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501

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. House Bill 501

Title An Act making a special appropriation to the DOE for the university within walls

Requested by House Hess

Date 5/4/81

program; and providing an effective date.

II. FISCAL DETAIL

Agency Affected Department of Education

Program Category Affected Elementary and Secondary Education

BRU, Program, or Subprogram(s) Affected Adult and Continuing Education

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		1,330.0	1,463.0*	1,609.3	1,770.2	1,947.3
TOTAL						

FUNDING (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
GENERAL FUND		1,330.0	1,463.0*	1,609.3	1,770.2	1,947.3
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
FULL TIME						
PART TIME						
TEMPORARY						

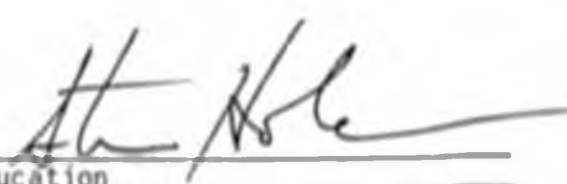
III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

See attached.

*Assumes 10% annual inflation rate.

IV. DATE May 4, 1981

PREPARED BY Steve Hole
AGENCY Department of Education
PHONE 465-2800

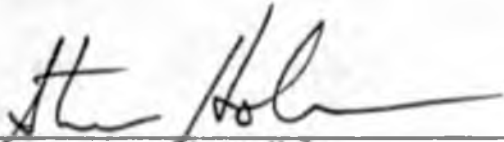


May 4, 1981

Department of Education Position Paper on HB-501

The department supports the bill.

The entire appropriation would be contracted to the University of Alaska for the operation of the program on a developmental basis. The contract arrangement would permit a close interface between the University and the programs operated by the department.



Steve Hole

BUDGET PRIORITIES FOR UNIVERSITY WITHIN WALLS, CENTER FOR EDUCATIONAL
REHABILITATION STUDIES, UNIVERSITY OF ALASKA, JUNEAU

PERSONNEL:

1. Upgrade existing faculty, promotions	\$20,000
2. Increase part-time instructor to 100% as Counselor/Support Services Coord.	20,000
3. Increase part-time secretary to 100%	15,000
4. Assoc Prof-Voc Ed Coord. (Palmer)	47,000
5. Instructor (Tutor/Counselor)(Fbx)	29,000
6. Asst Prof-Ak Native Studies (Anch)	37,000
7. Secretary/Support Svcs (Anch)	25,000
8. Asst Prof-Learning Ctrs (Jno)	37,000
9. Asst Prof-Native Arts (Fbx)	37,000
10. Instr-Voc Ed (Eagle River)	29,000
11. Instr-Voc Ed (Fbx)	29,000
12. Instr-Community Programs (Anch)	29,000
13. Instr-(Tutor/Counselor) (Eagle River)	29,000
14. Instr-(Tutor/Counselor) (Downtown Anch)	29,000
15. Instr-Voc Ed (Jno)	29,000
16. Media Specialist	29,000
17. Assoc Prof-Hist (Anch)	45,000
18. Assoc Prof-Lit (Jno)	45,000
** Interns (ex-offenders)(2) (special program)	40,000
Fringe @ 25%	150,000

NON-PERSONNEL:

Staff & Program Development	35,000
Media Development	15,000
Supplies	70,000
Tuition Assistance	35,000
Services	30,000
Travel	25,000
Space	30,000
Special Projects/Evaluation	15,000
Incentives	25,000

OVERHEAD UAJ @10% 100,000

EQUIPMENT:

for start-up for Learning Centers and
Voc Ed programs 200,000

1,330.0

INFO - Jen, Hilg DOE

JUSTIFICATION FOR DOE/UAJ COOPERATING ARRANGEMENT FOR "UWW" PROGRAMS

1. The "UWW" program has grown out of several grants from DOE including a model program grant from the Governor's Grant DOE/CETA. "Up 'N' Out with the Arts" 1979-80.
2. The "UWW" program has also had grants to initiate vocational training in the system, Food Service Training 1981.
3. The "UWW" program should also be working closely with ABE/DOE for adequate ABE programs in the system.
4. By working with DOE in the developmental stages of "UWW", the grants in ABE, Voc Ed, Adult Ed, Community Ed, can be coordinated to provide maximum cost-effectiveness and use of both state and federal funding.
5. DOE will not require or request any additional staff or funding to monitor a major "UWW" contract. They have adequate staff to do so. Actual evaluation is part of the program cost and evaluators would be contracted with, either through DOE or through a third party.
6. DOE has been designated as the state liaison agency to the new Correctional Education Office at the U.S. Department of Education. This gives them a responsibility for linking of agencies working in this area in the state with the federal programs.
7. This arrangement is regarded as a temporary one during the period of development. There is a flexibility offered by the program being funded under a contract that is not available if it were to be directly funded through the University. It would, however, over the next three years be picked up as a regular program of the University for purposes of staff.
8. It must be clear, however, that the line item would be a continuing item and that legislative intent were clear that this would be a program managed by UAJ as part of the partnership UAJ/Division of Adult Corrections "UWW" developing school and that it would not be an RFP single year item.
9. It should be clear then that this arrangement allows for development and subsequent cost savings by not getting locked into a permanent faculty at this time; it also allows for coordination with DOE ABE, Voc Ed, Adult Ed programs; it provides a mode of professional monitoring by a third party during the development phases; it will require no additional funding and will allow for maximum use of available funding because of cooperation with present developmental grant areas.



University of Alaska, Juneau

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CENTER FOR EDUCATIONAL REHABILITATION STUDIES/"UNIVERSITY WITHIN WALLS-ALASKA"

April 3, 1981

TO: Jerry Hiley, Adult Education, DOE

FM: Randall Ackley, Dir-CEDRS/UWW-UAJ

RE: Possible cooperating agreements of UAJ/DOE

I would urge that we discuss possible ramifications of any cooperating agreements between UAJ and DOE as soon as possible, and I would hope that Commissioner Lind and Chancellor Paradise can meet to look the situation over.

I am including some draft documents on our proposed program. These include:

1. CEDRS-UAJ Goals & Objectives 1982-87.
2. Position Paper, March 1981.
3. Draft paper to be published in LEARN/ALASKA, "University Within Walls."
4. Draft proposal for the "University Within Walls-Alaska" project.

The mode I would recommend is that a contract be drawn up between DOE and UAJ for services in accordance with the attached documents, that DOE appoint a liason person to work with Division of Adult Corrections and UAJ on these programs, and that we would obtain a "Letter of Support" from the Director of Corrections stating that the Division would support the proposed program.

Your liason officer would monitor the program as well as provide a direct communications link between your office and UAJ. I would serve as the liason person from our program myself.

As you know, we have been working together the past few years. I have been working very closely with your office and staff with the "Up 'N' Out" program as a model program in 1979-80 and have been working with Ms Ryals for the "Food Service" program this year. We sincerely appreciate the cooperation and support your office has provided and our conversations have been extremely useful for planning and development purposes.

I will be meeting with you on Monday, April 6, in your office. Thank you.

cc: Dr Paradise
Mr Caulkins
Mr Campbell
Dr Cassel

POSITION PAPER

HOUSE BILL NO. 501

"An Act making a special appropriation to the Department of Education for the university within walls program; and providing for an effective date."

The Act would provide the University of Alaska, Juneau, with \$1,330,000 for continuing education within the state prison system on a statewide basis.

Current Practice

The Division of Adult Corrections has a contractual agreement with the University of Alaska, Juneau, to provide continuing education within the system and the program is functioning to various degrees in all correctional facilities.


This association has resulted in the development of Adult Basic Education classes and GED programs in all nine of the state institutions. Additionally, with the assistance from the CETA Division of the Department of Community and Regional Affairs, the beginnings of a "University Within Walls" program was developed and is now providing college level courses at the Eagle River, Juneau, Fairbanks, and Ridgeview facilities. Courses include: English, math, psychology, history, accounting, principals of business law, and small business management. Vocational programs have been developed with the assistance of the Department of Education and CETA. The current programs include: food service, computer operator training, auto repair and alcohol counselor aide training.

The University has been able to develop some programs as a result of various grants. These grants presently provide an "Arts in Prison" program including arts and crafts, theatre production, and a native arts workshop program.

Department Position

The Department of Health and Social Services concurs with the concept of the bill and supports its intent.

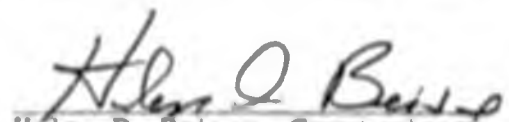
Recommended by:


Charles F. Campbell, Director
Division of Corrections

Date:

7-27-81

Approved by:


Helen D. Beirne, Commissioner

Date:

5/1/81

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. House Bill No. 501
 Title An act making special appropriation for the University Within Walls Program.
 Requested by Fuller, Duncan and Miller Date 4/14/81

II. FISCAL DETAIL

Agency Affected Department of Health & Social Services
 Program Category Affected Offender Confinement, Reformation & Supervision
 BRU, Program, or Subprogram(s) Affected Adult Confinement

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

The enactment of this bill would have a programmatic effect on the Division of Adult Corrections. There would be no fiscal impact on the Division of Adult Corrections budget, however, as the funding is designated to be appropriated to the Department of Education.

IV. DATE April 23, 1981 PREPARED BY Robert C. Lange
 AGENCY Division of Adult Corrections, DHESS
 PHONE 465-3778

Original: Legislative Finance
 cc: Budget and Management
 Brian Spencer (First Legislative Counsel) MR Approval 11/16/81 Date 4/27/81

UNIVERSITY OF ALASKA, JUNEAU-CENTER FOR EDUCATIONAL REHABILITATION STUDIES
DIVISION OF CORRECTIONS--"UNIVERSITY WITHIN WALLS"

The "UNIVERSITY WITHIN WALLS" project is a partnership program of educational, vocational, and recreational rehabilitation for the state's nine adult correctional centers. It is designed to serve as a comprehensive, holistic program integrated with Corrections array of programs. Delivery of services will be provided, under the direction and coordination of UAJ, by a variety of agencies, offices, and local college campuses and schools, as well as by the staff of the program itself. Services will include, but not be limited to, college courses, adult education, high school courses, college degrees and certificates, short-term training, arts & recreational activities, job development, career exploration, and many other services and activities. The program is designed to serve all incarcerated adults and adults who have "graduated" from the program to the outside.

STAFF:

CERS/UAJ:

Director (Dr Randall Ackley): Reports to the director of continuing education at UAJ and has direct access to the Chancellor of UAJ; also works directly with the Assistant Director of Corrections for Programs (Mr Walt Jones, acting), and has direct access to the Director of Corrections (Mr Charles Campbell). Has total responsibility for the program and directly supervises the program UAJ staff and serves as a staff assistant for education to the Director of Corrections.

State Arts in Prisons Coordination (Ms Jane Linden): Reports to the Director of the Center; has primary responsibility for the state-wide Arts in Prisons Program.

Program Development Specialist (Ms Joan Wauters, temporary): Reports to the Center director; has primary responsibility for Special Projects and for program and curriculum development.

Program Secretary/Instructor (Ms Bev Andison): Reports to Center director; has usual administrative duties; has primary responsibility for support services; teaches in program as required.

Artists in Residence (Ms Sheila Hickerson, Ms Molly Smith): Two half-time, permanent artists report to the Center director and to the Arts in Prisons program for all program activities; have primary responsibility, under the coordination of the Coordinator, for creative writing and theatre (respectively) on a state-wide basis.

UW Local Coordinators: Local corrections staff reporting to the center superintendent or his designee; full or part time with education; serve as local coordinators for the UW program and serve as voting members of the UW Planning Council.

UNIVERSITY WITHIN WALLS/ALASKA-CORE PROGRAM FOR MORAL EDUCATION & DEVELOPMENT:

I. NEED OR PROBLEM: Even our Chief Justice of the Supreme Court, Warren Burger, has recognized that American prisons are failures and has issued a statement urging that our prisons become rehabilitation centers rather than antiquated prison housing facilities. To detail the need from our own experience, we wish to establish who is incarcerated, possible reasons for their incarceration, and what can be done to improve their chances of breaking out of the cycle of incarceration and re-incarceration:

1. Sixty percent of the incarcerated offenders were unemployed when sentenced.
2. Sixty to eighty percent were involved in alcohol or drug related crimes.
3. Between 40-50% were members of minorities, 90% of these Native or Eskimo.
4. Over 95% were men, almost all of these were between 18 and 25.
5. Most are school drop-outs, most are below their actual grade levels.
6. Most were typical prisoners, egotists with low self-esteem, simplistic hedonists, immature in moral abilities, and hostile to all institutions.

So, they are poor, minority or bottom socioeconomic people, young, heavily involved in alcohol or drugs, undereducated; the disadvantaged of America. Their characteristics are not totally different from the average American, but the totality of these characteristics makes them prime candidates for lives of incarceration and trouble. Reasons for these people being as they are are readily apparent:

1. The 1980 per capita income was \$10,000 and the official philosophy of our country is one of equality, both of opportunity and of justice. We also have balancing our millionaires the permanently unemployed, the permanently seasonally unemployed. Unemployment in Alaskan villages reaches 60%, unemployment among minority youth is the highest in the country. The disparity and powerlessness to change the world produces, in some, anxiety, frustration, and finally complete demoralization which ends in alcoholism, drug addiction, and crime.
2. If Feiffer is accurate in his judgment of American education (see cartoon), our schools are intentional failures. If he is wrong, they are unintentional failures.

In either case, drop-outs and high school illiterates are dominant among the poor and minority groups. These people cannot function without an education.

3. Confusion, anxiety, feelings of powerlessness are endemic in our population.

Moral systems are immature if existent. Groups such as Native Americans have had, in some cases, their cultures destroyed within two or three generations with no functional substitution. Our young are retreating to simplistic pragmatism and reactionarism, when they are not joining the demoralized poor and minorities in retreating to drugs, alcohol, or crime.

Disparity between "classes", disparity between public philosophy and public practice, rapid change through technology, abandonment of major sectors of the population in education and employment, exploitation of Native Americans and other minorities; all produce our current prison population, as well as our current general population. Those in prison combine more of the problems or are more completely without power than those without but they all participate in this general social malaise.

There are three possible responses to the situation:

1. Develop a more egalitarian society with respect for all peoples.
2. Develop an holistic educational program that does not fail with the "problem" people.
3. Transform prisons into rehabilitative schools which help rather than destroy people.

Since the first seems a longer range task than we can begin in this context, we have attempted to work with the second and third. Offenders have a recidivism rate (the rate they return to prison for new crimes) of 41% overall; the rate for repeaters is 65-70%. We cannot prevent people from entering prison by changing society, but we hope to break the cycle of incarceration and re-incarceration once they enter our program. Two programs have had success in this area. A program in British Columbia based upon Lawrence Kohlberg's theories of moral development has had major successes in increasing the quality of life of ex-offenders. Our pilot program in Juneau has had 40-50% of the population participating (compared to 20% at other

at other institutions), and has had about 90% successful program completion. We believe that we can combine the experience of these two programs and make a major move towards institutional transformation that will justify continued development and implementation of our program on a state-wide basis in all nine correctional centers. The program will also stand as a model school for other correctional use and possible use as a secondary or post-secondary alternative for present failed models. :

We have had the opportunity through CETA programs to develop a pilot in Juneau and we have had the additional opportunity because of legislative concern to develop a strong planning and development group. The planning group has met three times as a state-wide group, and the last workshop focused upon this proposal. The November '80 workshop included the Director of Corrections, representatives from the state Department of Education-Adult Education, State Library, superintendents, faculty members from participating institutions, education officers, and UMW faculty and staff. We also have had opportunities to present this proposal at various conferences and receive responses from experienced educators in various fields. Also, Dr Stephen Duguid, former director of the British Columbia program, was the consultant to the November workshop and is available for participation in the Alaska program. We also now have access to two outstanding people in the area of Native education, Dr Dauenhauer and Nora Dauenhauer. With Dr Ackley, the project director, this makes a very able team for both Kulibergian moral education and innovative Native higher education.

II. FEASIBILITY AND APPROPRIATENESS OF PROJECT ACTIVITIES: The "Up 'N' Out" program began as a pilot program in Juneau with CETA funding. After two years this has given way to a state-wide program, "University Within Walls". The present program consists of vocational, educational, and recreational rehabilitation in all nine institutions; however, funding has been limited and delivery of a full spectrum

"see-saw" effect of custody-treatment prevails. With the present program, we can only develop the "World of Work" component which will provide opportunities for preparation for the World of Work through OJT, Coop Ed, short and long term training, Prison Industries, career education. We have planned for an holistic school which can be implemented if we obtain additional funding for 1981-82. The next phase of the "University Within Walls-Alaska" program would include:

1. UWW-Alaska Core Program for Moral Education & Development.
University Literature & History program w/Kohlbergian pedagogy.
Alaska Arts in Prisons Program
Support Education
2. World of Work Program (as above)
3. Quality of Life Program (designed to provide a rehabilitative context as the dominant quality of all nine institutions, special "bridge" programs for re-entering student/offenders, career development & placement, ...)
4. UWW-Alaska Learning Centers (in all nine institutions)
Staffed by tutors with DOC education officers as managers, serving as centers for support education, resource centers providing electronic media storage & access, tutorial support,

In order to implement this program we would need additional funding. We expect some additional funding from the state. This would provide the World of Work component and basic funding for the Learning Centers. If we are to develop the essential core of the program and if we are to provide maximum efficiency of the Learning Centers, we would need a core of key faculty who would be specifically and uniquely qualified for this program. This would mean, through the Fund, adding three Master Teachers (History & Faculty Development, Native Studies & Native Advising, Literature & Curriculum Development), a Coordinator of Learning Center Development, and an Administrative Coordinator who would relieve the Project Director of daily administrative duties so that he could be fully employed in program development and evaluation. These key people have been identified as mentioned above: Dr Duguid, History and evaluation specialist; Dr Dauenhauer, Literature and Native education curriculum specialist; Ms Nora Dauenhauer, Tlingit, Native Studies. This group would provide the required program enhancement to make the major step needed

Eagle River (2), Anchorage (2), Palmer. Each is unique and would have variations of the program; however, all would utilize the basic concept and the Core Program. Delivery would be through the electronic media and live at the Learning Centers. Both the "Open University" and "Extended Classroom" concepts would be fully employed utilizing the developing University of Alaska Instructional Teleconferencing Consortium which will be in place in the cities and towns where our institutions are located by next year. The total incarcerated population is 800+ and growing rapidly.

III. CLARIFICATION AND EVALUATION OF OUTCOMES: We would have several different category of outcome measurements:

- 1a. Implementation in all nine institutions, proposed 100%.
- 1b. Participation by 40-50% of all incarcerated offenders in 1981-82.
- 1c. Participation by Native population at same levels as non-Natives, 40+%.
- 1d. Success rate of entering participants, 75%.
- 2a. Job placement of successful participants, 100%.
- 2b. Increased quality of life upon re-entry, 90%.
- 2c. Reduced recidivism of successful participants, reduced by 1/3.
- 3a. Improved attitudes and levels of cognitive and moral development.
- 3b. Improved communications skills and general skills.
- 3c. Attainment of career skills required for current job market, 100%.

We would use the simple evaluations as above and also utilize Dr Duguid's model either as previously used in Canada or modified to include additional information.

Fresh idea: 'University Within Walls' to rehabilitate inmates

One of the nice things about living in a young state such as Alaska is that fresh ideas have a chance to fly. Among the most important right now is a plan to turn prison inmates into productive citizens through new educational approaches.

There is reason to believe it will work.

The Center for Educational Rehabilitation Studies at the University of Alaska-Juneau and the Alaska State Division of Corrections are involved in a joint venture aimed at developing a cohesive program for all of the state's prisons.

"Moral education" is how Dr. Randall Ackley, director of the university center in Juneau, describes the theme.

"Offenders who sit in prison and wallow in their punishment have twice the chance of returning to prison after release, compared with prisoners who attend school," Ackley said. "We want to help prisoners become employable and raise their self image, which he keep them out of jail."

"Moral education" is not just another abstract sociological concept — nor does it mean preaching.

Alaska's ambitious new program is based on work by Lawrence Kohlberg, director of the Center for Moral Development and Education at Harvard University. Kohlberg says there are stages of moral development — and people can be brought to a higher level of moral development through education.

"Moral development and cognitive development go hand in hand," Ackley said.

What is cognitive development? It's the way you think.

"One thing you can do," Ackley explained, "is to involve people in governing themselves. You can teach traditional courses in a way that uses examples from art and history in case studies and have the students analyze them."

Ackley envisions the day when virtually all of Alaska's prison inmates will be involved in some aspect of the program. Along with classroom work, the students are being trained for jobs on the outside. "They will not only be able to think better but will also be able to move into jobs," Ackley said.

ALASKA



STANTON H. PATTY

Times staff reporter

tic?

"Yes, I am," Ackley said. "Society at large is the pessimistic thing, with white-collar crime and political crime on the upswing."

In a way, Alaska's new direction in corrections began seven years ago when the University of Alaska-Juneau began offering courses at the state prison in Alaska's capital.

A few classes in welding and such basics as reading, writing and math grew into participation there by about 40 inmates. Last year 5 inmates in Juneau completed an associate-of-arts degree through the university and 11 received high-school diplomas.

A variety of subjects is available now — from art and creative writing to business and native studies — in Juneau, Anchorage, Fairbanks, Chitina and Nome.

There even are cases where prisoners are assisting instructors and volunteering to teach classes.

It was the success of the Juneau program that led to the state-wide plan — and who knows where it will end?

Keep in mind that just about all inmates are going to be leaving the prisons some day.

"They can go out worse than when they went in with traditional prisons," Ackley said. "If this program works, they will be better than they were — they can become important, productive people."

"University Within Walls" is the name of the state-wide project Ackley is directing. Is he optimistic?

If things work out, the taxpayers will be delighted, too. It costs about \$125,000 to build each prisoner space in an institution, Ackley said.

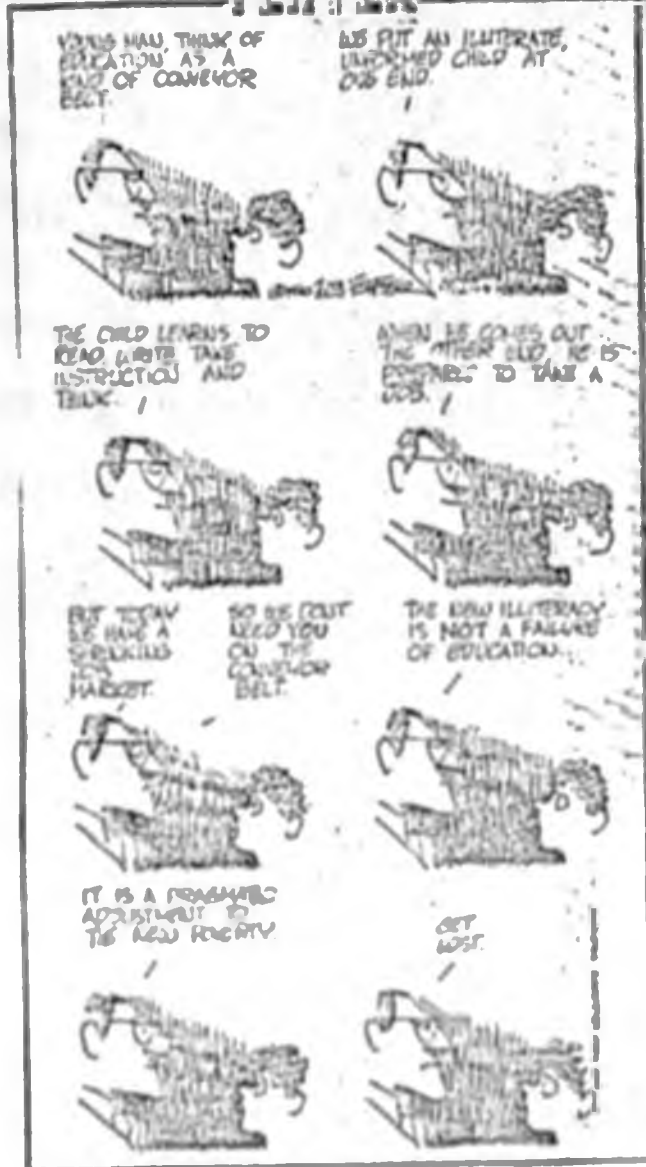
"However," he added, "offering an educational program so that a prisoner can learn to function in society or gain a skill so that he can get a job upon release may cost as little as \$2,000 a year."

Instead of referring to Alaska as the "last frontier," maybe we should be calling it the "new frontier."

The Interior Department has granted the right-of-way across more than 400 miles of federal land in Alaska for the proposed natural-gas pipeline out of Prudhoe Bay.

But don't start rushing to Alaska yet for construction jobs. Many more things, including financing, still must fall in place before the

FEIFFER



WASHINGTON (AP) — Chief Justice Warren E. Burger is pushing for federal judgeships to be created more frequently and for prison inmates to be rehabilitated rather than just housed.

"The haphazard way in which judgeships are created, in large numbers after long periods of adding none at all ... underscores the dire need for some better means of allocating new judgeships at the district and circuit level," Burger said in a 23-page year-end statement released Sunday.

Burger, who as chief justice heads the federal court system, said the 152 new judgeships created by Congress in 1978 did little to ease the workload of individual judges. Almost all the new judgeships have been filled.

"Despite the addition of additional federal judges ... the average caseload handled by each judge continues to increase, thereby necessitating a concomitant increase in each judge's productivity," he said.

In his comments on prison conditions, Burger said the need for "fundamental change" in the nation's criminal justice system was reaffirmed by February's riots at the New Mexico state penitentiary in which 23 people died and a more recent outbreak at Washington State Prison.

"Specifically, we must focus more attention on the conditions of incarcerated persons," the chief justice said.

BASIC JUSTIFICATIONS FOR THE "UWW" PROGRAM IN ALASKA:

1. Graduates of the University program at Matsqui federal prison in Canada had an increase in their standard of living after release which allowed them to pay back in taxes the total cost of their education within three years.
2. Since the cost of custody alone in the Alaskan prison system is \$25,000 per year, a modest success keeping one prisoner out of prison for one year who would normally return to prison will pay the cost of five prisoners in the education program. So, if the program succeeds with only one out of five prisoners, it will be paying for itself.
3. If the program is more successful than this and can cut back the present increase in prison population through rehabilitation cutting back in the requirement for additional bed space which costs \$125,000 per bed space; by cutting back in one bed space, the program will have saved the funds required for thirty students for a year.
4. The total cost of crime starting with the cost of victims, police, courts, and incarceration, not including the cost of the individual and his/her family makes it imperative that a program of rehabilitation be tried if there is any chance of success. The fact that the Matsqui federal prison project over a six year period had a recidivism rate of 16% compared to the matched group rate of 54% and that the standard of living and attitudes of the graduates was remarkably changed makes it more than a slight chance of success and makes it clear that it would be foolish in any terms to ignore the opportunity to save the state the cost of crime by increasing the chances of rehabilitation in the system.
5. The facts about our prison population are significant. We have the young people from minority and poor segment of our population. They are unemployed (60% at time of sentencing), have had no vocational training (nearly 100% do not have training), and have inadequate general skills. They are also plagued with problems of alcohol and drugs. The basic tool of our society for socialization has been schooling. Schools have not worked for this group of people because our schools are designed for middle class young people. We are designing a school which is to be 100% more effective than traditional schools and which has a goal of not less than 80% success. We would be the only contemporary school program operating in a prison system in the U.S., to the best of my knowledge. If not the only one, certainly one of a very few.
6. A major facet of our program is that we do not screen out a major segment of the prison population, we are designed to work with the total spectrum of prison population. Most programs ignore the bottom groups.
7. With the utilization of the "Learning/ALASKA" system, we will be able to cut back costs of education by 20%. Our costs per student will be substantially lower than the operating costs in Rural Education. By using "open university" and "extended classroom" delivery systems through the "Learning/ALASKA" network for teleconferencing, etc.; we will be able to maximize access and minimize costs.
8. We are meshing with outside employers so that our graduates will be able to move into jobs upon release. This is a very important capability and required if a program is to be successful. We are now working with three Native cooperations, with the Longshoremen's Union, and with computer operator employers in the Anchorage area. We would want to develop this program area as we learn more about it.

CIRI COOK INLET REGION INC.

March 23, 1981

Dr. Randall Ackley
Center for Educational Rehabilitation Studies
University of Alaska, Juneau
11120 Glacier Highway
Juneau, Alaska 99803

Dear Dr. Ackley:

The continuing failure of our American prisons to rehabilitate incarcerated people has been a great tragedy of the American social system.

Statistical figures reflect, too, a disproportionately large number of offenders who are minorities with problems of unemployment, alcohol and under-achievement and drop out problems, a situation not unlike that in Alaska.

It has been only within recent years that programs such as the "University Within Walls" have come into existence in an attempt to transform prisons from simply places of incarceration that destroy people to places providing educational opportunities which can enable an individual to move toward becoming truly rehabilitated and a contributing member of society.

It is therefore, heartening to know that the University of Alaska, Juneau has started the Center for Educational Rehabilitation Studies in order to give our incarcerated citizens in Alaska the opportunity for rehabilitation through education that they may never have had.

Cook Inlet Region, Inc. strongly endorses and supports the goals of the UAJ "University Within Walls," based upon the dedicated efforts of your staff, the present program and the proposed plans for expanding the program in the future.

Randall Ackley
March 23, 1981
page two

This program which is providing an alternative for incarcerated people should be strongly supported through financial assistance and public endorsement.

Sincerely,

COOK INLET REGION, INC.


Roy M. Huhndorf
President

RMH:bng

cc: Alaska Senate and House Members of:
Finance, Health, Education and Social Services,
and Judiciary Committees

UNIVERSITY WITHIN WALLS STATUS REPORT, APRIL 7, 1981

INST.	TOTAL # STUDENTS F/S	#GED F/S	#CLG REG F/S	COMPLETED F/S	SCH REG. F/S	COMPL. F/S	CERT.	DEGREES AWARDED	AAIP-F/S	ALC CLASSES' F/S
FBX	44/42	20/19	24/23	19/	213/228	180/	12	0	39/26	0/0
K	14/1	14/1	0/0				0	0	4/0	0/0
J	41/36	4/6	37/30	21/	451/521	382/	1	1	28/29	22/29
ER	65/65	40/40	25/25	15/	100/100	75/	0	0	0/0	10/15
ANCH	17/17	17/17	0/0				2	0	27/0	0/0
N	22/9	8/2	11/4	11/	33/26	33/	2	0	9/3	0/0
P	47/38	25/10	0/0				10+	0	0/0	22/28
R	9/8	3/3	9/8		18/9	18/	25alc 3	0	9/8	0/0
ANCH ANX	NO REPORT									
TOTALS	259/217	131/98	106/90	66/	815/884 55/59 FTE	688/ 45/ FTE	30+	1	116/61	54/72

75001

BUDGET PRIORITIES FOR UNIVERSITY WITHIN WALLS, CENTER FOR EDUCATIONAL REHABILITATION STUDIES, UNIVERSITY OF ALASKA, JUNEAU

PERSONNEL:

1. Upgrade existing faculty, promotions	\$20,000
2. Increase part-time instructor to 100% as Counselor/Support Services Coord.	20,000
3. Increase part-time secretary to 100%	15,000
4. Assoc Prof-Voc Ed Coord. (Palmer)	47,000
5. Instructor (Tutor/Counselor)(Fbx)	29,000
6. Asst Prof-Ak Native Studies (Anch)	37,000
7. Secretary/Support Svcs (Anch)	25,000
8. Asst Prof-Learning Ctrs (Jno)	37,000
9. Asst Prof-Native Arts (Fbx)	37,000
10. Instr-Voc Ed (Eagle River)	29,000
11. Instr-Voc Ed (Fbx)	29,000
12. Instr-Community Programs (Anch)	29,000
13. Instr-(Tutor/Counselor) (Eagle River)	29,000
14. Instr-(Tutor/Counselor) (Downtown Anch)	29,000
15. Instr-Voc Ed (Jno)	29,000
16. Media Specialist	29,000
17. Assoc Prof-Hist (Anch)	45,000
18. Assoc Prof-Lit (Jno)	45,000
** Interns (ex-offenders)(2) (special program)	40,000
Fringe @ 25%	150,000

750.0

NON-PERSONNEL:

Staff & Program Development	35,000
Media Development	15,000
Supplies	70,000
Tuition Assistance	35,000
Services	30,000
Travel	25,000
Space	30,000
Special Projects/Evaluation	15,000
Incentives	25,000

OVERHEAD UAJ @10% 100,000

350.0

EQUIPMENT:

for start-up for Learning Centers and Voc Ed programs 200,000

200.0

1370.0

The attached budget would provide a basic program of training and education in the state's jails and prisons with populations of 100 or more incarcerated offenders.

The program would include:

Program of Social Education for the World of Work.

World of Work Program (Voc Ed)

Spec: Programs

Learning Centers and Student Support Services

Estimated number of participants	300+	1981-82.
	500	1982-83

PROPOSAL DISCUSSED AT NOVEMBER STATE-WIDE MEETING IN ANCHORAGE 1980 *Weyl*

UNIVERSITY WITHIN WALLS "A MODEST PROPOSAL FOR 1981-86"

This is a proposal for discussion purposes only. The proposal was developed after visits to all nine correctional centers, after reading evaluations and reports on the Alaska Correctional System, after discussion with superintendents and educational officers, and reading on correctional education.

PROGRAMS: *Juneau would continue as the central program for general developmental purposes. The UWW Core Program would be developed as a pilot program here and at Eagle River. The Core Program would begin no later than Jan 82.

Juneau would also develop World of Work programs in auto, possibly in fisheries, further development in business. (esp. computers).

Juneau would experiment with rehabilitative Quality of Life by developing an Honors Student Dorm and Study Area and development of community arts.

Juneau would develop a pilot program in Native Studies and continue development of the Re-entry package.

*Eagle River would also develop a pilot UWW Core Program and would develop as a co-ed UWW center.

The UWW World of Work would include continuation of the Computer Training Program, a Food Services Program, Small Engine Repair.

The UWW Quality of Life would be developed by Honors Student Dorms and Study Areas and by major development of correctional/community programs both in college offerings and in joint activities such as community theatre and music.

The UWW program would be integrated with the Phase Program to serve as a major rehabilitative activity in all phases.

Eagle River would be the major community/correctional center.

*Palmer would develop a modified UWW Core Program to be implemented by 82.

Palmer would be a major center for vocational/career training & education developing an array of programs in cooperation with Matsu Community College and UWW.

Palmer would also develop as a community/corrections center- being open to non-offender students and to the development of joint center/community activities such as theatre, music, literature.

Palmer would also look to develop the Quality of Life through an Honors Student Dorm; community activities would be a major factor in this area.

*Fairbanks would develop a UWW Core Program no later than 82.

Fairbanks would develop in the UWW World of Work several small scale vocational-technical programs tied closely with the job market.

Fairbanks would serve as the state center for Alaska Native Arts & Crafts programs.

PROGRAMS: *Anchorage will develop through small group activities and through the use of the Learning Resource Center (see below).

*Annex will also develop through small group activities and through the Learning Resource Center.

*Nome will develop a special program of Ak Native Crafts and a vocational short-term training program with the community college and Native corporation.

Nome will attempt to develop training in village studies and in individual businesses.

*Ketchikan will develop a modified program through its Learning Resource Center and will have high school and college classes through the Instructional Teleconferencing Consortium and the Extended Classroom UWW.

FACULTY & STAFF:

Juneau: Core faculty in Literature & History.
Tutors in Core program and in skills areas.
UWW Development Education/Testing Specialist (state-wide).

Eagle River: Core faculty in Literature & Native Studies.
Tutor in skills area.
Computer or Business teacher/job development specialist.
Community Program Coordinator-Anchorage (state-wide).

Palmer: Tutor in UWW Core.
UWW Career Education Coordinator (state-wide).

Fairbanks: Tutor in UWW Core.
UWW Ak Native Arts Coordinator (state-wide).

Nome: UWW Core Tutor/Program Coordinator.

Ketchikan: UWW Core Tutor.

Anchorage: UWW Core Tutor.

Annex: UWW Core Tutor.

Ctr Staff: Support Services Coordinator (state-wide).
Media Education Specialist.
Re-entry/Job Development Specialist (state-wide).
Asst for Native Student Development (trainee).
Asst for Community Arts (trainee).

LEARNING RESOURCE CENTERS:

All nine centers will have a Learning Resource Center which will include some form on library, classroom space, videotape players, computers for computer assisted instruction and computer classes, teleconferencing to be utilized for extended classroom instruction, television for educational television.

The UNIVERSITY WITH WALLS-ALASKA program is a partnership program of the Alaska Division of Adult Corrections and the University of Alaska. It is managed by the Center for Educational Rehabilitation Studies, University of Alaska, Juneau, and was initiated on a state-wide basis in August, 1980. Earlier programs have been in existence since 1973; however, the "Up 'N' Out" programs of 1978-79 and 79-80 have formed the early model for the new state-wide school.

1. **THE PROBLEM:** The U.S. is the most violent society in the world. Crime is the result of psychological aberration, demoralization through social problems, human diversity, and outmoded subcultures. There has been an increase in prison population in Alaska of 100% in five years. They are unemployed, young, undereducated and untrained, minority twice the general population, involved with drugs or alcohol; and the state, like the nation, has a recidivism rate of 70% for repeaters. They enter prison in trouble and leave it worse and more destructive. They may cost the state \$1,000,000 each over twenty years in incarceration costs alone. There is nothing significant being done to break the cycles of incarceration and re-incarceration.
2. **PROPOSED ACTIVITIES:** The project will meld a twelve year old Canadian program of "moral education" with the current phase of the Alaskan "UWW" school and will develop a network of delivery modes and resources through the University Instructional Telecommunication Consortium and a system of Learning Centers. Contemporary technology will be fully utilized to make the program both cost effective and responsive to individual needs and the restrictions of prisons. The program in phase 1 would include three prisons and one jail. Core faculty would be hired as Master Teachers in Alaska Native Studies and History and a Tutor/Counselor would be hired and trained as a first generation "new" resource.
3. **OUTCOMES:** A minor "career criminal" costs the state, in direct costs of incarceration, \$1,000,000 in twenty years. All incarcerated offenders cost \$23,000 per year for care and \$125,000 for construction of a bedspace. We plan to save not only victims and property by proving rehabilitation works, but we also plan to save the state money. We predict 100% job placement of graduates, increases of moral/cognitive levels of two phases after four terms, success rate of 60% in the first year and 70% in the second year, improved quality of living for ex-offenders for 75%, reduced recidivism after three years of 10%.
4. **APPLICANT'S CAPACITY AND COMMITMENT:** University of Alaska, Juneau has a eight year history of commitment to prison education. It has committed its money and its regular faculty. It has more than matched grant monies over the past three years. Its "Up 'N' Out" programs had success rates of 90%, graduated eight out of forty students in eighteen months, and had excellent evaluations. Results produced requests from the legislature and Division of Corrections for assumption of a state-wide responsibility in 1980. The budget has grown from \$35,000 state wide to over \$500,000 in three years. \$400,000 have been provided in state funds. The Center for Educational Rehabilitation Studies has been created to provide management and a cadre for state-wide programs.
5. **PLANS FOR WIDER IMPACT:** The offender population of Alaska is younger and slightly better educated than that of the "lower 48", reflecting the general Alaskan population. The prisons are smaller and there are no "state penitentiaries"; however, there is only one American model of prison and visitors are completely at home in the Alaskan version. There is no problem in taking a small working model and generalizing it to larger institutions. Many state prisons are very similar, including rural and medium security correctional centers. However, again, prisons remain prisons with small variation. Dr Ackley, the program director, has been invited to present papers and publish on the current program (Washington, D.C. April; University of Quebec, August; Correctional Education Association, July; University of Victoria, October, ...). The papers and the two books that Dr Ackley is collaborating on (with Dr Duguid of Canada and Sheila Nickerson of Alaska) will disseminate the program. The results will prove hard to ignore.

Fresh idea: 'University Within Walls' to rehabilitate inmates

One of the nice things about living in a young state such as Alaska is that fresh ideas have a chance to fly. Among the most important right now is a plan to turn prison inmates into productive citizens through new educational approaches.

There is reason to believe it will work.

The Center for Educational Rehabilitation Studies at the University of Alaska-Juneau and the Alaska State Division of Corrections are involved in a joint venture aimed at developing a cohesive program for all of the state's prisons.

"Moral education" is how Dr. Randall Ackley, director of the university center in Juneau, describes the theme.

"Offenders who sit in prison and wallow in their punishment have twice the chance of returning to prison after release, compared with prisoners who attend school," Ackerly said. "We want to help prisoners become employable and raise their self image, which helps keep them out of jail."

"Moral education" is not just another abstract sociological concept — nor does it mean preaching.

Alaska's ambitious new program is based on work by Lawrence Kohlberg, director of the Center for Moral Development and Education at Harvard University. Kohlberg says there are stages of moral development — and people can be brought to a higher level of moral development through education.

"Moral development and cognitive development go hand in hand," Ackley said.

What is cognitive development? It's the way you think.

"One thing you can do," Ackley explained, "is to involve people in governing themselves. You can teach traditional courses in a way that uses examples from art and history in case studies and have the students analyze them."

Ackley envisions the day when virtually all of Alaska's prison inmates will be involved in some aspect of the program. Along with classroom work, the students are being trained for jobs on the outside. "They will not only be able to think better but will also be able to move into jobs," Ackley said.

ALASKA



STANTON H. PATTY
Times staff reporter

tic?

"Yes, I am," Ackley said. "Society at large is the pessimistic thing, with white-collar crime and political crime on the upswing."

In a way, Alaska's new direction in corrections began seven years ago when the University of Alaska-Juneau began offering courses at the state prison in Alaska's capital.

A few classes in welding and such basics as reading, writing and math grew into participation there by about 40 inmates. Last year 5 inmates in Juneau completed an associate-of-arts degree through the university and 11 received high-school diplomas.

A variety of subjects is available now — from art and creative writing to business and native studies — in Juneau, Anchorage, Fairbanks, Ketchikan and Nome.

There even are cases where prisoners are assisting instructors and volunteering to teach classes.

It was the success of the Juneau program that led to the state-wide plan — and who knows where it will end?

Keep in mind that just about all inmates are going to be leaving the prisons some day.

"They can go out worse than when they went in with traditional prisons," Ackley said. "If this program works, they will be better than they were — they can become important, productive people."

"University Within Walls" is the name of the state-wide project Ackley is directing. Is he optimis-

If things work out, the taxpayers will be delighted, too. It costs about \$125,000 to build each prisoner space in an institution, Ackley said.

"However," he added, "offering an educational program so that a prisoner can learn to function in society or gain a skill so that he can get a job upon release may cost as little as \$3,000 a year."

Instead of referring to Alaska as the "last frontier," maybe we should be calling it the "new frontier."

The Interior Department has granted the right-of-way across more than 400 miles of federal land in Alaska for the proposed natural-gas pipeline out of Prudhoe Bay.

But don't start rushing to Alaska yet for construction jobs. Many more things, including financing, still must fall in place before the

UNIVERSITY WITHIN WALLS/ALASKA-CORE PROGRAM FOR MORAL EDUCATION & DEVELOPMENT:

I. NEED OR PROBLEM: Even our Chief Justice of the Supreme Court, Warren Burger, has recognized that American prisons are failures and has issued a statement urging that our prisons become rehabilitation centers rather than antiquated prison housing facilities. To detail the need from our own experience, we wish to establish who is incarcerated, possible reasons for their incarceration, and what can be done to improve their chances of breaking out of the cycle of incarceration and re-incarceration:

1. Sixty percent of the incarcerated offenders were unemployed when sentenced.
2. Sixty to eighty percent were involved in alcohol or drug related crimes.
3. Between 40-50% were members of minorities, 90% of these Native or Eskimo.
4. Over 95% were men, almost all of these were between 18 and 25.
5. Most are school drop-outs, mos. are below their actual grade levels.
6. Most were typical prisoners, egotists with low self-esteem, simplistic hedonists; immature in moral abilities, and hostile to all institutions.

So, they are poor, minority or bottom socioeconomic people, young, heavily involved in alcohol or drugs, undereducated; the disadvantaged of America. Their characteristics are not totally different from the average American, but the totality of these characteristics makes them prime candidates for lives of incarceration and trouble.

Reasons for these people being as they are are readily apparent:

1. The 1980 per capita income was \$10,000 and the official philosophy of our country is one of equality, both of opportunity and of justice. We also have balancing our millionaires the permanently unemployed, the permanently seasonally unemployed. Unemployment in Alaskan villages reaches 60%, unemployment among minority youth is the highest in the country. The disparity and powerlessness to change the world produces, in some, anxiety, frustration, and finally complete demoralization which ends in alcoholism, drug addiction, and crime.
2. If Feiffer is accurate in his judgment of American education (see cartoon), our schools are intentional failures. If he is wrong, they are unintentional failures.

In either case, drop-outs and high school illiterates are dominant among the poor and minority groups. These people cannot function without an education.

3. Confusion, anxiety, feelings of powerlessness are endemic in our population.

Moral systems are immature if existent. Groups such as Native Americans have had, in some cases, their cultures destroyed within two or three generations with no functional substitution. Our young are retreating to simplistic pragmatism and reactionarism, when they are not joining the demoralized poor and minorities in retreating to drugs, alcohol, or crime.

Disparity between "classes", disparity between public philosophy and public practice, rapid change through technology, abandonment of major sectors of the population in education and employment, exploitation of Native Americans and other minorities; all produce our current prison population, as well as our current general population. Those in prison combine more of the problems or are more completely without power than those without but they all participate in this general social malaise.

There are three possible responses to the situation:

1. Develop a more egalitarian society with respect for all peoples.
2. Develop an holistic educational program that does not fail with the "problem" people.
3. Transform prisons into rehabilitative schools which help rather than destroy people.

Since the first seems a longer range task than we can begin in this context, we have attempted to work with the second and third. Offenders have a recidivism rate (the rate they return to prison for new crimes) of 41% overall; the rate for repeater is 65-70%. We cannot prevent people from entering prison by changing society, but we hope to break the cycle of incarceration and re-incarceration once they enter our program. Two programs have had success in this area. A program in British Columbia based upon Lawrence Kohlberg's theories of moral development has had major successes in increasing the quality of life of ex-offenders. Our pilot program in Juneau has had 40-50% of the population participating (compared to 20% at other

institutions), has had at least 50% Native participation (compared to almost nil at other institutions), and has had about 90% successful program completion. We believe that we can combine the experience of these two programs and make a major move towards institutional transformation that will justify continued development and implementation of our program on a state-wide basis in all nine correctional centers. The program will also stand as a model school for both correctional use and possible use as a secondary or post-secondary alternative for present failed models.

We have had the opportunity through CETA programs to develop a pilot in Juneau and we have had the additional opportunity because of legislative concern to develop a strong planning and development group. The planning group has met three times as a state-wide group, and the last workshop focused upon this proposal. The November '80 workshop included the Director of Corrections, representatives from the state Department of Education-Adult Education, State Library, superintendents, faculty members from participating institutions, education officers, and UMW faculty and staff. We also have had opportunities to present this proposal at various conferences and receive responses from experienced educators in various fields. Also, Dr Stephen Duguid, former director of the British Columbia program, was the consultant to the November workshop and is available for participation in the Alaska program. We also now have access to two outstanding people in the area of Native education, Dr Dauenhauer and Nora Dauenhauer. With Dr Ackley, the project director, this makes a very able team for both Kohlbergian moral education and innovative Native higher education.

11. FEASIBILITY AND APPROPRIATENESS OF PROJECT ACTIVITIES: The "Up 'N' Out" program began as a pilot program in Juneau with CETA funding. After two years this has given way to a state-wide program, "University Within Walls". The present program consists of vocational, educational, and recreational rehabilitation in all nine institutions; however, funding has been limited and delivery of a full spectrum

of educational opportunities has been impossible. Also, the trend towards the "see-saw" effect of custody-treatment prevails. With the present program, we can only develop the "World of Work" component which will provide opportunities for preparation for the World of Work through OJT, Coop Ed, short and long term training Prison Industries, career education. We have planned for an holistic school which can be implemented if we obtain additional funding for 1981-82. The next phase of the "University Within Walls-Alaska" program would include:

1. UHW-Alaska Core Program for Moral Education & Development.
University Literature & History program w/Kohlbergian pedagogy.
Alaska Arts in Prisons Program
Support Education
2. World of Work Program (as above)
3. Quality of Life Program (designed to provide a rehabilitative context as the dominant quality of all nine institutions, special "bridge" programs for re-entering student/offenders, career development & placement, ...)
4. UHW-Alaska Learning Centers (in all nine institutions)
Staffed by tutors with DOC education officers as managers, serving as centers for support education, resource centers providing electronic media storage & access, tutorial support,

In order to implement this program we would need additional funding. We expect some additional funding from the state. This would provide the World of Work component and basic funding for the Learning Centers. If we are to develop the essential core of the program and if we are to provide maximum efficiency of the Learning Centers, we would need a core of key faculty who would be specifically and uniquely qualified for this program. This would mean, through the Fund, adding three Master Teachers (History & Faculty Development, Native Studies & Native Advising, Literature & Curriculum Development), a Coordinator of Learning Center Development, and an Administrative Coordinator who would relieve the Project Director of daily administrative duties so that he could be fully employed in program development and evaluation. These key people have been identified as mentioned above: Dr Duguid, History and evaluation specialist; Dr Dauenhauer, Literature and Native education curriculum specialist; Ms Nora Dauenhauer, Tlingit, Native Studies. This group would provide the required program enhancement to make the major step needed

at this time. The nine institutions are in Nome, Ketchikan, Fairbanks, Juneau, Eagle River (2), Anchorage (2), Palmer. Each is unique and would have variations of the program; however, all would utilize the basic concept and the Core Program. Delivery would be through the electronic media and live at the Learning Centers. Both the "Open University" and "Extended Classroom" concepts would be fully employed utilizing the developing University of Alaska Instructional Teleconferencing Consortium which will be in place in the cities and towns where our institutions are located by next year. The total incarcerated population is 800+ and growing rapidly.

III. CLARIFICATION AND EVALUATION OF OUTCOMES: We would have several different category of outcome measurements:

- 1a. Implementation in all nine institutions, proposed 100%.
- b. Participation by 40-50% of all incarcerated offenders in 1981-82.
- c. Participation by Native population at same levels as non-Natives, 40+%.
- d. Success rate of entering participants, 75%.
- 2a. Job placement of successful participants, 100%.
- b. Increased quality of life upon re-entry, 90%.
- c. Reduced recidivism of successful participants, reduced by 1/3.
- 3a. Improved attitudes and levels of cognitive and moral development.
- b. Improved communications skills and general skills.
- c. Attainment of career skills required for current job market, 100%.

We would use the simple evaluations as above and also utilize Dr Duguid's model either as previously used in Canada or modified to include additional information.

FEIFFER

YOU'VE HAD THINK OF
EDUCATION AS A
KIND OF CONVEYOR
BELT.



HE PUT AN ILLITERATE,
UNBORN CHILD AT
OUR END.



THE CHILD LEARNS TO
READ, WRITES THE
ILLITERATE YOU AND
TALK.



WHEN HE COMES OUT
HE'S A LITTLE BIT
DIFFERENT TO THE A



THE
HABIT:

SO HE CAN
USE YOU
ON THE
COURT

THE NEW ILLITERATE
IS NOT A FAILURE
OF EDUCATION.



IT IS A PROMISED
ADJUSTMENT TO
THE NEW FORTY.



WASHINGTON (AP) — Chief Justice Warren E. Burger is pushing for federal judgeships to be created more frequently and for prison inmates to be rehabilitated rather than just housed.

"The haphazard way in which judgeships are created, in large numbers after long periods of adding none at all — underscores the dire need for some better means of allocating new judgeships at the district and circuit level," Burger said in a 23-page year-end statement released Sunday.

Burger, who as chief justice heads the federal court system, said the 138 new judgeships created by Congress in 1978 did little to ease the workload of individual judges. Almost all the new judgeships have been filled.

"Despite the allocation of additional federal judges — the average workload handled by each judge continues to increase, thereby necessitating a concomitant increase in each judge's productivity," he said.

In his comments on prison conditions, Burger said the need for "fundamental change" in the nation's criminal justice system was reaffirmed by February's riots at the New Mexico state penitentiary in which 23 people died and a more recent outburst at Washington State Prison.

"Specifically, we must focus more attention on the conditions of incarcerated persons," the chief justice said.

REASONS FOR ESTABLISHING LEARNING CENTERS

1. Utilizing only traditional classroom instruction limits the number and type of students participating in educational programs, as well as the variety of courses available at any one institution.
2. Traditional classes do not allow for the type of personal student/teacher interaction which students need, and correctional instructors are usually not able to hold "office hours." Thus, offenders get much less individual attention from instructors than regular college students when they actually need more because of past educational failures and low self-concepts.
3. Students are not able to progress at their own pace of learning in traditional classes. Especially in the area of basic skills, students can become easily discouraged or bored when expected to move at exactly the same rate of learning as the rest of the class.
4. Prison life is not conducive to study. The distraction of fellow offenders and noise of television in the dorms, in addition to the tensions caused by institutional regulations and surveillance, make it difficult for students to continue learning outside of classes.

OBJECTIVES OF LEARNING CENTERS IN CORRECTIONAL CENTERS

1. To involve more offenders in the educational process, especially Native students and others who are reluctant to participate in regular classes which put students in competition with each other.
2. To provide one-to-one student/teacher contact and individualized basic skill instruction. Working together on a daily basis with a resource teacher who knows students personally will encourage students to be more active in their education and progress faster than they can with just exposure to visiting instructors.
3. To utilize alternative means of instructor which can expand academic offerings at all the state institutions, and will also give students a choice of educational modes. These options will include televised lectures, teleconferencing, computer-aided instruction, and independent study through media resources.
4. To create an atmosphere within the correctional center which supports all students and encourages continual learning. The L.R.C. will not just be a place to use media equipment or learn basic skills; it should be an environment which stimulates intellectual inquiry and growth of all types.

SERVICES TO BE PROVIDED BY THE LEARNING CENTER

1. CORE COURSE INSTRUCTION: L.R.C. teachers will lead discussions based on televised lectures, supply additional resource materials to students, and help students with related academic assignments.

2. **OPEN UNIVERSITY/EXTENDED CLASSROOM:** Students will have access to a broad range of educational opportunities through live and taped educational television, video taped courses, computer assisted instruction, and will also have access to the "Extended Classroom" through state-wide teleconferencing. There will also be modularized individual instruction in a variety of areas.
3. **BASIC SKILL ASSESSMENT:** Pre- and post-testing of communication and computation skills. Initial assessment of all degree-seeking students will determine those who are ready for core courses, those who need supplementary basic skill instruction in addition to core courses, and those who need intensive basic skill instruction before beginning core courses.
4. **BASIC SKILL WORKSHOPS:** These college credit courses in reading, writing, and math will involve a Weekly Learning Contract drawn up between the student and L.R.C. teacher. Each week the student's work will be reviewed and new goals will be set. These courses may require a combination of small group work and individualized assignments. The total amount of time spent on basic skills in the L.R.C. would be determined by the demands of the individual's Weekly Learning Contract, not a prescribed number of hours.
5. **OPTIONAL SPECIAL INTEREST WORKSHOPS:** Credit and non-credit courses designed to attract new students and provide extra help in specific areas. Possible topics -- reading seminars in mysteries, science fiction, etc; spelling and vocabulary improvement; consumer awareness and life-coping skill workshops.
6. **DROP-IN TUTORING:** Individualized help for students who want guidance on a particular assignment or project (e.g., writing a research paper) rather than an entire L.R.C. course.

UNIVERSITY WITHIN WALLS-ALASKA

NOVEMBER 1980 PLANNING WORKSHOP-ANCHORAGE: (two day planning session)

Bev Andison	Program Secretary	CERS/UWV-UAJ
Stan Reed	Institutional Instr	Eagle River Corr. Ctr.-DOC
Kathy Boyd	Inst. Instr.	Ridgeview Corr Ctr.-DOC
Doreen Ransom	State Coord.	Volunteers in Prison-DOC
Sheila Nickerson	Writer in Residence	UWV-UAJ
Joey Wauters	Prog. Dev. Spec.	CERS-UAJ
Molly D. Smith	Artist in Residence	UWV-UAH
David L. Johnson	Inst. Instr.	Palmer Corr. Ctr.
Ardell Filip	Inst. Instr.	Fairbanks Corr. Ctr.
Richard Pearson	Supt.	Ketchikan Corr. Ctr.
Stanley Zaborac	Supt.	Palmer Corr. Ctr.
Steve Krause	Supt.	Eagle River Corr. Ctr.
Randall Ackley	Director	CERS/UWV-UAJ
Mary Jo Welch	Educ. Assoc.	Juneau Corr. Ctr.
Karen Ryals	Adult Voc Ed Supervisor	Dept of Ed
Sara Minton	Instructor	ABE. Anch Comm College
Pete Skeris	Counselor	Anchorage Corr. Ctr.
Carla Szitas	Program Coord.	U of Ak, Fbx Cont Ed
Dick Mohr	Research	Div of Corr
Jane Linden	State Coord	Arts in Prisons/UWV-UAJ
Susan LaGrande-Fisher	Arts Teacher	Volunteer
Linda Hawkins	ABE Coord	Anch Comm College
Bruce Kelly	Counselor	Anch Annex
Peggy Cummings	SoCentral Region Coord	State Library
Charles Campbell	Director	Division of Corrections
Steve Duguid	Consultant	Simon Fraser Univ.
Hollie Ploog	Atty	AK Judicial Council

PROPOSAL COMMITTEE, JUNEAU:

Randall Ackley	Director	CERS/UWV
Bev Andison	Program Sec	CERS
Jane Linden	Coord	AAIP
Marlene Richert (Tlingit)	Member	Citizens Adv Council-UAJ
Joan Wauters	Prog Dev Spec/Instr	CERS
Lynn Ravsten	Psychologist	UAJ
Sheila Nickerson	Writer in Residence	UWV
Mary Jo Welch	Educ Assoc	Juneau Corr. Ctr.
Nancy Spector	Adjunct faculty	UAJ-Juneau Corr. Ctr.

CONSULTANTS FOR PROPOSAL PREPARATION:

Dr Stephen Duguid, Simon Fraser Univ.
 Dr Richard Dauenhauer, Ak Pacific Univ.
 Nora Dauenhauer, Ak Pacific Univ.
 Carolyn Forche, Univ. of Arkansas
 Panel at UWV Intl Consortium conference in Toronto, panel at Ntl Conf of Instr Admin
 at New Orleans, participants from Correctional Education Assoc. regional meeting.
 Professor Lawrence Kohlberg of Harvard has advised us that their group may be available
 for assistance in program development depending upon state of project.

SUGGESTED LETTER OF INTENT FOR HB 501

It is the intent of the legislature that the Department of Education, Division of Vocational and Adult Education, contract with the University of Alaska, Juneau for development and operation of the University Within Walls program.

C. Applied Research and Alternative Funding:

1. The Center will conduct applied research as is necessary for the development of an effective, cost-efficient state-wide program of holistic habilitation/rehabilitation through education, training, and recreation.
2. The Center will seek alternative funding as required for program development and applied research and evaluation.

III. OBJECTIVES (1982-83)

A. Planning, Networking, and Evaluation:

1. The Center will coordinate the UMW-Ak planning council and ensure the development of detailed "Goals & Objectives" for the entire program and for each of the participating institutions.
2. The Center will ensure that support networks are developed and/or continued with DOE, school districts, Native corporations, BIA, Job Service, participating schools and colleges, and such other organizations, institutions and agencies as are required.
3. The Center will work closely with DAC and will develop and implement evaluation programs for staff, program, ex-offenders, and such other areas as may be required.

B. Program Delivery:

- 1a. The Center will provide a dean/director for the UMW-Ak School and such other staff as are required and requested by the contracting agency.
- 1b. The University Within Walls-Alaska School for Social Education & the World of Work will provide an holistic program of habilitation/rehabilitation through components for social education, preparation for the world of work, recreation, and support services and special projects as required.
 - (1) Social Education: UMW-Ak will provide a Core Program and Alaska Arts in Prison program for all state, adult institutions:

(a) Core Program for Moral Education: A program of university literature and history, and supportive courses, delivered by a cadre of Master Teachers and a staff of tutors to all institutions (4 Master Teachers, 10 Tutors - 200 students, 1200 SCH's).

(b) Alaska Arts in Prisons: (2 Coordinators, 6 AIR, 100 participants, ca. 1000 SCH's). AAIP will strive for professional quality arts education with an emphasis upon community participation.

LITERATURE: (9 groups, 50 participants)

At each institution, writing groups will be formed to contribute to the production of a twice yearly magazine of prison literature and art.

THEATRE: (3 groups, 30 participants)

Theatre groups will be formed in most institutions with special focus upon community projects.

VISUAL ARTS: (6 groups, 50 participants, 3 shows)

We will continue to develop visual arts with annual state-wide arts shows in major museums and in rural communities across the state.

NATIVE ARTS: (4 groups, 50 participants, 1 show)

Native Arts will be a major component in the project, with special focus upon Fairbanks, Juneau and Nome. A fulltime Coordinator/Artist-in-Residence will reside in Fairbanks.

COMMUNITY ARTS: (3 communities, 20 "outside" participants)

Special community-prison projects will be developed as feasible, including projects for writers in the community and in prison, and community theatre projects in Eagle River and Palmer.

VISITING ARTISTS: (6 "outside" & 10 "state" Visiting Artists, 100 Participants)

Bringing both local and visiting distinguished artists into the prisons will enrich the program. Currently, the program has a grant from the National Endowment for the Arts to bring writers into the state and into the prisons.

(2) World of Work Preparation: The UWW-AK School will provide preparation for the World of Work in cooperation with DAC and in complete coordination with existing and potential job market requirements.

(a) College Training & Education: (6 adjunct, 25 part-time faculty)

ER: 1 Univ Stds AA, 15 part, 5 grad/1 Cert, 15 part, 12 grads

F: 1 Univ Stds AA, 10 part, 3 grads/1 Cert, 10 part, 7 grads

J: 1 Univ Stds AA, 20 part, 5 grads/1 Cert, 20 part, 15 grads

P: 1 Univ Stds AA, 5 part, 0 grads/1 Cert, 5 part, 3 grads

Other: 1 Univ Stds AA, 15 part, 0 grads/1 Cert, 15 part, 4 grads

(b) Career Training & Education: (1Coord, 10 adjunct)

ER: 2 Cert, 20 part, 15 grads (CIS, FS)

F: 2 Cert, 20 part, 15 grads (FS, VRE)

J: 3 Cert, 20 part, 15 grads (FS, HORT, AUTO)

P: 4 Cert, 40 part, 35 grads (HORT, AUTO,....)

Other: none

(c) OJT/Coop Ed: (10 supervisors)

ER: 20 OTHER: 10

F: 10

J: 10

P: 50

(d) GED/ABE (1 Coord, 6 part-time, 100 participants, 40 cert.)

(3) Recreation, Quality of Life, and Holistic Health:

The UWW-Ak School will develop, in cooperation with DAC, support

for an habilitative quality of life in all institutions including recreation, nutrition, physical education, and required support.

- (4) Support Services and Special Projects: The UWW-Ak School will provide support services and special projects as are necessary to meet the needs of the incarcerated offender population:

(a) Student Services:

Advising & Counseling, Job Development & Placement, Testing & Placement, Library Services, Assessment & Re-entry, Records, Financial Aid, & such other services as needed, in cooperation with Student Services, UAJ.

(b) Special Projects:

Village Re-entry. F: 10, J: 10, other: 10.

Alcohol I&E: 200+

Other: 100

1c. Learning Center: 9 centers, 400 headcount.

- (a) Learning Center will supply the following services:

Library services, classroom space, study areas, computers and terminals, teleconferencing facilities, instructional television facilities, videocassette and audiocassette facilities, typewriters, carrels, and tutors and counselors for program support & delivery.

- (b) Full services will be available at ER, P, J, F, and limited services at Anchorage, Anx, P, K, with tutors at all centers.

1d. Ex-offenders and Community-based program:

- (a) Provide support for selected ex-offenders who have been successful participants in the program and need assistance to continue/complete programs, 10 financial assistance, 30 advising.

(b) Provide for student-release programs, 15 students.

(c) Develop a UWW-Ak House for furlough, parole and probation students, 10 students.

2. Consortium for Delivery: The Center will develop a consortium with UAJ, UAJ, TVCC, MatsuCC, KCC, ACC, UAA, and local school districts as adjunct instructional services providers for 300 students.

3. Program & Staff Development: Staff development, 30 permanent staff for 20 hours, 600+ student hours. Program development, continued development of "working model" as required to increase success ratio, cost-effectiveness, participation, quality.

C. Applied Research & Alternative Funding:

1. Applied Research: 6 faculty part in Corr. Ed. applied research and publication.

2. Alternative Funding: Alternative funding to equal 10% of total budget and not less than \$90,000 exclusive of financial aid.

University of Alaska, Juneau

CENTER FOR EDUCATIONAL REHABILITATION STUDIES/"UNIVERSITY WITHIN WALLS-ALASKA"

POSITION PAPER, March 1981

The CENTER FOR EDUCATIONAL REHABILITATION STUDIES was created in July 1980 at the University of Alaska, Juneau. This was in response to a statement of legislative intent, by request of the Division of Corrections, and was approved by the University of Alaska Board of Regents. This gave the Center the primary responsibility for correctional education in Alaska.

In August 1980, the Division of Corrections contracted with the University of Alaska, Juneau to provide a program of educational, vocational, and recreational rehabilitation, "University Within Walls".

There have been four meeting/workshops to discuss and plan for the correctional education program. The first was a preliminary meeting in Anchorage at a superintendent's meeting, the second in Anchorage in Spring of 1980, then the first formal workshop in Juneau in August 1980 and finally a planning/staff development workshop in Anchorage in November 1980. Through these meetings the staff have been oriented to the evolving program and to the pilot model program at SCC/Juneau, there have been opportunities for staff development, and there have been planning sessions.

The CENTER has four responsibilities:

1. Plan, monitor, evaluate correctional education in Alaska.
2. Coordinate and manage correctional education in Alaska.
3. Seek out and secure alternative funding for program development.
4. Practical research as required for quality and most effective program development.

The UNIVERSITY WITHIN WALLS has only been able to maintain a pilot model program at SCC/Juneau with basic funding; however, it has also been able to begin the establishment of a state-wide network and to initiate programs through alternate funding. The UW program will have, when fully developed, four components:

1. Learning Centers at all state correctional centers with capability for offering a full-range of educational, vocational, and recreational opportunities through electronic instructional means. This will include teleconferencing, videotaped courses, computer assisted instruction, computer classes, audiotaped courses, and individualized multi-media packages. The centers will be staffed by tutor/counselors working closely with DAC educational staff.
2. Core Program of Social Education available at selected institutions at first and state-wide when funds are available, a program of basic studies designed for rehabilitation, including Arts in Prison, Reading-Writing-Arithmetic, and support workshops.
3. Vocational Education at all major centers with programs based upon the job market, availability of space and equipment, compatibility with Prison Industries, and capabilities of offenders.
4. Special Programs including support programs as needed for the total program and special programs for village people, Natives, students with alcohol and drug problems, and entry assessment and job development and placement for program graduates.

There will be a pilot "Learning Center" at SCC/Juneau this Spring, hopefully. Vocational Programs are being initiated at Juneau, Fairbanks, Ridgeview, Eagle River through grant funds this year; some pilot program will be initiated at Palmer also in cooperation with Matsu Community College. Funding for 1981-82 remains uncertain in this area.

Special programs in ALCOHOLISM IN ALASKA: AN INSIDE VIEW are being prepared in Juneau as a series of videotapes with instructor's manual, assessment and re-entry are also priority packages for 1980.

The ARTS IN PRISONS program has been in place in one form or another for several years both in Anchorage and Juneau. Major projects for 1980 are the community theatre projects at Eagle River and Palmer, the state-wide Arts Show to be displayed at the Alaska State Museum in Juneau, and the literary magazine, LEMON CREEK GOLD. There is a major effort being made to establish an Alaska Native Arts in Prisons program through outside funding.

The priorities that were established at the August Juneau workshop are being met (see report) and the plan for 1981-86 prepared at the November Anchorage workshop are being implemented as funds allow (see plan attached).

The NATIONAL EVALUATION PROGRAM Phase I Report "Correctional Education Programs for Inmates" prepared by the U.S. Department of Justice, National Institute of Law Enforcement and Criminal Justice, June 1979, indicated that the correctional education in 163 institutions was not truly adequate; however, the average is far higher than it is in Alaska:

Type of Program	% offering program	% inmates enrolled	Part-time averages	Full-time averages
ABE/GED	96%	23%	123.34	47.66
PSE	83%	10%	49.20	25.50
VOC	89%	19%	41.00	57.51
SOC	44%	15%	58.90	11.50
TOTALS		67%		

The Alaska programs have an average of 10% in ABE/GED, about 7% in PSE, and no VOC at present at significant levels. Funding nationally has been at \$905.59 per enrolled student. These figures are difficult to compare with Alaskan costs. Funding for model programs nationally during the period 1970-76 were between \$900 and \$4000, in "lower 48" dollars of the 70's.

Our existing programs have averaged at \$4500-5000 per full-time students. This is the cost in the SCC/Juneau model program, the Food Service program, and the Computer Operator program. We believe we can lower this cost to \$4000 per enrolled student through the establishment and development of Learning Centers.

"University Within Walls"

The "University Within Walls" program has one major goal, to bring the University of Alaska within the Walls of the state's adult correctional centers. It is being developed as a joint University/Department of Adult Corrections project and is unique in that it is being developed as a contemporary school realizing the potential of contemporary technology and research while losing nothing of the individual and human qualities of traditional education.

The program has many ancestors, short-lived grant projects; but its most immediate model is the "Up 'N' Out" programs initiated by Juneau-Douglas Community College with the support of its Campus President, Dr Vern Oremus, and the former Director of Corrections, Mr William Huston. We founded this program in 1978 as an attempt at making the program in place at the State Correctional Center/Juneau a more effective school. It was managed by Ms Sue Koester and provided a model that came to the attention of the new Director of Corrections, Mr Charles Campbell, and the "Rural Caucus" of the Legislature in 1980 when CETA legislation was modified so that offenders at the state prison were no longer eligible for training assistance. The 1980-81 "UW" program was simply an extension of the Juneau program to the other state correctional centers as funding would allow.

However, as the need to extend the program state-wide became clear, it also became evident that the extension of the program, as is, would be neither cost-effective nor practical. The prison population was too small and diverse. In searching for answers to the problems of cost-effectiveness and efficiency, several answers were found. The Canadian federal system in British Columbia had been developing a highly successful program over the past twelve years. It had not been done on a regional or province-wide basis, and it had not been successful with Native offenders.

Also, at this time, the new University of Alaska Instructional Telecommunications Consortium began its development and offered assistance to our new state-wide program.

Melding the Canadian program of social education and the Juneau program and seizing upon the potential of the Telecommunications Consortium and the many advantages of highly developed technology, the "UWW" program adopted a plan for a third phase Alaskan program including the five major components:

1. Social Education for the World of Work (a meld of the Canadian and Juneau programs).
2. World of Work Program (a pragmatic vocational training program utilizing the prisons' jobs and the prison itself as a vocational training laboratory wherever possible and matching with the job market as a "needs assessment".)
3. Special Projects (responding to special needs, or small pilot projects, such as Alcohol Information & Education, Village Re-entry, Alaska Native Studies/Students, etc.)
4. Learning Centers/Support Services (alternative delivery systems, tutoring, and student support services).
5. Center for Educational Rehabilitation Studies (established at UAJ to provide planning, management, and evaluation services and a program cadre).

The Social Education program is a standard, university, classroom program with a pedagogy designed to accelerate both moral and cognitive development. It is based upon the theories and programs of Dr Lawrence Kohlberg of Harvard and upon the British Columbia programs.

The World of Work Program, as mentioned, utilizes the prison kitchens, greenhouses, gardens, shops as training laboratories for the training of cooks, bakers, gardeners, auto mechanics, and bodymen. It also responds to the demands of the job market and trains office workers, computer operators, and alcohol counselors.

The Special Projects component responds to the needs of special groups

... "UWV-Ak"

or special needs of incarcerated adults. We provide the special support that can make our program work for a broader spectrum of prisoners than any other program in the nation.

The Learning Centers/Support Services component is a result of our understanding of the potential of technology and the need to provide more than a teacher if the program is to work with 80-90% efficiency. It is recognized, and usually accepted, that our schools "screen out" a percentage of students at each level of public education. Since our offender students are those who are the problems of society, we cannot afford to "screen out" too many students. We need to be successful if we are to protect people, property, and the ex-offenders themselves. The "UWV" program can be a last chance program for prisoners, their families, and for future potential victims of crime in America. It must be better than a screening device.

The Learning Centers are based upon both the "open university" and "extended classroom" models. The Centers will be staffed by generalists who will serve as instructional resource managers, tutors, discussion group leaders, and academic counselors. They will be able to direct students to an array of educational resources. These will include live classroom and laboratory instruction, videotaped or audiotaped records of the live instruction (both for review and for use in distant locations), videopackages, instructional television, multi-media packages, and teleconferenced classes taught at one location but available state-wide. Much of this electronic instruction would not be economically feasible without the JAITC. No single user could make the system cost-effective; however, by uniting as a multi-user consortium, delivery becomes possible and cost-effective. The "UWV" Learning Centers will make instruction accessible to all incarcerated offenders, both geographically and in time. Prisoners entering the prisons or being moved from one institution to another will not encounter delays which may exceed two or three months because of an academic calendar allowing entry and

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exit two or three times a year. Prisoners will be able to enter and exit at almost any time with delays of less than a month at any institution in the state. With easy entry and exit, prisoner students will also have a broad array of educational opportunities; and the Learning Center program will reduce the cost per student by 20%.

The other aspect of this component is Student Support Services. It is rare in prison programs that anything more than instruction is provided, and that is usually by a temporary, part-time teacher. Programs of that kind have a high failure rate and high drop-out rates, or must resort to very narrow entrance screening. The "UWW" program will include all required support services. Prospective students will receive a battery of assessment tests which will produce an Educational Development/Job Placement Plan. The plan will include any developmental or special education, required training, and final job placement. Counselors will seek out students whenever a "red flag" goes up from a teacher, the student him/herself, or from any fellow students. Poor attendance, low grades, changes in attitude, all will produce an interview with a counselor. Tutoring may be provided, support education may be added. As students advance in the program, they will be given opportunities to learn about problem-solving, alcoholism and drug abuse, job interviews, keeping jobs, problems of violence, family & parenting, re-entry into society, re-entry into village life. The component is designed to recognize and respond to human individuality and the problems of prison life, and it will make the program 75-85% successful with a broad spectrum of offenders.

The Center was initiated at UAJ, in July 1980, to meet the needs of adult, incarcerated offenders, and in response to concerns of legislators and a need to increase access to education, as well as a request from the Director of Corrections. It is adding applied research to its work as part of evaluation. It is developing a staff development program to increase the efficiency of all faculty and staff. It is also developing as a broker and networker. The most efficient delivery system

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for much of the live instruction is through cooperative arrangements with community college and university campuses located near the correctional center. These local campuses cannot provide the specialized management, support services, and evaluation required for a cost-effective and efficient correctional education program, but they can provide effective classroom instruction and technical support. This system of networking and brokering is proving a most productive component of the "UWW" program. It has increased the ability of the program to respond quickly to needs and to take advantage of newly available resources, reducing the development and administrative costs of the total program.

The networking, University of Alaska Instructional Telecommunications Consortium, "partnership" relationship with the Division of Adult Corrections, and the opportunities available through contemporary technology, all are making the University Within Walls program a unique and successful service component of the University of Alaska.

Randall Ackley
Center for Educational Rehabilitation Studies
"University Within Walls-Alaska"

The UNIVERSITY WITH WALLS-ALASKA program is a partnership program of the Alaska Division of Adult Corrections and the University of Alaska. It is managed by the Center for Educational Rehabilitation Studies, University of Alaska, Juneau, and was initiated on a state-wide basis in August, 1980. Earlier programs have been in existence since 1973; however, the "Up 'N' Out" programs of 1978-79 and 79-80 have formed the early model for the new state-wide school.

1. **THE PROBLEM:** The U.S. is the most violent society in the world. Crime is the result of psychological aberration, demoralization through social problems, human diversity, and outmoded subcultures. There has been an increase in prison population in Alaska of 100% in five years. They are unemployed, young, undereducated and untrained, minority twice the general population, involved with drugs or alcohol; and the state, like the nation, has a recidivism rate of 70% for repeaters. They enter prison in trouble and leave it worse and more destructive. They may cost the state \$1,000,000 each over twenty years in incarceration costs alone. There is nothing significant being done to break the cycles of incarceration and re-incarceration.
2. **PROPOSED ACTIVITIES:** The project will meld a twelve year old Canadian program of "moral education" with the current phase of the Alaskan "UHW" school and will develop a network of delivery modes and resources through the University Instructional Telecommunication Consortium and a system of Learning Centers. Contemporary technology will be fully utilized to make the program both cost effective and responsive to individual needs and the restrictions of prisons. The program in phase 1 would include three prisons and one jail. Core faculty would be hired as Master Teachers in Alaska Native Studies and History and a Tutor/Counselor would be hired and trained as a first generation "new" resource.
3. **BENEFITS:** A minor "career criminal" costs the state, in direct costs of incarceration, \$1,000,000 in twenty years. All incarcerated offenders cost \$23,000 per year for care and \$125,000 for construction of a bedspace. We plan to save not only victims and property by proving rehabilitation work, but we also plan to save the state money. We predict 100% job placement of graduates, increases of moral/cognitive levels of two phases after four terms, success rate of 60% in the first year and 70% in the second year, improved quality of living for ex-offenders for 75%, reduced recidivism after three years of 10%.
4. **APPLICANT'S CAPACITY AND COMMITMENT:** University of Alaska, Juneau has a eight year history of commitment to prison education. It has committed its money and its regular faculty. It has more than matched grant monies over the past three years. Its "Up 'N' Out" programs had success rates of 90%, graduated eight out of forty students in eighteen months, and had excellent evaluations. Results produced requests from the legislature and Division of Corrections for assumption of a state-wide responsibility in 1980. The budget has grown from \$35,000 state-wide to over \$500,000 in three years. \$400,000 have been provided in state funds. The Center for Educational Rehabilitation Studies has been created to provide management and a cadre for state-wide programs.
5. **PLANS FOR WIDER IMPACT:** The offender population of Alaska is younger and slightly better educated than that of the "lower 48", reflecting the general Alaskan population. The prisons are smaller and there are no "state penitentiaries"; however there is only one American model of prison and visitors are completely at home in the Alaskan version. There is no problem in taking a small working model and generalizing it to larger institutions. Many state prisons are very similar, being rural and medium security correctional centers. However, again, prisons remain prisons with small variation. Dr Ackley, the program director, has been invited to present papers and publish on the current program (Washington, D.C. April; University of Quebec, August; Correctional Education Association, July; University of Victoria, October, ...). The papers and the two books that Dr Ackley is collaborating on (with Dr Duguid of Canada and Sheila Nickerson of Alaska) will disseminate the program. The results will prove hard to ignore.

UNIVERSITY WITHIN WALLS-ALASKA: A PROGRAM OF SOCIAL EDUCATION FOR THE WORLD OF WORK

I. NEED OR PROBLEM: Austin MacCormick, then assistant director of the Federal Bureau of Prisons, called for a basic education program in all state and federal prisons as a prerequisite for rehabilitation, in 1931. Fifty years later, Chief Justice Warren Burger concluded that our prisons were failures and that they must become rehabilitation centers rather than warehouses for discarded humanity. We would like to describe the Alaskan adult offender, provide possible reasons for both criminal behavior and incarceration, and suggest a program that will alleviate some part of the problem:

A. The Alaskan Offender is unemployed (60%) when sentenced; has no vocational training, was involved in an alcohol related crime (85%), is probably white (although 45-50% were minority with 90% of the minority offenders being Eskimo or Native), is a school drop-out, is younger than the offender down "South" (54% under 25 compared to 38% down "South"), is better educated than the offender down "South" (53% finished highschool or obtained a GED certificate compared to 37% down "South"), is male (94%), and are typical "prisoners" with poor self-image and strong egoistic traits, and with strong feelings of alienation, hostility to all institutions, simplistic hedonistic traits, and immature moral reasoning abilities. Young, undereducated and untrained, minority, poor, unemployed, heavily involved in alcohol and/or drugs, male, the disadvantaged of our society. The characteristics of youth and better education are part of Alaskan demographics; Alaskans are younger than the national average and subsequently better educated. Better educated is only comparable. Most are below norms for their educational level; most have dropped out of school (especially Natives); most have reached their GED through the military or during incarceration, either as youths or during their first imprisonment.

B. Reasons for the problem are obvious and not new:

1. Our country has a per capita income of \$10,000 and an official philosophy of equality and freedom. Yet we have unemployment of 60% in the villages where many of these men were born; and the highest unemployment rate nationally is among minority teen-agers. The disparity between the "have's" and "have-not's" is proclaimed on television and everywhere. There seems nothing that can be done to reduce the disparity and it seems to be part of a birth right that we are powerless to do anything about. The disparity and the powerlessness to escape the system produces, in some, anxiety, frustration, and finally demoralization which is demonstrated in alcoholism, drug addiction, and crime.

2. If Feiffer is accurate in his judgment of American education (see cartoon), our schools are intentional failures. If he is wrong, they are unintentional failures. In either case, drop-outs and high school illiterates remain the dominant group among minorities and poor; and these people cannot function without any education. Schools are at best inefficient, at worst total failures creating a group of angry and alienated young people.

3. Human diversity means that we are all different. What may be valued in this generation or in this place may be criminal for another generation or another place. Heroes of one era are criminals of another. Criminals in one socioeconomic group are the business men of another group. Laws ignore this and we find a new group of "deviants" each generation. Violence is necessary for survival at one time and criminal at another. Varying social norms and varying social needs make some people criminals.

4. Confusion, anxiety, feelings of powerlessness are endemic in our society. Moral abilities are immature. Moral dogmatism or moral relativism ignore moral reasoning and people are left either alone or with an unbending set of rules. Indigenous cultures have been destroyed in a generation or two, with unemployment and alcoholism as the heirs. Our young have retreated to simplistic hedonism along with the demoralized poor and minorities or have

sought security in dogmatism, materialism, and egotism. Either "law & order" or crime.

Disparity between "classes", disparity between philosophy and practice, rapid change through technology, abandonment of sectors of the population to unemployment and school drop-out, exploitation and abandonment of minorities, powerlessness of the young of all sectors but total powerlessness of the young of the poor and minorities; all, along with human diversity and a tiny fragment of the mentally ill, produce our prison population, and our general population not always different except in intensity of the problem. When unemployment, alcohol problems, youth, and being Eskimo are combined; the result is almost sure incarceration at some time during any one year of your life.

C. Responses to the "problem" are simple:

1. Develop an egalitarian society with respect for the individual and without a classification at birth.
2. Develop an efficient educational system that works for the poor and for "different" people.
3. Transform prisons into habilitation schools which offer help rather than destruction.

The first does not seem within the purview of our program; the other two are our responses to the problem. Adult offenders have a recidivism rate of 41% overall; repeaters go up to 70%. We cannot change society, in the larger context; but we can provide the means whereby the cycle of incarceration and re-incarceration can be broken to release the person into a world they have never succeeded in. Three programs have been successful in breaking this cycle. Lawrence Kohlberg of Harvard has had success in creating "fair" communities within prisons; the Canadian federal prison system has had success in British Columbia with programs based upon Kohlberg's theories; our earlier programs have had short term successes over the past three years. We believe

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that we can meld the three experiences into a new phase of the "University Within Walls" program and that we can improve the program's cost-effectiveness and ability to respond to individual needs through a system of Learning Centers employing multi-resources and utilizing a major networking capability developed as a unique UWW quality.

II. DESCRIPTION OF PROPOSED PROJECT: The program, as indicated above, will be a meld of the three "ancestor" programs, Kohlberg's, the Canadian, and the old Up 'N' Out programs in Alaska with modifications based upon opportunities provided by contemporary technology and required by budget constraints and the need to individualize education for human diversity. The program will consist of three instructional components, a multi-delivery component, and an administrative/evaluative/networking component.

A. UNIVERSITY WITHIN WALLS-ALASKA.

1. Core Program for Social Education, consisting of a humanities program of literature, history, and native studies; an Arts in Prisons program; and supportive education.
2. World of Work program matched with the long-term job market and based upon vocational training, on the job training, cooperative education, college classroom education, and individualized media instruction.
3. Special Programs, which will respond to special needs. Alcohol education, Re-entry, Village Re-entry & Subsistence Life, Native Studies, Assessment, This will include a "Quality of Life" activity which will attempt to ameliorate the "see-saw" effect of custody and treatment of prisons.
4. Learning Centers will provide a multitude of resources through a package of electronic instructional materials, through the University of Alaska Instructional Teleconferencing Consortium (see appendix), and

through conventional instruction. This will provide the program with the capability to utilize both "Extended Classroom" and "Open University" modes through television, audioconferencing state-wide, and through stored instruction.

5. Center for Educational Rehabilitation Studies will remain the program cadre with capabilities for planning, management, and evaluation, and for a major and unique networking program. The program ties in with two university campuses, four community college campuses, two school districts, two Native corporations, several arts councils and arts organizations, the state Department of Education, the state Division of Corrections, the University of Alaska, Juneau as the center, and with nine correctional centers and many other assisting agencies and offices, including the Center for Moral Development at Harvard and the University of Victoria programs in Canada.

B. CORE PROGRAM FOR SOCIAL EDUCATION (FOR THE WORLD OF WORK):

This component is the heart of the program and is a meld of the Canadian and Alaskan programs with a modification to broaden its efficacy. It is based upon Lawrence Kohlberg's theories of moral development. Kohlberg follows Dewey and Piaget and asserts that moral development follows and parallels cognitive development and is dependent upon a rich and moral context. The Canadians have adapted this theory in the development of a University program of literature and history, and supporting courses, with a pedagogy which, simply stated, takes case studies from literature and history for moral analysis. The analysis, and dialogue, provides a stimulating environment for both cognitive and moral development. Attitudes are measured using tests developed by Kohlberg and demonstrated development of moral reasoning has been clearly demonstrated. Actual moral development, rather than the development of moral reasoning, can only be measured in

changes in life style. The Matsqui project (in Canada) clearly demonstrates a drastic change in standard and quality of living and a very low recidivism rate (recidivism is defined in several ways, but the Matsqui project measured it as the contact with the law after release from prison within three years). Another aspect of the Canadian project, and the projects actually carried out by Kohlberg and his colleagues, was the creation of a "fair" or "just" community within the prison. The results of this type of internal community have been excellent, but the potential for this type of community within major prisons is low. The creation of a "fair" community within the school program is possible, with certain limitations, and will be used to maximize the effect of the program.

The major aspect of the Alaskan programs was the role of the offender as a University student and the Arts in the Prisons program. The role has also been a major component of the Canadian programs and is credited as essential for its success. The Arts in Prisons component, which originated as the "Up 'N' Out with the Arts" CETA project, establishes a new role for offenders, as artists, and serves to provide major means for developing self-esteem, self-confidence, a new self-image, and obtaining almost immediate gratification through art sales or audience response. It has been a major factor in the success of the Alaskan program.

The essence of the Core Program will be the Core Faculty, a select group of resource teachers with very special qualifications. To begin, there will be an Associate Professor of History (Dr. Stephen Duguid), an Assistant Professor of Alaska Native Studies (Nora Dauenhauer, Tlingit), an Associate Professor of Literature (Dr. Richard Dauenhauer, Prof. Howard McCord, Carolyn Forche, or Dr. Randall Ackley). The Core Faculty will be

utilized differently than in Canada to increase cost-effectiveness, take advantage of contemporary technology, and standardize the program state-wide. (The Canadian program has autonomous programs at each site with separate faculties although all programs are coordinated through the University of Victoria.) The UHW Core Faculty will be located at Eagle River (near Anchorage) and in Juneau. They will be resource teachers providing lectures as "case studies" once a week. These will be live locally, for a live student group, and videotaped for use at other sites and on-site at a later date to make the lecture more available. The Core Faculty will also be available through audio, teleconferencing, to all participating students. Small group discussion will be lead by tutor/counselors at each Learning Centers, with the local Core Faculty also available as resources. The tutor/counselors will have access to the Core Faculty, of course, and will be trained within the program in the Kohlbergian pedagogy developed in Canada.

The Core curriculum will consist of the basic core of literature and history (adaptations of standard catalogue courses); supporting courses in psychology, science, mathematics, sociology, philosophy as electives taught by adjunct faculty; workshops for skill building; and the Arts activities (all product oriented).

Staff development will be a major activity during the program year.

C. WORLD OF WORK:

This component will be pragmatic, open, and matched with the long and short term job market. Because of the small populations of the Alaskan prisons, every type of delivery will be utilized. There are many prison jobs currently using offenders as workers. These will be utilized as On the Job Training wherever possible. There are prison activities which lend themselves to utilization as vocational training laboratories.

The prison kitchens are being developed as laboratories to train cooks and bakers with a program beginning in April, 1981. Other activities will also lend themselves to this type of training. More formalized training than OJT will be developed as Cooperative Education. Finally actual vocational training in shops and college type education in the classroom will also be further developed to bring ex-offenders into the World of Work. Current programs include Food Service, Computer Operator Trainee, Business, and Social Services. These will be expanded in 1981-83.

D. SPECIAL PROGRAMS:

This component has two major tasks: 1. To develop the context of the "university life" as much as possible within the prison to assist in the development of the role of university student rather than the role of prisoner or criminal. 2. Special support needed for our students.

1. The "University Life" component will bring visiting speakers, artists, lecturers, activities into the prison. It will attempt to develop student organizations and activities. It will develop, as feasible, "university" environment with study areas and libraries, etc.
2. The special support will work with special needs concerning alcohol & drug problems, initial entry and assessment, re-entry into society, programs to return offenders to villages, etc. At this time we are developing packages for alcohol education & information and for re-entry. We are also exploring packages for violence, sex-offenders, parenting & family, entry assessment. A program being developed with an ex-offender on our staff is the Native Studies/Students package and a "Village Re-entry" package. The Village package will be a cooperative program with the Native corporations matching incarcerated Native offenders with jobs in the villages and with prison training

to match the offender and the job. We have such a high rate of incarceration among young Natives that this is a most promising program.

E. CENTER FOR EDUCATIONAL REHABILITATION STUDIES:

The Center was established in July, 1980, to manage the prison programs, in response to legislative interest and the request of the Division of Corrections. It originally provided the cadre for the programs and the planning, managing, monitoring capability. It has further developed with the need for evaluation, networking, fund raising, and applied research being added to its tasks. It began with a director, a secretary/instructor, and a 80% instructor/program development specialist. The secretary/instructor position has been split, with grant funds, to a full-time center administrative secretary and a support services coordinator/counselor. An ex-offender intern has also been added, with CETA funding. It is anticipated that the program development specialist will become an evaluation/administration specialist in 1981-82. The Center will then have a director (who may be increased to the dean/director level with added responsibility), a support services coordinator/counselor, an evaluation/administration specialist/instructor, a center administrative secretary, and an intern. All staff except the intern and secretary teach and/or serve as counselors. The "Goals and Objectives" of the Center are included in the Appendices; however, a comment on both research and networking might be included here. Networking is difficult, time consuming, and very rewarding. The Center has managed to bring in several unique activities through networking and has also been able to maximize services.

Networking includes the University of Alaska Instructional Teleconferencing Consortium (which links all sites with audioconferencing, educational tele-

vision, and workshops on the use of various electronic media, at no cost to the program). It also includes the Apple II Computer Assisted Instruction package created by the Alaska Department of Education. It also includes Tanana Valley Community College, Northwest Community College, Ketchikan Community College, Anchorage Community College, University of Alaska, Fairbanks Continuing Education, and University of Alaska, Juneau; and arts councils in Anchorage, Juneau, and Fairbanks, and arts organizations and groups. It also includes the Juneau School District as partners in creation of the Alcoholism in Alaska: An Inside View package and the Fairbanks School District in working with younger offenders. The State Department of Education is providing funding for the Food Service program and some of funding for a Fisheries Technology component being experimented with as a possible future Marine Technology package in Juneau. This has been, and will continue to be, a major activity of the Center.

Applied Research is mandatory. There is very little research being done in correctional education or even in rehabilitation or habilitation. A "partnership" relationship between the Division of Adult Corrections and a university is recommended as mandatory for further development in this area by the Syracuse report (see appendix); and this is what we are developing. We are fighting a myth that rehabilitation is not possible. The myth is destructive and unfounded. It resembles the old wives' tales about diseases and is as longlasting; however, as the causes of crime and incarceration are known and recognized rather than the symptoms the cures are being developed. We hope to make this a major Center activity working closely with the Canadian projects.

F. CANADIAN PROJECT AND KOHLBERG:

We are establishing a close working relationship with the Canadian

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programs after a meeting of the regional Correctional Education Association in Salem, Oregon. Dr Duguid came to Anchorage to speak and our director, Dr Ackley, has been invited to speak with the Canadian group at the University of Quebec in July and at the University of Victorian in October. Dr Ackley will also be collaborating with Dr Duguid on a book on correctional education featuring the Alaskan and Canadian programs.

Dr Elsa Wasserman of Dr Kohlberg's Center for Moral Education at Harvard will be serving as a consultant in Juneau in April, 1981. She and Dr Kohlberg have indicated a willingness to assist in the development and evaluation of the Alaskan program in any way that is feasible. Further plans will be developed during Dr Wasserman's visit to Juneau in April.

G. SCHEDULE FOR PROGRAM ACTIVITIES:

1. Learning Center equipment funded and purchased: April-June, 1981.
2. Planning accomplished: May, August, November, 1980, June or August, 1981.
3. Recruiting of faculty: April-August, 1981.
4. Hiring of new faculty: July-August, 1981.
5. Program development workshop, new program: August, 1981.
6. Staff development workshops: September-October, 1981.

Staff development workshops will be conducted for the first eight weeks of the new academic year. They will include a two week training session in Anchorage, a one week training session in Fairbanks, a one week session in Juneau, and audioconferencing follow-ups on all sessions. The sessions will include training in the Canadian pedagogy conducted by Dr Duguid, training in "rust communities" by Dr Wasserman or a substitute, training in audio-conferencing by the

University Consortium, training in working in prisons by Dr Ravsten and our intern, Harold H. Joe, training in the use of micro-computers by the Department of Education and/or the Teleconferencing Consortium, and training in the philosophy of correctional education and the "UWW" program by Dr Ackley, as well as workshops in Support Services by Ms Grogan and others.

7. Development of Support Services network will be initiated during the planning workshops and staff development workshops; however, a major support services component will be developed. Most correctional education programs lack the "regular" student and other support services readily available for on-campus students, especially resident students. We will be developing and providing a full support component in each center through the Learning Center as funds become available to provide tutor/counselors and to train these faculty members. Support Services will include counselling, advising, job development & placement, financial aid, testing, educational diagnosis, records, library services, media development, student activities & government, and such other activities as are required to bring students into the program, keep them in through completion, and assist them into jobs and "free" life, and finally to help them find a good "quality of living", within the restrictions that seem unalterable, while in prison.
8. Begin new-style classes with Core Faculty & Learning Centers: November, 1981. We have divided the year into five eight-week terms, to increase access for entry and exit and to provide shorter term gratification. Better focus is also possible with the shorter term and with fewer classes at any one time. We would use the first eight-week term as our development & training period, maintaining the status quo during that period. The new program would begin with the second term of the

academic year. Core courses would include American Civilization I, Intermediate Composition with Literature by the Core Faculty; activities in theatre, visual arts, Alaska Native arts, creative writing; support courses in Alcohol, Problem-solving, and Village Re-entry; skills workshops in Mathematics and Reading/Writing; and electives.

9. Learning Centers in operation at least in Eagle River, Fairbanks, and Juneau. If funds available, in Nome and Anchorage jail: November, 1981.
10. Internal evaluation model development: August, 1981.
11. Internal evaluation implementation: November, 1981.
12. World of Work programs: September, 1981.

Continuation of present programs, Food Service, Computer Operator, Business, Auto, with additions of Office Occupations, Marine Technology, and Greenhouse Gardening, if funds become available.

13. Exit evaluation model development: November-December, 1981.
Based upon Matsqui/University of Victoria and Kohlberg models.
14. Exit evaluation implemented: January-June, 1982 (& continuing).
15. Evaluation & Training Workshops: December, 1981.

Follow-up and evaluation by all staff and faculty with recommendations for revisions of working model.

16. First-year Evaluation & Planning Session: July, 1982.
Results of evaluations and monitoring will be considered and budget results for 1982-83 will be available. A work session of all involved staff and supporting organizations will be held to review these results for consideration of modifications of the working model and for corrections of flaws.

G. AGENTS WHO WILL IMPLEMENT include the Center for Educational Rehabilitation Studies, University of Alaska, Juneau, and the Alaska Division of Adult Corrections. The key staff will be:

UWW/CEDRS Director (Dr Randall Ackley): Dr Ackley has over twenty years of higher education experience including twelve years as an administrator and developer and manager of experimental programs. He has eight years experience in Native American higher education and has his doctorate in American Studies (Native American Literature, Philosophy, Ethnohistory). He has also been the director of prison programs since 1977 for the University of Alaska, Juneau. He has both community college and university teaching and administrative experience and is well known for his work with American Indian literature, correctional education, and innovative educational structures (see Vitae attached).

Associate Professor of History/Evaluation Coordinator (Dr Stephen Duguid): Dr Duguid was the director of the Matsqui project with the University of Victoria for six years. He has published widely on the subject of Moral Development and prison educational programs. His work with pedagogy, "just" structures, and evaluation have brought him into prominence in Canada and the U.S. He is at work on a major work on correctional education and works closely with the Canadian government in this area (see Vitae and attached article).

Assistant Professor of Alaska Native Studies (Nora Dauenhauer): Ms Dauenhauer is well known as an authority on Native education and languages. She is a traditional Tlingit and has authored several books on Alaska Native languages with her husband, Dr Dauenhauer.

Associate Professor of Literature (Dr Richard Dauenhauer, Carolyn Forché, Howard McCord, or Dr Randall Ackley): There are four quite different candidates for this position. Dr Dauenhauer is an authority on Native education,

comparative literature, and Native American literature. He has served for several years on the faculty of Alaska Pacific University. Ms Forche is a well known poet, former Guggenheim fellow, with a strong interest in imprisoned people as evidenced by her work in El Salvador. She has worked as a Poet in the Prisons and is on the faculty of the University of Arkansas. Professor McCord is a widely published writer (about twenty books) and teacher. He is a Professor of English at Bowling Green State University and is exceptionally well-read and a brilliant teacher.

Dr Ackley is an Associate Professor of Humanities and the program director. He has twenty years experience teaching literature and has worked in prisons for four years. The faculty member would be selected on the basis of availability, level of funding, and the total program.

Other key faculty are Jane Linden, Artist-in-Residence, Molly Smith, Artist-in-Residence, Sheila Nickerson, Writer-in-Residence, Sue Koester, Instructor/Administration-Evaluation Specialist, Joan Wauters, Instructor/Learning Center Specialist, Rev Grogan, Support Services Specialist.

Several staff will be added over the three year period including the following:

Tutor/Counselors, Alaska Native Artist-in-Residence, Vocational Education Coordinator, Community Programs Specialist, and various adjunct faculty. The larger correctional centers also have staff members directly involved in the program as Educational Associates (Ardell Filip-Fairbanks, Stan Reed-Eagle River, Kathy Boyd-Ridgeview, Maryjo Welch-Juneau, Dave Johnson-Palmer).

H. PARTICIPANTS affected have been participating as feasible with a prison program. Advisory groups have considered all major planning and we have added an ex-offender who is a graduate of the program as an intern. There have been planning workshops involving all affected faculty and staff with

a preliminary meeting at the invitation of the Director of Corrections in March, 1980, an orientation meeting in May, 1980, and planning sessions in August and November, 1980. The final meeting produced a working plan for 1981-86 which was the program proposed in this narrative. All networking groups have been involved as feasible (see November workshop list of participants).

III. STATEMENT OF OUTCOMES:

We can only provide intermediate outcomes rather than final ones because of the nature of the problem. Many of our students will still be in prison when the Fund project is completed; most will not have been out of prison long enough to make conclusions. However, we do have several indicators that will provide intermediate indications of the results of the program:

1. Participation:

a. All institutions participating with full-service programs.

Three 1981-82, eight 1982-83.

b. Participation increased from 15% to 30% by 1981-82.

Increased from 30% to 50% by 1983.

c. Participation by Alaska Natives at same level as population.

d. Success rate of participants 60% 1981-82, 70% 1982-83.

2. Attitudes as measured by Kohlberg tests indicating significant change in 50+% of participants with two terms and 65% with four terms.

3. Skills, cognitive and moral, increased to Kohlberg level 4 for all participants with four terms in program.

4. Job placement at 100% for all program graduates leaving prison.

We will also utilize a form of the University of Victoria evaluation tool (see appendix for report).

Long-range outcomes desired and expected are to prove improved quality/standard of living for 75% of successful participants, reduced recidivism of 10% after three years.

IV. APPLICANT'S CAPACITY & COMMITMENT:

- A. The proposed project staff (see IT and Vitae) are unusually well qualified and would provide the best correctional education staff in the nation. Dr Ackley, Director; Dr Duguid, Assoc. Prof. History; Ms Dauenhauer, Asst. Prof. Native Studies; Dr Dauenhauer, Prof. McCord, Ms Forche, or Dr Ackley, Literature; and other staff specialists all have unique credentials and will serve the program well.
- B. Record of the institution has been remarkable. Initially, Juneau-Douglas Community College, since 1973, strongly supported education at the State Correctional Center/Juneau, which led into the "Up 'N' Out with the Arts program of 1978-80 and the University Within Walls project of 1980-81. Substantial contribution of time of regular faculty and the appointment of a senior administrator to provide direction to the project indicate strong support for the program.
- C. Funding provided by the state has been slow in coming but has increased substantially in the last three years. The Division of Corrections has moved from zero support except for GED tutors to \$280,000 in 1980-81. The University of Alaska has provided a \$110,000 line item to fund the new Center for Educational Rehabilitation Studies. The State Department of Education has provided a Governor's Grant for model programs for \$113,000 and \$45,000 for the initiation of a Food Service Training Program. While funding remains minimal, there are strong indications of support from all parties, Department of Education/Adult Education, the University of Alaska, and the Division of Adult Corrections. Because funding levels are primarily two years in the making, developmental funding is not available at this time. Additional funding will be for program extension throughout the state; and initial developmental funding to provide room for staff training, hiring of a Core Faculty, and time.

as well as to demonstrate that it is possible to break the cycle of incarceration, is an absolute necessity unless we are to sit on "hold" for another program year. It is almost positive that the state will increase funding to pick up the costs as we demonstrate our ability to meet the problem. We have moved from \$35,000 in 1977 from CETA to \$390,000 in state funds in 1980, with a total funding through direct state funds and state administered federal funds of \$519,000 in the current year.

V. PLANS FOR WIDER IMPACT.

The preliminary proposal reviewers expressed some questions concerning the "unique" quality of Alaskan prisons and prisoners. We can demonstrate that Alaskan prisons are smaller than most prisons but that they have the same characteristics as other larger institutions. Through dialogue with correctional educators at regional and national meetings and through extensive readings in the literature, it is clear that prisons are basically the same. Variations are in the minimum security and special prisons with your "basic" prison or jail being an American model. Prisoners in Alaska are younger and slightly better educated than prisoners in the "lower 48". This is a reflection of Alaskan general population demographics but is not significant in program development. It reduces the need for Adult Basic Education programs and increases the demand for postsecondary education; however, the differences are merely in numbers. The Alaskan population would seem easier to work with in an educational program; however, the almost identical percentage of minority prisoners makes it just as difficult as in the "lower 48". The atmosphere in Alaskan prisons is much like that in medium or minimum security prisons down "South". There are few long-term or "lifer" prisoners in Alaska, since the state still sends 200+ prisoners to prisons in the "lower 48" as part of an interstate contract.

These prisoners are those serving the longest sentences and the most violent who required special security conditions not readily available in Alaska. This means that there is no long-term, maximum security prison in Alaska, at present. The atmosphere of that kind of prison is lacking in our nine correctional centers. But two of our prisons are maximum security and many of the prisoners are doing up to ten years. The differences are not significant except in comparison with the major penitentiaries. Our model program would be replicable in any prison or jail; however, it would have problems in a heavy security penitentiary, just as all programs have major problems in that kind of institution. It would be replicable in that kind of institution but with warnings that the success would depend upon minimizing the harshest conditions of that kind of institution.

A brief review of demographics for comparative purposes:

<u>National</u>	<u>Alaskan</u>	<u>Characteristic</u>
97%	94%	male
51%	50%	white
49%	50%	minority
7%	20%	age under 20
30%	34%	age 20-25
37%	53%	high school graduate or higher including GED
60% income - \$6000	60%	unemployed at time of incarceration

The age differences are indications of the future in all states, as are the educational differences. Decreasing age of offenders and with parallel increases in educational levels are national characteristics, making Alaska an excellent working model for future program development nationally.

(see appendix for further information on demographics)

Further dissemination and impact will be produced by publications.

Dr Ackley has been invited to write a book for librarians with Sheila

Nickerson. He and Dr Duguid are collaborating on a book on correctional education with the programs at both institutions providing the material for the book (Dr Duguid will be the major author). Dr Ackley has been invited to deliver papers at the University of Victoria, the University of Quebec, the American Association of Community and Junior Colleges national conference, the national meeting of the Correctional Education Association, and the conference of the National Council of Instructional Administrators. Some of these papers will be published and disseminated to both correctional professionals and educators nationally. The participation of Dr Elsa Wasserman of the Center for Moral Development will provide some national interest. The Alaskan program and the Canadian program should provide major research materials for the substantiation of Dr Kohlberg's theories with prisoners. Evaluation reports will form the basis for future articles and papers. These will be published in the journal of the Correctional Education Association and other professional journals. It would seem impossible if the presence of a working model with publication of successful results would not bring about change in correctional institutions nation-wide. I would predict that the Alaskan and Canadian programs will serve as national models for the remainder of the century.

POST SCRIPT: 1. The cost of incarceration has not been mentioned in this proposal and it should be. A "career criminal", who never commits a serious crime, will cost the state \$1,000,000 during his/her lifetime in direct incarceration costs alone. This would pay for a state-wide program for a year for 400 full-time students. This does not include costs of courts, police, family welfare, victims, and the loss of a person. Each prisoner in Alaska costs \$23,000 per year for direct costs. Each new bedspace in Alaska costs \$125,000. Breaking one person out of this cycle for only one year would pay for the cost of rehabilitation for

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four men for a year. If the program could reduce the need for building one additional bedspace, it would pay for thirty men to participate full-time for a year. A single ex-offender who returns to society as a fully employed tax payer will repay the total cost of his/her education in six months. This is in simple terms and excludes the costs in property, the costs in victims, the costs for broken families, the costs of courts, lawyers, police, social agencies. Rehabilitation is one of the most cost-effective activities that can be entered into. It does not take 100% success to pay for itself, it takes only 10% or less. Reducing recidivism by extending the time a person stays out of prison by one year, or reducing recidivism by keeping 10% of the repeaters out of prison by the time they reach thirty-five, would be major successes. We strive for those small successes.

2. The United States is the most violent nation in the world, excluding wars perhaps (and we participate in our share of those). This violence is the result of psychological aberrations, demoralization resulting from social conditions, human diversity, cultures and sub-cultures. The first should be responded to by mental institutions not prisons. The others can be responded to, once the offenders have entered the cycle of incarceration, by major and innovative habilitation programs. Education has always been our major socialization device; it can work under these conditions if we can improve its efficiency, develop it as a broad spectrum activity rather than a screening activity, and take advantage of both research and technology. Our proposed program is built upon three major successful programs and the successes and mistakes of decades of educational experimentation. We are building a good school where it may be needed most and where it can be tried the hardest. It may provide an example of what the public schools could do.

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with Miller + Jack Fuller

U of U control vs. Some other - Tely, Lewis, Kelly, etc
only place in U.S. where working / Fuller

Dr. Ronald Ackley of U of U :

started @ Lemmon Creek

Harvard says a premier National program

4 yr / stud. / 12 mo.

50% ^{of all persons} have H.S. diploma - highest in U.S.

- Jerry Healey - DoE ... to do a corr = Dept.

- is there interest ↑ in # of pres. + lengths of terms ?