tr>
<tr>
<td>Mth 106 Intermediate Algebra</td>
<td>4</td>
</tr>
</tbody>
</table>

Students planning to become elementary teachers may instead take (and are strongly advised to take) the Mth 211, 212, 213 sequence (3 credits each). All three terms of this sequence must be completed to meet the LACC math requirement.

### COMPUTER SCIENCE

<table>
<thead>
<tr>
<th>Component</th>
<th>Credits</th>
</tr>
</thead>
<tbody>
<tr>
<td>CS 101 Computers and Society</td>
<td>2</td>
</tr>
<tr>
<td>CS 121 Computer Applications in Business</td>
<td>2</td>
</tr>
<tr>
<td>CS 162 Introduction to Computer Science</td>
<td>4</td>
</tr>
</tbody>
</table>

### PHYSICAL EDUCATION

<table>
<thead>
<tr>
<th>Component</th>
<th>Credits</th>
</tr>
</thead>
<tbody>
<tr>
<td>PE 131 Individual Health and Fitness</td>
<td>2</td>
</tr>
<tr>
<td>PLUS any PE activity course (3 cr)</td>
<td>1</td>
</tr>
</tbody>
</table>

Any student except a PE major may take the 3 hours of required activity courses under the pass/no credit option.

Students are permitted to earn credit in two activity courses each term, only one of which may carry a 100 number. A petition must be submitted to the Academic Requirements Committee by a student wishing to waive the two-course limit. Exceptions are made for students specializing in Physical Education. Students who have served at least six months consecutively on active duty, not including National Guard or reserve drills and summer camps, may petition for a waiver of up to three hours of credit in PE activity courses upon presentation of evidence of service. No credit will be allowed for basic training in military service.
COMPONENTS OF THE BA/BS DEGREE

The Liberal Arts Core Curriculum (LACC) is the foundation for each undergraduate degree program. In addition, each program requires completion of a major specialization and a minor concentration to complement the major. Students complete the 192 credit hours required for graduation by selecting free electives (usually 20 or more hours) that explore unique interests or permit greater study in the major or minor.

The typical degree program is broken down this way:

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
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<td>72</td>
</tr>
<tr>
<td>Major</td>
<td>32</td>
</tr>
<tr>
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<td>12</td>
</tr>
<tr>
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</tr>
<tr>
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</tr>
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The number of hours available for electives will probably exceed 20. Students usually find that certain LACC courses apply also to the major or minor programs.

Purpose

The Liberal Arts Core Curriculum (LACC) is a required part of all Bachelor's programs and contributes 71 if option A is selected or 72 if option B is selected of the 192 credit hours necessary for graduation. The LACC has been designed by the Western faculty to equip students for advanced college studies and to provide a solid foundation for the lifelong learning process necessary for a successful professional and personal life.

The goal of the LACC is to produce individuals who:
- Learn independently
- Make mature judgments
- Solve problems using logical systems of thought
- Use language effectively
- Possess a global awareness
- Appreciate human thought and culture, past and present
- Work effectively with others
- Cope with political, social, economic, technological and environmental problems
- Enjoy the development of a sound mind and body
- Are creatively expressive and aesthetically sensitive

Students are free to select whichever LACC alternatives they wish. The facts remain, however, that certain course options within the LACC may also be required or strongly recommended in a student's major, minor or pre-professional program. It is critical that students check with advisors in their fields before taking LACC classes to avoid mistakes which may prolong their time in college.

Liberal Arts Core Curriculum Components

The LACC is composed of two parts: a "Skills Component" and a "Distribution Component."

SKILLS COMPONENT (18 CREDITS)

Students with a good background in any of the skill areas are encouraged to explore exemption procedures by checking with the appropriate divisional office.

ENGLISH COMPOSITION
- Wr 121 English Composition (freshman) 3
- Wr 222 English Composition (senior) 3

Choose 1:
- Wr 124 The Research Paper (freshman) 3
- Wr 224 The Research Paper (senior) 3

*Wr 224 is recommended for English majors/minors only.

SP 101 Fundamentals of Speech 3

MATHEMATICS
- Choose 1:
  - Mth 101 Contemporary Math 3
  - Mth 106 Intermediate Algebra 3

Students planning to become elementary teachers may instead take and are strongly advised to take the Mth 211, 212, 213 course sequence (3 credits each). All three terms of this sequence must be completed to meet the LACC math requirement.

COMPUTER SCIENCE
- CS 101 Computers and Society 2
- CS 121 Computer Applications in Business 4
- CS 162 Introduction to Computer Science 4

(Recommended for students with little or no computer background.)

Students with a good background in computers or who have completed Mth 111 or have the consent of the instructor.)

PHYSICAL EDUCATION
- PE 131 Individual Health and Fitness 2

PLUS any PE activity course (1 cr.). Any student elects a PE major may take the 3 hours of required activity courses under the pass-no credit option.

Students are permitted to earn credit in two activity courses each term, only one of which may carry a 100 number. A petition must be submitted to the Academic Requirements Committee by a student wishing to waive the two-course limit. Exceptions are made for students specializing in Physical Education.

Students who have served at least six months continuously on active duty, not including National Guard or reserve drills and summer camps, may petition for a waiver of up to three hours of credit in PE activity courses upon presentation of evidence of service. No credit will be allowed for basic training in military service.
UNDERGRADUATE PROGRAMS

DISTRIBUTION COMPONENT
54 CREDITS IF OPTION A SELECTED
53 CREDITS IF OPTION B SELECTED
To complete the Distribution Component of the LACC, students must take a common core of classes plus one or two alternative course clusters (Option A or Option B).

CREATIVE ARTS ........................................... 9
Three hours each from three of the following four areas:
Art
Choose 1: ................................................... 3
A 115 The Visual Arts
A 220 Design: Two-Dimensional
A 230 Design
OR any art history course
A 115 is recommended for students who intend to become elementary teachers.
Music
Any 3 hour dance course or course sequence.

DANCE ......................................................... 3
Any 3 hour dance course or course sequence.

DISTRIBUTION OPTION A ................................. 12
One year sequence in a foreign language (4 cr. each term)

Music Choose 1: ............................................. 3
Mus 201 Introduction to Music and its Literature
Mus 225 Basic Music
Note: Mus 201 is specifically designed to meet this requirement for the general student.
Mus 201 is recommended for elementary teachers if they are taking music as a support or academic area. Mus 125 is recommended for those elementary teachers who are not.
Mus 360 is recommended for secondary music teachers.

Theatre
Choose 1: .................................................... 3
TA 110 Introduction to the Theatre Arts
or TA 210, 244, 245, 246, 350, 352, 253.

SOCIAL SCIENCE ......................................... 9
One of the following three-term sequences must be taken:
A 214, 215, 216, Anthropology:
Ec 201, 202, 203. Economics (Economics is a required component in the Business major and minor):
Geog 105, 106, 107, Geography (this sequence or the Hist 201, 202, 203 sequence is recommended for students who intend to become elementary teachers):
Hist 101, 102, 103, History of World Civilization:
Hist 201, 202, 203, History of the United States:
PS 201, 202, 203, Political Science:

Distribution Option A .................................... 12
One year sequence in a foreign language (4 cr. each term)

SOCIAL SCIENCE ......................................... 11
11 credits to be distributed in the following manner:
Wr 233 English Composition ............................ 3
Note: While Wr 233 is preferred, Wr 321, Wr 414, J 121 or J 131 may be accepted with prior approval of the Humanities Division Chair.

Two PE Activity courses .................................. 1 credit each
Note: These two activity courses and the one indicated earlier in the Skills Component must be chosen from a different area. The areas to choose from are: individual sports (weight training and conditioning, jogging, badminton, tennis, archery, racquetball, self-defense, wrestling, backstopping, bowling, golf, gymnastics, swimming, team sports volleyball, basketball, softball, football, soccer, field hockey, recreational games: rhythms, aerobic dance, roller skating, social and modern dance), aquatics (aquatics, lifesaving, water safety instruction).

Any Social Science course ............................... 3

Total LACC credits if Option A selected ............ 72
Total LACC credits if Option B selected ............ 71

Transfer Policies
Regarding the Liberal Arts
Core Curriculum
1. Western will accept, as satisfying any one of its LACC requirements, course work satisfactorily completed at an accredited institution if such course(s) bears the same prefix as the required course(s) in Western's LACC statement.
2. Western will accept, as satisfying any one of its LACC requirements, one which is satisfactorily completed at an accredited institution if it is commonly associated with the nature of the Western sequence. As an example, a 12-hour transfer sequence in astronomy will meet the LACC Natural Sciences and Mathematics sequence requirement, even though Western does not offer a sequence in this subject.
3. Students entering Western Fall term 1989 or later who have earned an Associate of Arts degree from an Oregon community college, and who meet the conditions of the May 10, 1988, transfer agreement entitled "General Education Requirements to be included in an Associate of Arts Degree for Community College Students Transferring to Oregon State System Colleges and Universities," will be considered to have met Western's LACC requirements.
4. Transfer students who bring to Western only a portion of the courses and credit hours needed to meet the LACC must complete it under the regular requirements and guidelines. For example:
a. If a student transfers in with 6 hours of psychology he/she must complete the Social Science requirement by taking courses in one of the designated sequences listed in the Social Science portion of the LACC statement.
b. A student who transfers in with 9 hours of philosophy or religion would need to complete the Humanities requirement of 12 hours with one term of literature (Eng 104, 105, 106, or 107).
5. These policies do not preclude case-by-case negotiation with appropriate division chairs. For example, a journalism course at a particular institution might not match the pattern of a required writing course at Western, but the Humanities Division might grant a waiver on grounds of sufficient overlap in course content and resultant skill level.

NOTE: Western Oregon State College, as a public institution legally committed to church-state separation, cannot accept as fulfilling the Humanities requirement those doctrinally-oriented courses in religion, scripture study, and theology which are taught at Bible schools, seminaries, and theological institutes or which are directed primarily toward training clergy and lay missionaries in a specific faith or set of religious beliefs.