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LOYOLA MARYMOUNT UNIVERSITY

Listening to the Experts:
Correctional and Community College Administrators' Perceptions of How Collaboration Contributes to the Public Value of a Postsecondary Correctional Education Partnership

by

Luis S. Garcia, MSW

A dissertation presented to the Faculty of the School of Education,

Loyola Marymount University,

in partial satisfaction of the requirements for the degree

Doctor of Education

2017

Listening to the Experts:

Correctional and Community College Administrators' Perceptions of How

Collaboration Contributes to the Public Value

of a Postsecondary Correctional Education Partnership

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by

Luis S. Garcia

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This dissertation written by Luis Garcia, under the direction of the Dissertation Committee, is approved and accepted by all committee members, in partial fulfillment of requirements for the degree of Doctor of Education.

February 21, 2017
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DEDICATION

This dissertation is dedicated to my father, Luis A. Garcia, my mother, Marlene L. Garcia, my middle sister, Catalina Garcia, and my youngest sister, Teresa Garcia-Leys. As a Mexican American male born to a seventh-generation mother and a first-generation father, this journey would not have been possible without the unconditional love from my parents. Also from the love of my maternal grandparents, Albert S. Maldonado and Socorro L. Maldonado, and my paternal grandparents, Luis N. Garcia and Sarah A. Garcia. To my first-cousin Albert Maldonado, your unconditional support and presence along this journey, I know Grandpa Albert is smiling. To all my family members, this journey was made possible from your love I received from you during the darkest and brightest periods of my higher education journey.

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Ad Majorem Dei Gloriam.

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LIST OF ABBREVIATIONS

ASE	Adult Secondary Education
CCCCO	California Community College Chancellor’s Office
CDCR	California Department of Corrections and Rehabilitation
ESC	Executive Steering Committee
LAO	Legislative Analyst Office
LASD	Los Angeles County Sherriff’s Department
MCJ	Men’s Central Jail
PSCE	Post-Secondary Correctional Education
PMB	Population Management Bureau
TTCF	Twin Towers Correctional Facility
USDOE	US Department of Education

Listening to the Experts:

Correctional and Community College Administrators' Perceptions of

How Collaboration Contributes to the Public Value

of a Postsecondary Correctional Education Partnership

by

Luis S. Garcia

This research examined correctional and community college administrators' perceptions of collaboration and the public value impact of a PSCE partnership through a systems thinking conceptual framework. Through interviews, observations, and document reviews, I determined how these perceptions aligned with the public value of a PSCE partnership. This was a basic qualitative study involving six participants from two public agencies. Findings from this study indicate that administrators recognized:

- Public Safety Realignment legislation contributed to the viability of a PSCE partnership in a county jail system.
- Public safety improvements in the county jail system promoted a jail environment to facilitate the success of a PSCE partnership.
- Service coordination with jail in-reach services promoted a continuum of services to enhance the PSCE partnership.

- An improved jail culture has contributed to the collaboration by administrators of the PSCE partnership.
- Improved interagency communication has contributed to a better understanding of the missions of both partners.
- Promoting correctional best practices has contributed to improving the collection of program data of the PSCE partnership.
- Recommendations for practice and for future research are provided.

CHAPTER ONE

INTRODUCTION

Throughout the history of correctional institutions, the role of education in carceral environments has been shaped by the systemic conflict between security, punishment, and rehabilitation (Silva, 1994). Despite this conflict, correctional administrators across the nation have contributed to a robust history of promoting educational opportunities for the incarcerated. Indeed, as a nineteenth-century State of California correctional administrator said regarding the inherent human potential of access to educational programs inside the state's nascent correctional system, "Within every man, there is a germ of goodness" (Bookspan, 1991, p. xix). My own belief in the transformative potential of education within the carceral environment originated directly from lived experience as an inmate who accessed correctional educational opportunities while incarcerated in county and state correctional systems, successfully accomplishing a personal milestone by earning my adult high school diploma while incarcerated in the Los Angeles County jail. My education put me on a path to seeking higher education opportunities and to contribute to enhancing education equity for correctional populations in a professional public service capacity.

Educational Leadership for Social Justice Context

Leadership embracing a social justice orientation has striven to generate awareness and action toward a just society. Normore, Fitch, and Camp (2012) described social justice as being concerned with equal justice in all aspects of society, requiring a vision towards the promotion of a just society in which people have equal rights and opportunities. Thus, an educational leadership for social justice orientation has challenged systems because it has required leaders to

think differently about the purpose, structures, and values of their respective systems. This dissertation is committed to describing a vision toward achieving a just society by documenting the perceptions of correctional and community college administrators as a contribution to creating a renaissance of correctional education opportunities inside the Los Angeles County jail system.

Context of the Research Problem

Since the 1990s, correctional populations across the United States have grown to an unprecedented number of nearly 2.3 million prison inmates incarcerated in federal, state, and local correctional systems—the highest incarceration rate in the world (Walmsely, 2010; West, Sabol, & Greenman, 2010). The State of California has had a similar trajectory, as its prison population rose from approximately 67,000 inmates in 1987 to an alarming 171,000 inmates in 2007 (Legislative Analyst Office [LAO], 2009). This growth in California's system has impacted the correctional programming available to prison inmates and has contributed to landmark reforms to the state's correctional system over the past several years (LAO, 2012). One such reform was the passing of the Public Safety Realignment Act (AB109) (2011). This historic legislation was designed to reduce the state's prison population by shifting the responsibility for low-level correctional populations away from the state system to the local county level (LAO, 2012). To this end, the county of Los Angeles has taken over primary responsibility for the incarceration and correctional rehabilitation of the aforementioned populations within its local correctional system.

The Los Angeles County Sheriff's Department (LASD) is responsible for operating and maintaining the largest county jail system in the United States. The department has the primary

responsibility, through its Custody Division, to provide for the care, custody, security, and rehabilitation of all sentenced and pretrial inmates housed within the jail system, which has included six correctional facilities throughout the county of Los Angeles. As a result of learning from a pioneering strategic partnership between the California Department of Corrections and Rehabilitation (CDCR) and the California Community Colleges Chancellor's Office (CCCCO), the LASD entered into a partnership with Coastline Community College to provide Post-Secondary Correctional Education (PSCE) programming to county jail inmates. This collaboration between the LASD and Coastline has demonstrated a complex, innovative effort by correctional administrators and community college administrators to promote higher education opportunities as an investment toward safer and more stable communities, thus enhancing public safety.

Background

As state and local correctional systems have promoted public safety by incarcerating convicted felons, correctional administrators have increasingly sought to implement innovative and effective correctional rehabilitation programs to curb recidivism. A key strategy that has been found to be effective in California and across the nation has been partnerships in which community colleges have provided postsecondary educational opportunities to correctional populations (Erisman & Contardo, 2005; Gorgol & Sponslor, 2011; U.S. Department of Education, 2009). Community colleges have been an ideal partner, given their long history of serving the community and educating students with basic skills and career-based knowledge and skills.

Correctional administrators have been responsible for the management of correctional programming in a federal, state, or local correctional system. Thus, within the correctional environment, custody personnel and other institutional administrators—such as correctional education administrators—must ensure that effective programming practices are achieved. Correctional programming for correctional populations has included employment in correctional industries, mental health and substance abuse treatment, life skills training—such as anger management—and correctional educational programs at all levels from basic education to vocational training and postsecondary education (Klein, Tolbert, Burgarin, Cataldi, & Tauschek, 2004; Lawrence, Mears, Dubin, & Travis, 2002). Historically, correctional programming in the United States has been predicated on the belief that correctional systems could contribute to the rehabilitation of correctional populations (Austin & Irwin, 2001; Lawrence et al.; LoBuglio, 2001). However, tough-on-crime policy shifts—rather than focusing on the rehabilitation of correctional populations—have created complex challenges for correctional administrators seeking to implement effective correctional programming (Wright, 2001). Thus, successfully implementing and sustaining correctional programming such as correctional education has required the dedicated effort of correctional administrators across the nation.

Correctional education programs have existed since the inception of the first prison (Coley & Barton, 2006; Mackenzie, 2006). Premised on the belief that rehabilitating correctional populations was more effective than threatening further punishment, correctional education programs have encompassed five general categories: adult basic education, secondary/General Education Development, vocational training, postsecondary programs, and life skills (Klein et al., 2004). Postsecondary education programs—commonly referred to as

PSCE programming—have played a unique role in the history of corrections and rehabilitation given their status as more ancillary programs dependent on collaboration with higher educational institutions (Gehring, 1997; Silva, 1994; Winterfield, Coggeshall, Burke-Storer, Correa, & Tidd, 2009).

In the late 1960s, PSCE programming became prevalent in correctional systems across the nation through the establishment of the federal Pell Grant program. As a result, Pell Grants became a significant revenue source for program administrators funding indigent prison inmates participating in PSCE programming. Thus, publicly funded PSCE programs became widely embraced primarily in federal and state correctional systems across the nation through PSCE partnerships with higher educational systems (Gehring, 1997). Nonetheless, despite the relative success of PSCE programs, a provision in the Violent Crime Control Act of 1994 eliminated federal Pell Grant funding (Messemer, 2003; Tewksbury & Taylor, 1996). This legislation immediately had an adverse impact on the prevalence of PSCE partnerships within correctional systems across the nation (Messemer; Silva, 1994; Wees, 1995). Since then, several state and federal correctional systems have been able to either continue or reestablish PSCE programs within their respective systems in spite of the elimination of Pell Grant funding in subsequent years (Erisman & Contardo, 2005; Messemer).

Over the past decade, the Institute for Higher Education Policy and the United States Department of Education Office of Vocational and Adult Education have examined PSCE programming and correctional partnerships with community colleges, respectively (Erisman & Contardo, 2005; Gorgol & Sponslor, 2011; United States Department of Education, 2009). A common theme in these reports has been that PSCE programming has remained one of the

crucial strategies used by correctional administrators to reduce recidivism and to curb the growth of the nation's correctional populations. Indeed, the literature has continued to demonstrate positive post-release outcomes, such as reduced recidivism rates and improved post-release employment opportunities and earnings for correctional populations participating in PSCE programs while incarcerated (Batiuk, Lahm, Mckeever, Wilcox, & Wilcox, 2005; Batiuk, Moke, & Rountree, 1997; Chappell, 2004; Gaes, 2008; Meyer, Fredricks, Borden, & Richardson, 2010; Steurer, Smith, & Tracy, 2001; Winterfield et al., 2009).

Correctional philosophy has strongly influenced how PSCE partnerships have operated within correctional systems (Cullen & Gendreu, 2001; McGuire, 1995, 2002). A successful PSCE program has required strong and constant support from correctional administrators, custody staff, and correctional education administrators (LoBuglio, 2001). Increasingly, correctional administrators—much like community college administrators—have been called upon to partner and collaborate beyond traditional organizational boundaries to more effectively address the challenging issues facing their respective systems (Beuttner, Morrison, & Wasciesk, 2002; Buys & Bursnell, 2008; McGarry & Ney, 2006). However, countering negative staff perceptions toward higher education opportunities for correctional populations has been a constant challenge within the correctional environment (Tewksbury & Mustaine, 2005). As the tough-on-crime pendulum has shifted toward rehabilitation, the provision of correctional programming correctional systems across the nation has been directly impacted (Cullen & Gendreu, 2001; McGuire, 2002). Innovative partnerships between correctional systems and community college systems have continued to foster a collaborative public safety effort toward recidivism reduction (Erisman & Contardo, 2005). Ultimately, as 95% of members of

correctional populations has been likely to return to the community (Harrison & Beck, 2006; Hughes & Wilson, 2002), this critical intersection between correctional and community college systems has provided an important opportunity for these public entities to contribute to recidivism reduction through educational opportunities for correctional populations—an historically marginalized population seeking access to educational opportunities (Lattimore & Visher, 2009).

The State of California penal code mandates that the primary purpose of imprisonment for crime is punishment and that the rehabilitation of inmates should be made available through education and self-improvement programs (California Penal Code, 1170 (a) 1-2), whereas the primary mission of the California Community Colleges system has been "to provide academic and vocational instruction at the lower division level to both younger and older students, including those persons returning to school" (California Education Code 66010.4 [a] 1). To this end, an innovative partnership between the CDCR and CCCCO to provide PSCE programming between a California state prison and a community college commenced in the Southern California region in 2001 (Fong, 2007). This collaboration was remarkable given that virtually no support was available and public protests were held in the local community by the correctional officers' association in the nascent years of the partnership. Despite these challenges, correctional and educational administrators who saw the public value of this partnership proceeded to implement a successful mission-driven PSCE partnership inside a California state prison (Erisman & Contardo, 2005). Consequently, this collaboration has become the model for additional partnerships between the CDCR and other Community College Districts (Fong).

In 2011, the State of California enacted Public Safety Realignment through the passage of Assembly Bill 109. As a result of this legislation, local county correctional systems assumed responsibility for incarcerating, supervising, and rehabilitating nonviolent, low-level offenders. This shift in responsibility was designed to alleviate state prison overcrowding to comply with a recent U.S. Supreme Court ruling (California Department of Corrections and Rehabilitation, 2013). As such, nonviolent, low-level offenders have been diverted from the state's correctional system to local systems. Thus, county correctional systems have assumed the primary responsibility of providing increased correctional rehabilitation programs such as basic skills education, substance abuse treatment, vocational, and other rehabilitative services.

In 2010, the LASD Custody Division restructured correctional rehabilitation programming across the county jail system with an education-based incarceration philosophy focused on "deterring and mitigating crime by investing in its offenders through substantive education and rehabilitation programming" (Baca, 2010, p. 54). The LASD, in seeking to replicate the success of the CDCR and CCCCO partnership, started a PSCE partnership with Coastline Community College in the spring of 2013. In the creation of this partnership, the LASD began an innovative collaboration to provide higher education opportunities through the community college inside the county jail system.

According to Silva (1994), despite myriad examples of success and opposition to higher education in correctional systems across the nation, higher education systems such as community colleges have been able to deliver higher education within correctional systems precisely because correctional administrators have allowed it and have been generally supportive. However, in spite of evidence of cooperation and support, Silva added, the correctional and community

college systems have not shared the same mission. As history suggests, providing correctional populations access to higher education within the nation's correctional systems has remained a politically controversial subject despite public attitude shifts toward rehabilitation as an effective option (Pew Center on the States, 2012). Yet, historically, public agency leaders have successfully developed effective partnerships and have valued these collaborations, which ultimately have been an investment in safer and more stable communities. In this study, I sought to understand this context within the Los Angeles County jail system.

Statement of the Problem

Correctional and community college administrators have increasingly sought innovative strategies to provide correctional programming to correctional populations. Innovative PSCE partnerships have provided a bridge to higher education opportunities for correctional populations over the past decade—since the demise of federal Pell Grant funding (Erisman & Contardo, 2005; Gorgol & Sponslor, 2011; United States Department of Education, 2009). Even as the effectiveness of PSCE programs within correctional systems has been well documented, studies providing in-depth analysis of administrators' perceptions of how collaboration has contributed to the successful implementation of a PSCE partnership in a local correctional system have been limited. A study of administrator perceptions could provide a needed catalyst for increasing bridge programs that could serve correctional populations seeking access to higher education opportunities while incarcerated.

Purpose of the Study

The purpose of this study was to gather a small sample of administrator perceptions of how collaboration has contributed to the successful implementation of a PSCE partnership within

the Los Angeles County jail system, as well as to understand how these perceptions have aligned with shared understandings of the partnerships' contribution to public value (Moore, 1995). Since realignment, the LASD has become an innovative leader in the development of this unique partnership with Coastline Community College. As each respective administrator has been a specialist and expert in his or her own right, understanding how collaboration between these two public agencies could make a unique and important contribution to public safety, and systems transformation could be valuable information.

Research Questions

This study was designed to answer two questions:

- What were the correctional and community college administrators' perceptions of the PSCE partnership's impact on public value?
- What elements of the collaboration of the correctional and community college administrators have impacted the success of the PSCE partnership?

Research Design and Methodology

This study employed a basic qualitative research design to gain insight into the perceptions of collaboration and public value of a PSCE partnership. As described by Merriam (2009), "Researchers conducting a basic qualitative study would be interested in (1) how people interpret their experiences, (2) how they construct their worlds and (3) what meaning they attribute to their experiences" (p. 23). This study used three strategies to generate data on the perceptions of correctional and community college administrators who, at the time of this study, were responsible for the administration of a PSCE partnership within the Los Angeles County Jail system:

- Formal in-depth interviews with a total of six participants. Four participants were from the Los Angeles County Sheriff's Department and two were from the partnering community college. All participants were senior administrators.
- Analysis of documents related to institutional policies and practices. These documents included program guidelines, public documents, and print and visual media presentations.
- On-site observations. Observations at respective sites were conducted to get a sense of the physical, social, and cultural contexts in which the institutions operate.

Significance of the Study

Realignment legislation has provided a valuable opportunity to a local commitment to rehabilitation within the Los Angeles County criminal justice system. This study aimed to provide useful leadership support to guide correctional and higher education administrators and other stakeholders at the local level in their collaborative efforts to provide higher educational opportunities to local correctional populations. For more than a decade, PSCE partnerships have successfully contributed to recidivism reduction through the promotion of higher education opportunities for state prison inmates in the State of California (Fong, 2007). Therefore, access to higher education programs for county jail populations has been a valuable evidence-based public safety strategy to reduce recidivism; to a population that has have been deemed the "most educationally disadvantaged population in the United States" (Klein et al., 2004, p. 1).

Conceptual Framework

The conceptual lens of this research was grounded on a conceptual framework of systems thinking (Senge, 2006). Systems thinking is the conceptual cornerstone—also called the *fifth discipline*—of Senge's five-discipline framework, which describes all parts of a system as interrelated and affecting each other. Senge defined systems thinking as the discipline that integrates four other disciplines—personal mastery, mental models, building a shared vision, and team learning—into a coherent body of theory and practice. This framework provided a conceptual lens for understanding the perceptions of LASD and Coastline Community College community college administrators.

Limitations of the Study

This study has several limitations, which may have impacted its reliability and generalizability. The research was conducted in Los Angeles County with administrators of the LASD and the Coastline Community College, and therefore may not be generalized to other populations across the country. A topic like PSCE for inmates often has resulted in polarization, with the high possibility that the study participants involved expressed political and personal biases. Finally, the intent of this research was not to correct disparities in PSCE participation but rather to promote the successes and to acknowledge any limitations of the partnership. LASD has ultimate statutory control over the provision of PSCE programs within the county jail system. As the researcher, I held the potential to show bias as a formerly incarcerated person.

Delimitations of the Study

This study was limited to senior correctional and community college administrators of a PSCE partnership located in Los Angeles County. It did not involve the perceptions of lower

level administrators, incarcerated persons included or not included in the program, community members, or lawmakers.

Assumptions

This study was based on the assumption that participants selected for the study were knowledgeable in PSCE programming and/or implementation within their system. It was also assumed that administrators who were interviewed answered questions honestly and professionally. As a formerly incarcerated individual, I have lived experience regarding the barriers that inmates must overcome to earn an academic credential within and outside of the correctional environment, and I assumed that the interviewees did not have that perspective.

Organization of the Study

This study is divided into five chapters. Chapter 1 provides an introduction to the context, the purpose of the study, and the research questions and methodology. Chapter 2 presents a review of the literature relevant to this study, which strengthened the framework for the study. Chapter 3 outlines the methodology for data collection, which employed a basic qualitative design. Chapter 4 provides a presentation and analysis of data and study findings. The last chapter includes a discussion of the main findings, recommendations for the field, and a summary of the study.

Definition of Terms

Collaboration: Organizations or individuals coming together, sharing information, altering activities, and sharing resources in mutual commitment to and with mutual accountability for a shared larger purpose (McGarry & Ney, 2006).

Criminal Justice System: The entire group of agencies and policymakers charged with developing the policies, practices, and procedures for the enforcement of our criminal laws, statutes, and ordinances (McGarry & Ney, 2006).

Postsecondary Correctional Education: Academic or vocational coursework beyond the high school diploma that can be utilized toward a certificate, associate's, bachelor's, or graduate degree (Winterfield et al., 2009).

Public Safety: Assuring the protection of the community and of individuals (Carter, 2010).

Public Value: Moore (1995) has emphasized that a key assumption for any service provided by the public sector is that the service or product delivers a value for its constituents.

Recidivism: When a former inmate commits a criminal act that results in re-arrest, reconviction, or return to prison within three years of release (US Bureau of Justice Statistics, 2012).

CHAPTER TWO

LITERATURE REVIEW

The purpose of this chapter is to provide a review of the literature through a conceptual framework of systems theory as it pertains to PSCE programming, correctional and community college PSCE partnerships, the role of correctional and community college administrators, and the importance of collaboration between these two respective systems in terms of public value. The purpose of establishing the conceptual framework to guide this literature review was to increase the understanding of the processes, practices, and relationships that have enabled correctional and community college administrators to work collaboratively to improve public safety and reduce recidivism through education. Specific systems investigated included correctional facilities, their populations including educational attainment, their administration, the philosophy and organization of educational programs within them, as well as specific programs in California.

The Systems Thinking Conceptual Framework

Correctional and community college systems traditionally have been people-centered organizations. Little could have been accomplished successfully within these systems without a coordinated involvement and support of those who have had some stake in the organization. How well administrators within these organizations have worked together toward achieving a common goal has been inextricably linked to respective systems success and has been predicated on the strength of the collaborative relationships constructed within these systems and with various community partners (Council of State Governments, 2003; McGarry & Ney, 2006; Rinehart, Lazlo, & Briscoe, 2001; Rogers, Wellins, & Conner, 2002).

Senge (2006) defined *learning organizations* in his book *The Fifth Discipline* as "organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free and where people are continually learning how to learn together" (p. 3). Accordingly, a learning organization is perceived as a strategic commitment to capturing and sharing learning in the organization for the benefit of individuals, teams, and the organization. Senge described a model of five interdependent disciplines necessary for an organization to pursue learning within a system. Identifying systems thinking as the fifth discipline, Senge suggested that thinking systematically is instrumental in the learning and change process. He described the five disciplines:

- Personal mastery is the discipline of continually clarifying and deepening personal vision to create the results most desired;
- Mental models is understanding the deeply ingrained generalizations, or mental images influencing how employees see and understand the world and how they take action;
- Shared vision is the collaborative creation of organizational goals, identity, visions, and actions shared by members;
- Team learning is the process of learning collectively; and
- Systems thinking is a view of the system that sees all parts as interrelated and affecting each other.

Thus, as defined by Senge, the five disciplines work together to create the learning organization through the capacity of administrators and employees to sense and interpret a changing

environment; to input new knowledge through continuous learning and change; to imbed this knowledge in systems and practices; and to transform this knowledge into outputs within the organization. The extent to which these disciplines have related to correctional facilities as organizations was a focus of this study.

Overview of U.S. Correctional System: Types of Correctional Facilities

The correctional system in the United States has been described as an integral part of the overall criminal justice system and is the segment responsible for the incarceration of the correctional populations within federal, state, or county correctional facilities (See Appendix A). Generally, convicted felons who have committed federal crimes are housed in the federal prison system. At the state level, felons who have committed serious or violent felonies are sentenced to a state prison system, whereas, local county jail systems generally house individuals waiting adjudication of criminal cases or convicted felons with sentences of less than one year (James, Witte, & Tal-Mason, 1996).

U.S. Correctional Population

Over the last three decades, populations within correctional systems have dramatically risen across the nation (See Figure 1). In 2011, more than 2.1 million men and women across the nation were incarcerated in a federal, state, or local correctional system (U.S. Bureau of Justice, 2011). By 2010, for the first time in history, nearly one in every 100 adults in the United States was incarcerated in a jail or prison, making the United States home to more incarcerated people than any other country (Travis, Western, & Redburn, 2014; Walmsley, 2010).

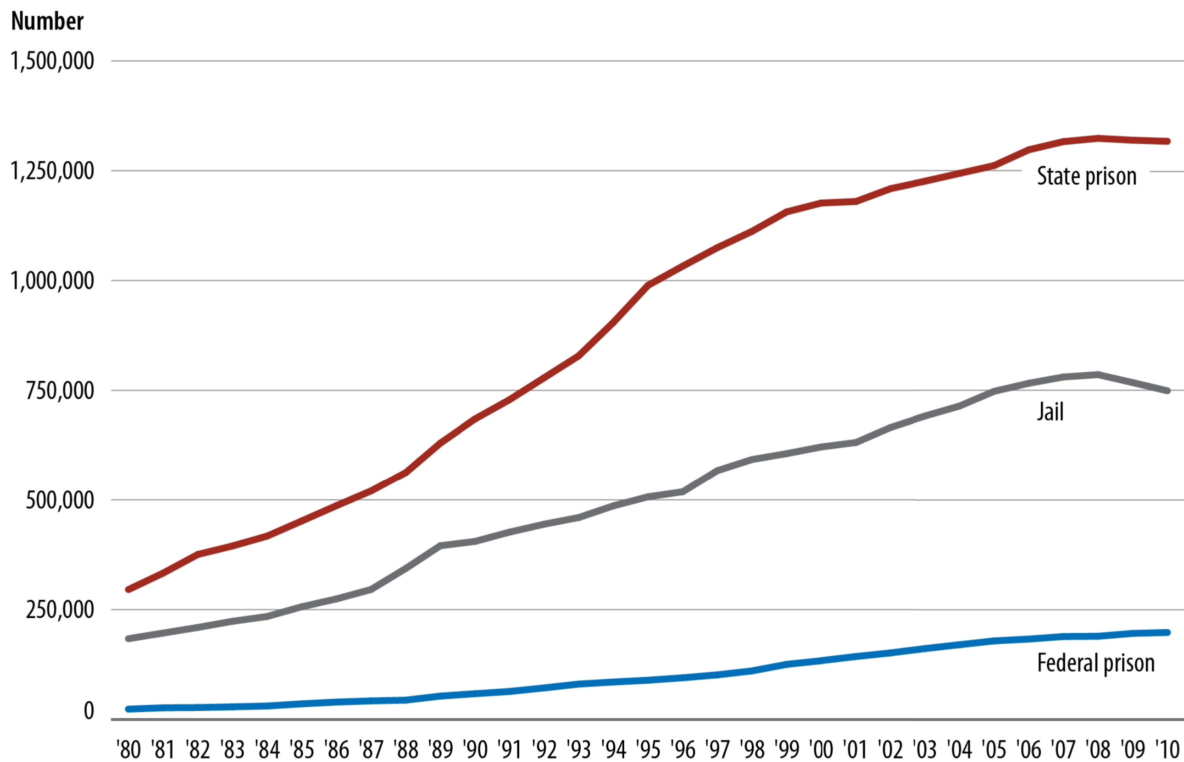

Figure 1. Adult prison and jail populations, 1980–2010. Adapted from Bureau of Justice Statistics, Corrections in the United States (2012). Used with permission.

Inmate Demographics

Correctional populations across the nation have been overwhelmingly male—93% male and 7% female—and men have been 13 times more likely to be incarcerated than women (West et al., 2010). In 2010, the male prison population was 39% African American, 33% White, and 21% Hispanic/Latino (West et al.). Moreover, the incarceration rate for African American, non-Hispanic males was six times higher than for White, non-Hispanic males, and nearly three times higher than for Hispanic/Latino males. The female inmate population differed in its composition, as 49% was White, 27% was African American, and 17% was Hispanic/Latino (West et al.).

Inmate Educational Attainment

Correctional populations, on average, have had lower levels of education attainment than the U.S. population. For example, 37% of inmates in state prisons and 46% of local jail inmates had attained less than a high school education in 2003, compared with 19% of the general population in the United States (Davis et al., 2014; Harlow, 2003). In addition, the attainment of a postsecondary education credential among state correctional populations was low. Only 11% had at least some college, and of those, only 2% had completed some type of degree. Among federal correctional populations, 24% had some college, and only 8% were graduates. In local jail populations, 10% had some college, with 3% or greater a graduate rate. At the same time, 48% of the U.S. population had attended at least some college classes, and of those, 22% had earned some type of college degree (Davis et al.; Harlow). In an assessment of adult literacy, a U.S. Department of Education study found that inmates were lower in their ability to search, comprehend, and use information; to use documents, and to perform computations, as compared to the general public (Greenberg, Duleavy, & Kutner, 2007). The dramatic rise in the correctional population over the past decades has increased the need for correctional education programming in correctional systems across the nation, as access to such programming while incarcerated could provide correctional populations with skills that would better prepare them to make a positive contribution to society once they are released.

Correctional Administration

According to the National Institute of Corrections (2005), correctional administrators have had two primary goals in the administration of correctional systems—the safe operation of the correctional institution, which has been a primary public safety goal, and the provision of

correctional programming. Through the lens of a systems approach, these elements and the way they are implemented are interconnected in addressing elements of inmate conduct and recidivism.

Institutional Operation

Generally, correctional population members who have been incarcerated in federal, state, or local systems have been administratively classified in correctional programming based on each inmate's security status, which can be at a high, medium, or low level. This practice has ensured that incarcerated individuals were appropriately housed based on the severity of their crimes. Commonly referred to as the classification process, this administrative procedure has been generally undertaken by correctional administrators and custody personnel, in collaboration with other professionals, such as correctional education administrators who have assisted correctional administrators in placing inmates in appropriate correctional programs. Consequently, the inmate classification process has been integral to the effective management of correctional systems. Essentially, this practice has ensured having the right inmates at the right security level in order to reduce inmate misconduct within the institution (Austin & McGinnis, 2004). Indeed, substantial research has demonstrated that a primary method of reducing inmate misconduct and recidivism within correctional systems has been effective correctional programming (Andrews, Zinger, Hoge, Bonta, Gendreau, & Cullen, 1990; Lawrence et al., 2002; McGuire, 1995, 2002; Winterfield et al., 2009).

Correctional Programming

Programming within correctional settings impacts both inmate conduct and recidivism. It has included rehabilitation programs during the daily structured routine of the correctional

institution. These programs have ranged from correctional industries, substance abuse treatment, and mental health treatment, to vocational and correctional educational programming (Lawrence et al., 2002). As a State of Washington Department of Corrections correctional administrator noted with regard to prison misconduct and the benefits of correctional programming—in particular correctional education programming.

> It is good security practice to have inmates engaged in work, education and treatment programs rather than the potential for unrest and increased violence that is clearly associated with inmate idleness. Education programs for inmates are good for public safety--both inside prisons and upon release. (Utecht & Paris, 2010, p. 1)

Correctional Philosophy

Historically, the field of corrections has abided by two basic philosophies toward the provision of correctional rehabilitation (McGuire, 2002):

- Deterrence strategies, which have emphasized negative consequences to reduce undesirable behaviors. Methods have included incarceration, punitive sanctions (e.g., fines, community restraints, electronic surveillance), and "get tough" programs that have taught offenders structure and discipline through models such as boot camps.
- Constructional strategies, which have emphasized reducing undesirable behavior through teaching new skills and providing opportunities to use the new skills. Methods have included increasing a person's opportunities and capacity for positive actions such as skills training education, employment, or helping the person succeed at some new behavior such as drug treatment programs. (p. 3)

Over the last 100 years, correctional administrators have witnessed significant shifts in correctional philosophy in response to societal views on corrections and rehabilitation. McGuire (1995) have elaborated that these shifts emphasize deterrence strategies, and during other periods, reliance on treatment and constructional (rehabilitation) strategies have been common practice. However, McGuire pointed out that no single strategy had been emphasized over this period; rather, the difference has lay in the degree to which correctional administrators relied on one or the other. Cullen and Gendreu (2001) summarized these major shifts in corrections and rehabilitation (See Appendix B). Their summary indicated a turn toward change-focused constructional strategies through evidence-based practice. Increasingly, correctional administrators have utilized evidence-based practice as a strategy in the provision of correctional programming to reduce recidivism and to improve public safety. This move toward evidence-based practice has had a profound and positive impact on the corrections field in determining effective correctional programming within correctional systems (Andrews & Bonta, 2007; Bogue et al., 2004).

Recidivism data estimates have varied, but research has suggested that, within three years of release, four out of ten prisoners will have committed new crimes or violated the terms of their release and will have been re-incarcerated (Langan & Levin, 2002; Pew Center on the States [Pew], 2011). The literature has suggested that given that roughly 95 out of every 100 prisoners would eventually rejoin society (Harrison & Beck, 2006; Hughes & Wilson, 2002), efforts to decrease the likelihood of recidivism should be integral to correctional system goals. Thus, the overarching public safety goal of a correctional system should not just be to run safe, orderly, and secure prisons, but to improve public safety by supporting an inmate's eventual successful

return to the community through evidence-based correctional programming such as correctional education (Andrews & Bonta, 2007; Cullen & Gendreu, 2001; Parent & Barnett, 2002).

Organization of Correctional Education Programs

Correctional education programs and correctional systems have co-existed since 1789 (Gehring, 1995; Silva, 1994). According to Gehring, early correctional education programs were often referred to as the "Sabbath School." The purpose of the Sabbath School was to teach prison inmates how to read so that they could read the Bible. Gehring has reported that between 1826 and 1840, more secular correctional education began to focus primarily on reading, writing, and math. According to Ryan (1995), "It took nearly 100 years for the concept of educating prisoners to receive any appreciable support from the public, lawmakers, and the corrections community" (p. 60). Furthermore, not until the 1960s did the "concept of rehabilitation became a dominant factor in planning and implementing correctional systems in the United States [and the field of correctional education] gained an identity and a place of recognition as an integral part of the total correctional process" (Ryan, p. 60). As a result of this recognition, in the 1970s, the United States government began to support a "holistic" approach to correctional education by increasing the foundational access so that correctional systems across the nation could apply for funding to support their correctional education programs (Hobler, 1999; Ryan). However, by the 1980s and 1990s, public and political support for correctional education wavered. Correctional systems across the nation witnessed dramatic cuts in education funding (Lillis, 1994). Even with these cuts, by 2015, approximately 90% of adult correctional institutions, including federal, state, local and private facilities, provided some type of correctional education program (Coley & Barton, 2006).

Types of Correctional Education

According to the U.S. Department of Education (2004), the goal of correctional education programming is to provide prison inmates with the skills they need to succeed in the workplace. Generally, correctional education programming has been classified into one of six categories:

- Adult Basic Education: Basic skills instruction in mathematics, reading, writing, and speaking English;
- Adult Secondary Education (ASE): Preparation for the General Education Development test or alternative certificate of high school completion;
- Vocational Education: Training to outfit individuals with the generic employability and specific job skills needed to find and hold gainful employment;
- College Coursework: Advanced instruction that enabling inmates to earn college credit that may be applied toward a two-year or four-year postsecondary degree;
- Special Education: Coursework structured for inmates with learning disabilities; and
- Study Release: Release of inmates to attend coursework offered in community schools.

As the above categories of correctional education indicate, by providing correctional programming in correctional systems, correctional education administrators in the criminal justice system possess a unique public value opportunity to impact correctional populations with the academic and occupational skills necessary to becoming productive members of society post-release (Klein & Tolbert, 2004).

Correctional Education Research: An Overview

Given existing recidivism data and the likelihood that 95 out of every 100 inmates return to the community, ensuring effective correctional programming to correctional populations has been a major concern for correctional administrators. The most compelling argument for providing correctional education within correctional institutions has been its role in recidivism reduction. Given this context, a significant body of research has demonstrated the relationship between correctional populations that have participated in correctional educational programming and reduced rates of recidivism and increased post-release employment (Baer et al., 2006; Batiuk, McKeever, Wilcox, & Wilcox, 2005; Bazos & Hausman, 2004; Erisman & Contardo, 2005; Gerber & Fritsch 1995; Jancic, 1998; Mackenzie, 2006; Meyer et al., 2010; MTC Institute, 2003; Nelson, 1995; Steurer et al., 2001; Vacca, 2004; Visher, Debus, & Yahner, 2008; Visher & Kachinowski, 2007; Visher, Smolter, & O'Connell, 2010)

In addition, research has demonstrated that investments in correctional education have provided better cost/benefit outcomes than has investment in simple incarceration. According to Bazos and Hausman (2004), every one million dollars spent on correctional education has prevented close to 600 crimes, whereas the same money invested in simple incarceration has prevented only 350 crimes. Aos, Miller, and Drake (2006), in a State of Washington report, found that correctional education programming in Washington state prisons had produced some of the largest net economic benefits for the state from state funding. The reduced costs to the state were multifactorial, including fewer incarcerated state prison inmates, less expenditure treating victims of crime, and improved future economic contributions by the working, nonincarcerated ex-offenders (Aos et al.).

Wheeldon and Ahlberg (2012) suggested that correctional populations that availed themselves of educational opportunities while incarcerated gained employment at a higher rate, began to pay taxes, and contributed in qualitatively different ways than those who returned to criminal lifestyles. In a summary of the impact of correctional education programming, Wilson, Gallagher, and Mackenzie (2000) found that adult basic education and vocational education programs were positively related to post-release employment and negatively related to future criminal activity. In a meta-analysis of 15 studies conducted during 1990–1999, Chappell (2004) found a negative correlation between inmate participation in prison PSCE programming and the rate of recidivism.

In a study a sponsored by the State of Virginia Department of Correctional Education, inmates who participated in some PSCE courses had significantly lower recidivism rates than those who did not. Moreover, inmates who participated in PSCE programming increased average earnings after release, especially those who had earned an associate's degree. Furthermore, inmates who enrolled in both academic and vocational courses through correctional education programming while incarcerated were more likely to continue their education at a State of Virginia community college after release than were those who did not take any coursework (Lichtenberger & Onyewu, 2005).

Gaes (2008) examined the role of correctional education programming on post-release outcomes based on four meta-analyses that comprised hundreds of studies. Gaes's analysis involved comparing and contrasting differing correctional education programs, adjusting effect sizes for the reduction in recidivism. Wheeldon and Ahlberg (2012) provided a useful map of Gaes's meta-analysis findings (See Figure 2).

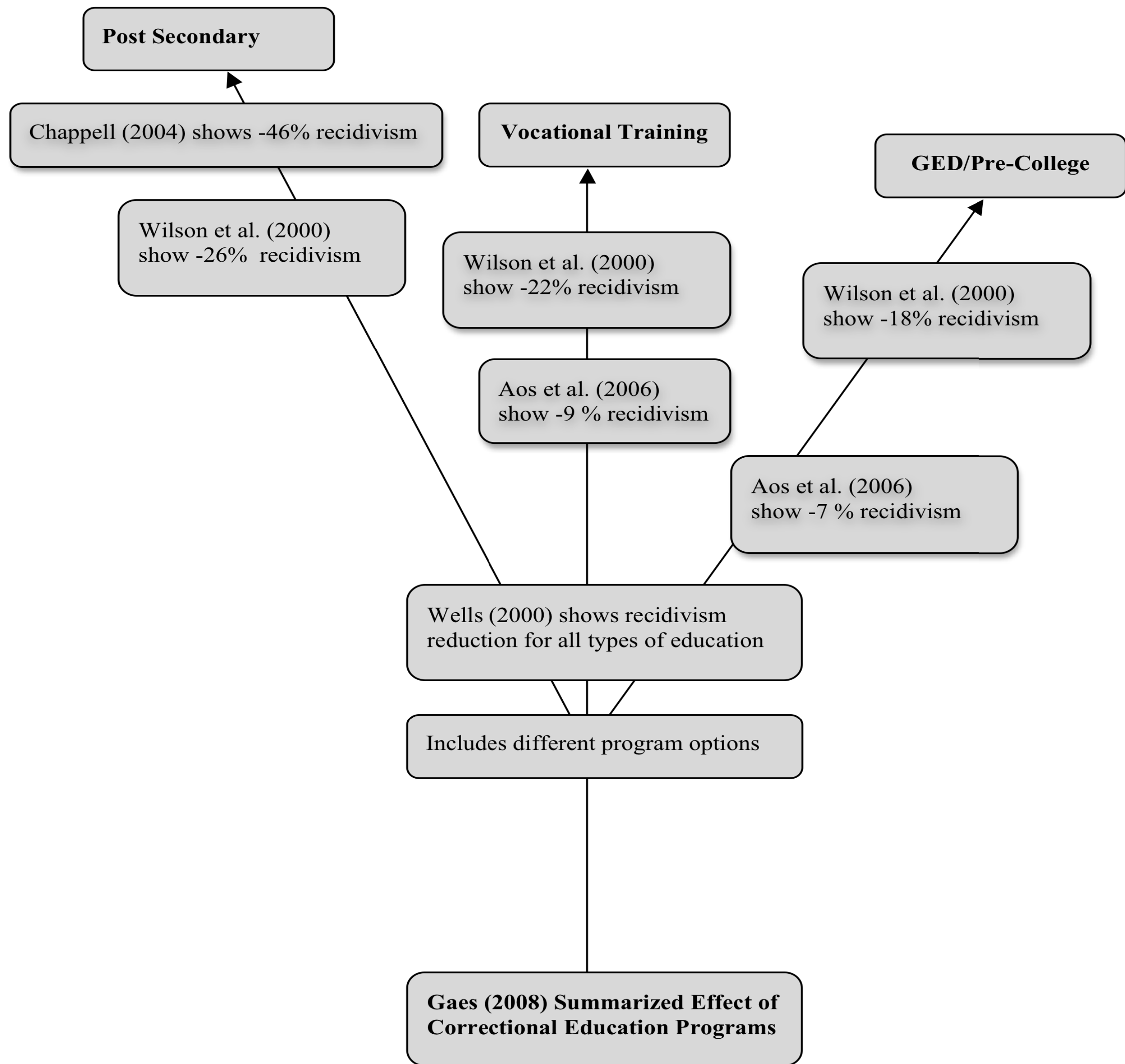

Figure 2. Meta-analyses of correctional education and recidivism. Adapted from Wheeldon and Ahlberg, 2012, p. 184. Used with permission.

Gaes's (2008) meta-analyses suggested that PSCE programming demonstrated effectiveness at recidivism reduction for correctional populations participating in this type of correctional education. Thus, the summarized findings by Gaes bolstered the importance and continued

potential of PSCE programming to decrease recidivism rates. Indeed, Gaes's findings were important given the current context of change-focused strategies through evidence-based practice in the management of correctional systems (Cullen & Gendreu, 2001).

Trends in PSCE Programming

Correctional administrators have engaged in the provision of PSCE programming since the early twentieth century (Silva, 1994). Two of the earliest documented PSCE programs have been traced back to the California and New York state prison systems (Silva). In the State of California, the University of California established a college program with San Quentin State Prison in 1912. In this program, University of California professors visited the prison on weekends and provided correspondence classes to inmates (Gehring, 1997). Several years later, in 1920, Columbia University implemented a program with the New York State Department of Correctional Services to provide correspondence courses to inmates at Sing Sing state prison (Silva).

Wright (2001) posited that in the second half of the twentieth century, three key factors had influenced the expansion of PSCE programming in correctional systems. First, the rise of open-access community colleges had contributed to an increase in PSCE opportunities for correctional populations through community colleges. Wright documented that seven state community college systems in the 1970s—California, Florida, Illinois, New York, Ohio, Michigan, and Washington—had influenced much of the early growth of PSCE programming across the nation. Secondly, Wright suggested that the affordable, low-cost course offerings of community colleges had allowed for expansion, thus explaining their ready availability. Lastly, Wright explained that community college systems had received an added incentive to collaborate

with correctional systems under Title IV of the Higher Education Act of 1965, which allowed community college systems to provide federal education assistance to eligible correctional populations through federal Pell Grants. In this legislative context, publicly funded PSCE programs, in partnership with correctional systems, become formalized across the nation (Erisman & Contardo, 2005). At their height in 1990, 350 PSCE programs provided higher educational opportunities to correctional populations in the United States (Frolander-Ulf & Yates, 2001). During this period, PSCE programs received approximately $35 million dollars annually in Pell Grant funding for higher education, which was less than 1% of the total $6 billion spent on the program that year (Lillis, 1994). However, despite the relative success of PSCE programming, shifts in the sociopolitical climate of the time favored tough-on-crime policies oriented toward strict punishment rather than increased access to correctional education programming (Ryan, 1995). This shift contributed to the formation of an Omnibus Crime Bill called the Violent Criminal and Law Enforcement Act of 1994, HR. 3355. This federal legislation easily passed through the United States Senate and the House of Representatives and was signed into law in 1994 (Tewksbury & Taylor, 1996). As a result, Pell Grant funding for PSCE programming ended, and access to this type of correctional programming was virtually eliminated in state and federal correctional systems across the nation (Karpowitz & Kenner, n.d; Messemer, 2003; Wees, 1995).

Recent Reports Examining PSCE Programming

Learning to Reduce Recidivism: A 50-State Analysis of Postsecondary Correctional Education Policy published by the Institute for Higher Education Policy presented the work of Erisman and Contardo (2005), who conducted a broad national survey of correctional

educational administrators from 45 states and the Federal Bureau of Prisons correctional systems. Three notable trends pertaining to PSCE programming emerged from their findings. First, most higher education institutions providing PSCE (68%) were community college systems. This discovery was consistent with Wright's (2001) finding that established community college systems were more likely than other educational entities to provide PSCE. Second, whereas access to PSCE programming for correctional populations appeared to be on the rise—despite the unavailability of Pell Grant funding—only 14 states plus the Federal Bureau of Prisons enrolled more than 1,000 inmates during 2003–2004. Moreover, these 15 correctional systems were responsible for 89% of all enrollments. Third, in the top five state prison systems—Texas, North Carolina, Washington, Illinois, and California—the program design, whether an onsite or distance model, implementation, and state support of PSCE programming varied from state to state, and even from institution to institution within these state systems (Erisman & Contardo, 2005).

PSCE Implementation

According to Erisman and Contardo (2005), the particular type of correctional system structure impacted the success of the PSCE programming. Erisman and Contardo (2005) found that state correctional systems could either be centralized (coordinated at the state level) or decentralized (state-level support, but coordinated on an institution-by-institution basis). They found that these centralized or decentralized structures could present challenges in creating and implementing a PSCE program within a correctional system, as they might create additional layers of bureaucracy or conflicting priorities such as public agency missions that must be navigated by the administrators of a specific public agency (Erisman & Contardo, 2005). Thus,

the ability of correctional and community college administrators to collaborate on developing and implementing a PSCE program could be supported or limited by the often-complex interagency relationships in a system. For example, in a decentralized correctional system such as the State of California, even if a correctional department at the state level supported PSCE programming, the actual authority to permit collaboration between the state prison and a community college within a specific state prison resided with the warden of that institution. Thus, if the warden objected to the use of public resources as a revenue source for PSCE programming, that warden's institution was unlikely to offer a PSCE program (Erisman & Contardo).

PSCE Support

State-level support—particularly legislative support—has contributed to the success of well-established higher enrollment PSCE program like those in the Texas, North Carolina, Illinois, and Washington correctional systems (Erisman & Contardo, 2005). Moreover, states with the largest PSCE program enrollments—Texas's decentralized and North Carolina's centralized systems—have long been recognized as having an institutional culture of commitment to PSCE programming, as reflected in system-wide legislated policies applicable to all correctional facilities in their respective systems (Erisman & Contardo). Additionally, the State of Washington's and the State of Illinois's correctional systems have benefited from strong legislation to support PSCE programming. Whereas, in the State of California's decentralized system, where legislative support has not been strong for PSCE programming, state-level support between the CDCR and the CCCCO has supported the development of PSCE programming since 2001 through an innovative PSCE partnership model that has become nationally recognized

(Erisman & Contardo). Ironically, the State of California once was a national leader in PSCE programming, with strong partnerships with the California community college and Cal State University systems. However, with state budget cuts and the loss of Pell Grant funding in 1994, all programs were eliminated (Ryan & Woodward, 1987; Wees, 1995).

In 2009, the United States Department of Education Office of Vocational and Adult Education released a report titled *Partnerships Between Community Colleges and Prisons: Providing Workforce Education and Training to Reduce Recidivism*. This report examined community colleges and their partnerships with state prison systems. The study included interviews with correctional education administrators from 11 state correctional systems: Alabama, California, Indiana, Iowa, North Carolina, New Mexico, Ohio, Texas, Virginia, Washington, and Wisconsin. Although the partnership types varied by state, as Erisman and Contardo (2005) concluded, the U.S. Department of Education (USDOE) (2009) study found four consistent, underlying reasons for initiating partnerships by state correctional and community college systems. Primarily, state prisons have sought partnerships with community colleges because of affordability and location, while the community colleges have considered serving the prison population as an important part of their mission opportunities (USDOE). Additionally, administrators reported that a strong sense of collaboration between both systems was vital. Second, geographic proximity of community colleges to state prisons made partnerships easy or difficult to maintain, and community college administrators perceived their institutions as having a special responsibility to the local community. Finally, correctional education administrators suggested that, in order to provide effective PSCE programming, partnerships between the two systems must have in place an effective administrative structure,

adequate funding, appropriate instruction, and practical and creative tactics for addressing such challenges as low program completion rates and negative public perceptions of partnerships within the community (USDOE). Administrators further identified the following reasons for the success of their state programs: “1) a willingness to compromise 2) good communication 3) trust 4) Buy-in from top to bottom in each partner agency 5) shared leadership and 6) a flexible framework to guide the partnership and services provided” (USDOE, p. 29). In summarizing the importance of collaboration and encouraging replication of these efforts, the USDOE report elaborated that, because they were committed to open access admission, community colleges were natural partners for correctional systems needing support in providing correctional education to prison inmates and a "win-win" for all involved state prisons, community colleges, and the general community (USDOE).

In a follow-up report, Gorgol and Sponslor (2011) published *Unlocking Potential: Results of a National Survey of Postsecondary Education in State Prisons.* The purpose of this report was to increase policy attention toward PSCE opportunities for correctional populations, and to provide policymakers assistance in identifying meaningful strategies in support of legislation focused on PSCE programming. Correctional education administrators from 43 state prison systems were surveyed about PSCE programming within their respective state prison system. Key findings indicated that approximately 6% of state prison inmates (approximately 70,000 inmates) in state correctional systems were enrolled in PSCE programming through partnerships with community colleges during the 2009–2010 academic years—a 1% increase from the 5% indicated in Erisman and Contardo’s (2005) report. Moreover, the top five states with high enrollments in the updated study remained California, Texas, North Carolina, and New

York. The findings from this 2011 report were promising given the loss of Pell Grant funding over 15 years previously; correctional administrators have continued to partner with community colleges to provide PSCE opportunities to correctional populations.

Gorgol and Sponsolor (2011) provided three key recommendations to advance PSCE policy innovation:

- To address PSCE programming capacity challenges, federal and state statutes and regulations should be revised to support the development and expansion of an Internet-based delivery design of PSCE;
- To increase educational attainment, and support economic development and the efficient use of limited public funding, PSCE programs should closely align with state postsecondary education systems such as community colleges as well as local workforce needs; and
- To increase access, the restructuring of eligibility requirements for need-based aid, such as Pell Grant funding, should be reestablished to certain subsets of correctional populations in state systems.

The recommendations by Gorgol and Sponslor were promising in calling on policymakers to seek innovative ways to reinvigorate PSCE programming in correctional systems through alignment with state postsecondary systems such as community colleges.

As Cohen and Brawer (2008) found in PSCE reports over the past decade, community colleges have a long history of partnerships to deliver services. Furthermore, as Cohen and Brawer posited, “Community colleges certainly serve a broader sector of the local population than does any other higher education institution” (p. 61). Since the demise of Pell Grant funding

over a decade ago, forming public community college partnerships has become challenging for correctional administrators seeking to provide higher education opportunities to eligible correctional populations. As Contardo and Tolbert (n.d.) suggested, the ability of community colleges to partner with correctional systems promoted alignment with their "century old tradition of expanding educational access to everyone, particularly historically underrepresented groups and non-tradition students" (p. 3).

This section provided an overview of the U.S. correctional systems and the role of corrections in the provision of PSCE programming. As the literature has suggested, PSCE programming has a unique history in state correctional systems across the nation, and community college partnerships have been the primary catalyst to providing higher education opportunities to correctional populations. Literature reviewed in the following section provided the context of PSCE programming in the California state prison system and of the innovative role of California community colleges in providing higher education opportunities to the state's correctional population—the context that informed the adaptation to a local correctional system.

California Context: State Correctional System

According to California Education Code (66010.4), the primary mission of the California community college system is to provide access to educational opportunities for all Californians, whereas the State of California penal code has mandated that the primary purpose of prison is punishment, and that rehabilitation of inmates should be available through education and self-improvement programs (California Penal Code, 1170 [a] 1-2). Given this context, over the past decade, Ironwood State Prison and Palo Verde Community College have formed a PSCE partnership utilizing a correspondence distance model that has provided state prison inmates the

opportunity to earn an associate of arts degree. The state prison, the community college, and the surrounding community have all benefited from this partnership (Fong, 2007). This collaboration has come to be known as the Palo Verde Model and has been adapted by several other districts, such as the Coastline Community College District, which has provided correspondence coursework to inmates incarcerated in several correctional institutions across the State of California. Key to the success of these partnerships has been the shared goals of the PSCE partnering in recidivism reduction, decreasing inmate disciplinary actions, and establishing positive community relationships goals set forth by the correctional and correctional education administrators responsible for these partnerships (Fong). According to the Little Hoover Commission (2003) report, correspondence programs have benefited the local communities by increasing the availability of correspondence coursework as a result of the critical mass of inmate students. Thus, local community residents—who would otherwise have difficulty attending traditional coursework due to employment schedules, disabilities, or travel challenges—have been able to enroll in correspondence courses that previously did not exist at their local community college due to low enrollment (Little Hoover Commission, 2003). Moreover, a recent survey (Fong) conducted by the Community College Chancellor's Office (CCCO) found that PSCE partnerships such as the Palo Verde and Coastline programs were beneficial to the local communities, and the chancellor's office encouraged replication.

Los Angeles County Context: Los Angeles County Jail System

In 2012, the State of California embarked on a reorganization of the state's criminal justice system. Facing a U.S. Supreme Court decision ordering the state to reduce its state prison population, the governor of California signed the Public Safety Realignment Act into law.

Commonly known simply as Realignment, this law shifted the responsibility of incarceration from the state to the counties for certain lower-level offenders and parolees. Since the enactment of Realignment, felons convicted of serious or violent felonies have been the only population to serve their time in state prison, whereas felons convicted of lower level nonviolent, non-sex-related, and nonserious felonies have served their sentences under county jurisdiction. Thus, Realignment has fundamentally changed state and local correctional systems in California by shifting the responsibility for lower-level felony offenders from the state correctional system to county jail systems.

Traditionally, elected county sheriffs with professional backgrounds and priorities in law enforcement operated local county jails and were recognized as the chief correctional administrators in their counties (Kellar, 2005). Indeed, county sheriffs operated more than 80% of the nation's jails and most local county jail systems and were accountable to numerous justice system agencies, including prosecution, probation and probation/parole agencies, and state departments of corrections (Martin & Katsampes, 2007; Matthews, 2006). As such, county jail systems were an integral component of the local governments' public safety function. As a result of Realignment, law enforcement agencies across the State of California were assigned greater responsibility to ensure that effective correctional rehabilitations would be available to correctional populations incarcerated in county jail systems.

The Los Angeles County Sheriff's Department (LASD) has managed and operated the Los Angeles County Jail system, which has served as the hub for multiple law enforcement agencies and jurisdictions across the county whose responsibility it has been to transport individuals to be processed and held in the jail system while awaiting arraignment, trial,

conviction, or sentencing. As a consequence of the multiple functions of the county jail, sheriff administrators have been responsible for a variety of incarcerated persons and have been required by statute to provide correctional rehabilitation opportunities to all housed inmates. Since Realignment, the sheriff's department has steadily increased evidence-based rehabilitative programming across the jail system through the creation of an education-based philosophy (LA County Jail Education, 2014). Since inception, nearly 8,000 inmates across the jail system have received some form of rehabilitative education through programming that has been designed to provide substantive and intellectual education to county jail inmates utilizing a supportive philosophy rather than a punitive one in the sheriff department's efforts to reduce recidivism (Baca, 2010).

According to Coley and Barton (2006) and Mackenzie (2006), promoting a supportive philosophy within correctional environments has been a challenge for administrators. Lerman (2008) in a study on custody officers' attitudes toward rehabilitation found

> While about 46% agree that rehabilitation should be a central goal of incarceration, there is reasonable consensus that it should not be the only, or even the primary, purpose of a prison. Instead, a majority of correctional officers believe that *both* rehabilitation and punishment should be goals of a prison. (p. 8)

These findings raised questions about potential challenges that a PSCE partnership might encounter in a local county jail environment. LoBuglio (2001), a national expert in the correctional education field, described the necessary cooperation for the smooth operation of correctional programming such as PSCE within correctional environments:

> Correctional education programs depend on the cooperation of correctional officers who let the inmates out of their living units and monitor classroom activities along with performing a host of other duties. Wardens and superintendents who value rehabilitative programs make sure that the incentives are properly structured and that correctional staff willingly and consistently ensure the smooth operation of these programs. Institutions that have prison administrators who are indifferent to rehabilitation programs and are plagued by labor-management disputes often have poorly functioning programs that are cancelled for a variety of security reasons. (p. 123)

As Cornelius (2008) highlighted, county jail operations and management philosophies were often not uniform in county jail systems. Moreover, the political pressures of an elected sheriff often resulted in erratic, changing policies, procedures, and management philosophies to which staff and inmates had to continually adapt. As LoBuglio further noted, correctional administrators who valued correctional rehabilitative programs contributed to the success or failure of a program. Community colleges have been the largest providers of PSCE programming opportunities for the state's correctional population. Still little was known about why correctional administrators and community college administrators decided to strategically collaborate to provide higher education opportunities to county jail inmates. Indeed, the California Community College Chancellor's Office has encouraged PSCE partnerships within state systems, but a more nuanced understanding of the concepts of collaboration and public value—and their contribution to a PSCE partnership within the Los Angeles County Jail system—was still necessary at the time of this literature search. The following section outlines these concepts of collaboration and public value.

Collaboration and Public Value

McGarry and Ney (2006) identified collaboration as organizations or individuals coming together, sharing information, altering activities, and sharing resources in mutual commitment to—and with mutual accountability for—a shared larger purpose. They defined the four common types of opportunities for collaboration as external, organizational or internal, work team, and informal or interpersonal (McGarry & Ney). For correctional systems, an important type of collaboration has been the ability to externally engage with community partners. In this context, collaboration worked best when administrators understood its benefits and were willing to use collaborative strategies when opportunities arose. As Wood and Gray (1991) elaborated, collaboration could be both a process and an institutional arrangement. As Gray (1989) explained, collaboration could be "a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible" (p. 5). Researchers have noted that perceiving of collaboration as a process places focus on the way in which collaboration influences decision making, and how that effect might lead to better solutions to policy and organizational challenges (Gray, 1989; Logsdon, 1991; Roberts & Bradley, 1991).

Collaboration as an institutional arrangement is understood as a concrete arrangement between two or more sets of actors that has created something new outside of each organization's existing boundaries. Researchers have posited that collaboration as an institution has created agreed-upon standards of action and shared norms between or among the agencies working together (Gray, 1989; Scott, 1995). Through working together, organizations can construct a structure (an institution) that can govern how the joint effort would progress over

time. Bardach (1998) further elaborated on collaboration as “any joint activity by two or more agencies working together that is intended to increase public value by their working together rather than separately” (p. 8). According to Bardach’s definition, at minimum, collaboration requires two or more organizations working together, some kind of activity, and some kind of public value produced through the activity.

In *Creating Public Value: Strategic Management in Government,* Moore (1995) provided a framework for strategic collaboration between correctional and community college administrators. This framework was grounded in the belief that administrators who were responsible for any service or product provided by the public sector should produce a public value for the constituents. Specifically, Moore argued that the “aim of managerial work in the public sector is to create *public* value just as the aim of the managerial work in the private sector is to create *private* value” (p. 28). Moore concluded that administrators should seek to create value with available resources by ensuring that policy and management strategies were politically legitimate, of substantive value to the citizenry, and operationally feasible and practical. These three elements together created public value by focusing on administrator attention “upward to the political level [to those] who authorize and fund programs, outward to the desired impact and value to be created for society, and downward to address internal management issues” (Try & Radnor, 2007, p. 659). Therefore, these three elements mapped strategic collaboration from an external to an internal context with a shared goal of public value (Moore, 1995).

Summary of the Literature Review

Review of the literature provided an overview of the types of correctional systems across the nation, the types of correctional education programming, and the role of correctional administrators in the provision of PSCE programming within correctional systems. The literature revealed that, over the history of correctional systems, correctional administrators have collaborated with higher education administrators to provide higher education opportunities at some level—primarily through partnerships with community colleges. In the State of California, innovative collaboration between the CDCR and CCCO has contributed to successful PSCE partnerships over the past 10 years that have been catalysts for local PSCE partnerships. Finally, the literature revealed that correctional administrators and community college administrators in state and local systems have had to balance conflicting missions. Thus, the importance of the concepts of collaboration (McGarry & Ney, 2006) and public value (Moore, 1995) emerged through this review. The following chapter describes the basic qualitative methodology (Merriam, 2009) used to acquire a sample understanding of correctional and community college administrators' perceptions of how these concepts have contributed to the impact of PSCE partnerships on public value and collaboration in a county jail system.

CHAPTER THREE

METHODOLOGY

This chapter provides an overview of the methodology used in this qualitative research study. Included are a restatement of the problem, purpose, and research questions; research design including sampling method, data collection strategies, and data analysis strategies; and researcher positionality, study validity and reliability, and ethical considerations.

Problem, Purpose, and Research Questions

Correctional and community college administrators have increasingly sought innovative strategies for providing correctional programming to correctional populations in local systems. Innovative postsecondary correctional education partnerships have provided higher education opportunities for correctional populations within state prison systems since the demise of federal Pell Grant funding (Erisman & Contardo, 2005; Gorgol & Sponslor, 2011; USDOE, 2009). Even as the effectiveness of PSCE programs within correctional systems has been well documented, studies have been limited in providing in-depth examinations of administrators' perceptions of how collaboration has contributed to the successful implementation of a PSCE partnership in a local correctional system. A study of administrators' perceptions could serve as a catalyst for increasing bridge programs to serve correctional populations seeking access to higher education opportunities while incarcerated.

Purpose of the Study

The purpose of this study was to gather a small sample of administrators' perceptions of how collaboration contributed to the successful implementation of a PSCE partnership within the Los Angeles County jail system as well as to understand how these perceptions aligned with

shared understandings of the partnerships' contribution to public value (Moore, 1995). The County of Los Angeles Sheriff's department has become an innovative leader in the development of the partnership between the LASD and Coastline Community College. Each administrator has been a specialist and expert in his own right. Thus, understanding how collaboration between these two organizations has made a unique and important contribution to public safety and systems transformation is valuable.

Research Questions

In this study, I sought to answer two questions:

- What were the correctional and community college administrators' perceptions of the PSCE partnership impact on public value?
- What elements of the collaboration of the correctional and community college administrators have impacted the success of the PSCE partnership?

Setting

At the time of this study, the LASD Custody headquarters was located at the Twin Towers Correctional Facility (TTCF) complex in downtown Los Angeles. TTCF was home to pretrial and sentenced inmates, and was also the location of the Inmate Reception Center (IRC), the entry point for all inmates entering the Los Angeles County jail system. Adjacent to the TTCF complex was the Men's Central Jail (MCJ). During my site visits to the Custody headquarters, I did extensive tours of the TTCF and the MCJ facilities, gathering a snapshot of the jail environment.

The TTCF and MCJ facilities were both unique settings for a PSCE partnership located inside the county jail system. TTCF was a newer facility in the Los Angeles County jail system,

and began operations in January 1997. The architecture of the building consisted of two beige seven-story towers that were shaped like two interlocking hexagons, two-man cells were arranged along the hexagon's outer walls with a small cell window that faced outward toward the downtown Los Angeles skyline. Inmates housed inside TTCF lived in what were referred to as *pods* that consisted of cells and a dayroom area just outside of the cells. In the dayroom, metal dining tables that doubled as study tables were secured to the floor. The dayroom area also contained unsecured plastic chairs inmates could use to watch television or to study. Inmate movement within the pod was observed via an elevated central observation booth with a two-way mirror that prevented inmates to see who was inside the booth. Custody personnel inside the booth controlled the opening and closing of the cell doors, the fluorescent lights of the pod, and the television. In addition, all programming within the pod could easily be monitored during activity times.

Conversely, MCJ was an antiquated facility that was constructed in the early 1960s. MCJ was a large grey cement multistory structure internally designed with a mix of cellblocks referred to as *modules* that were arranged in linear fashion with long corridors commonly portrayed in prison movies and jail dormitories that housed more than 100 inmates in double-bunked beds. There were no outside windows in MCJ and access to sunlight was only available when inmates were escorted to the recreation activity area on the roof, where inmates could view the sky through a dark mesh screen.

MCJ inmates resided in linear dormitory quarters, living, sleeping, and tending to their personal hygiene. All inmates were observed from an elevated control booth with a two-way mirror. Through a controlled daily movement pattern, inmates exited the dorm and were

escorted to a classroom setting situated inside a recently remodeled jail space that served as an inmate mess hall, the hallmark of an era when inmates walked in an orderly fashion from their respective dormitory to be fed. A space that once served as a mess hall had been repurposed to become a welcoming learning environment beyond the dormitory. In this setting, inmate-created murals and motivational sayings were painted on the walls to promote a safe space where inmates could participate in education programming within the MCJ setting.

Research Design

This study was based on a basic qualitative research design (Merriam, 2009). In his summary of commonly cited sources on the topic of qualitative research, Hatch (2002) listed common characteristics of qualitative studies:

- Natural settings,
- Participants' perspectives,
- Researcher as data-gathering instrument,
- Extended firsthand engagement,
- Centrality of meaning,
- Wholeness and complexity,
- Subjectivity,
- Emergent design,
- Inductive data analysis, and
- Reflexivity.

In this research, I sought to provide a rich description of correctional and community college administrators' perceptions regarding both the effect of collaboration on the success of

PSCE partnerships and the public value of these partnerships. This qualitative research relied on a constructivist paradigm, which deems knowledge a human construction that recognizes multiple realities, and defines research as a process through which the "researcher and the participant co-construct understandings" (Hatch, 2002, p. 13). Qualitative research studies have been defined as studies in which the researcher enters the environment with no explicit expectations or interest in controlling variables. In this study, I neither offered nor tested a hypothesis. The qualitative approach I used was primarily inductive, involving selecting detailed pieces of information from one or a few narratives to paint an overall picture of a context or phenomenon (Hatch). Unexpected variables were not controlled; rather, they were recognized as potentially important parts of the whole. Thus, "the overall purpose [of qualitative research] is to *understand* how people make sense of their lives and their experiences" (Merriam, 2009, p. 23).

Sampling Method

Perceptions of respective correctional and community college administrators were the units of analysis in the study. I selected participants within approved institutions through purposeful sampling. Richards and Morse (2007) defined purposeful sampling as a process whereby "the investigator selects participants because of their characteristics" (p. 195). Spradley (as cited in Richards & Morse, 2007) stated, "Good informants/participants are those who know the information required, are willing to reflect on the phenomena of interest, have the time, and are willing to participate" (p. 195). Merriam (2009) further explained, "Purposeful sampling is based on the assumption that the investigator wants to discover, understand, and gain insight and therefore must select a sample from which the most can be learned" (p. 77). Two principle criteria were used to select the purposeful sample in this study:

- Position within respective institution. As researcher, I sought to describe the perspectives of persons fitting the description of correctional and higher education administrators within their respective institutions. Additional participants were considered if they had direct responsibility for some aspect of collaboration within a participating institution.
- The administrators' familiarity with the day-to-day activities of the institution. Participants were familiar with the day-to-day activities of the institution and the partnership. I assumed that persons such as the elected sheriff and community college presidents might not be directly involved in the day-to-day implementation of PSCE programming at their respective institutions. Therefore, I focused on correctional and community college administrators involved in the day-to-day implementation. Nonetheless, the sheriff and the community college president were informed about the purpose and conduct of the study.

Based on the sampling criteria, considerations discussed above, and institutional permissions I received, a total of six administrators from both institutions were invited to participate in the study.

Data Collection Strategies

The initial step in data collection was to gain access and permission. This step allowed me to become familiar with people and spaces. I sent a letter of permission to conduct research to each respective institution. Once institutional approvals were obtained, I contacted administrators by phone and electronic communication to inform them about the study and to request permission to send them additional information. Once permission was obtained, a copy

of the informed consent form and an interview protocol (Appendix C) were sent by electronic mail and, if requested by participants, by regular mail as well. The informed consent form included the confidentiality agreement and statements explaining the obligations of the study participant and the researcher. Follow-up correspondence was conducted via email and, where necessary, by telephone to confirm agreement to participate in the study and to schedule interviews. Four data collection strategies were used in this particular study: interviews, document review, observations, and field notes. The purpose of utilizing multiple strategies was to gain a thorough understanding of the administrators' perceptions and to increase the validity of the findings.

Interviews. Individual interviews were conducted to collect data for this basic qualitative research study. Interviews allowed participants to provide answers to questions and to expand upon their thoughts in an open and descriptive manner. Moreover, interviews enabled me as researcher to "probe for further information, elaboration, and clarification of responses, while maintaining a feeling of openness to the participants' responses" (Creswell, 2012, p. 18). As Creswell noted, "One-on-one interviews are ideal for interviewing participants who are not hesitant to speak, who are articulate, and who can share ideas comfortably" (p. 218). Prior to the start of the interview, each participant was provided copies of the informed consent form and the interview protocol, one copy to keep and one for my files. Creswell identified the interview protocol as "a form designed by the researcher that contains instructions for the process of the interview, the questions to be asked, and space to take notes of responses from interviewee" (p. 225). The interview protocol began with questions of a general nature about the participant.

This arrangement allowed participants to become more comfortable about being interviewed. General questions included:

- How long have you been with the department/college, and what are your current roles and responsibilities at the institution?
- How long have you been involved with the PSCE partnership in your institution? Subsequent questions were designed to address specific research questions. (See Table 1 and Appendix D).

Table 1

Relationship of the Interview Questions to Research Questions

Research questions	Interview questions
What were the correctional and community college administrators’ perceptions of the PSCE partnerships’ impact on public value?	1. Why did the department decide to partner with the community college system to provide PSCE programming? 2. What do you see as the significant public value benefits of the partnership between your agency and the community college? [Probes: internal benefits, community benefits]. 3. How do you define program success?
What elements of the collaboration of the correctional and community college administrators have impacted the success of the PSCE partnership?	4. Do you think current partnership benefits the broader community? If so, what might these benefits be? 5. How has the ongoing collaboration with community partners contributed to the success of partnerships with the LASD? 6. What internal and external system challenges were faced, and resolved, in the collaborative effort to provide PSCE programming inside the jail system?

Documentation. Merriam (2009) noted that a review of documents in qualitative research is “broadly defined to include public records, personal papers, popular culture documents, visual documents and physical material and artifacts” (p. 162). Documents of various types can aid the researcher’s effort to “uncover meaning, develop understanding, and

discover insights relevant to the research problem" (Merriam, p. 163). In this study, documents such as manuals and guidelines provided insight into correctional institutional processes and supported my direct observations. These documents fell into the following three broad categories:

- Manuals such as correctional, academic procedural manuals;
- Policies and guidelines such as correctional and academic policies and guidelines for program implementation, penal code, and education code; and
- Public websites and public annual reports.

Therefore, these documents served to corroborate and augment interview responses related to the public value of a PSCE partnership and the successful elements of collaboration.

Observations. Merriam (2009) also noted that observations were a key method of collecting data in qualitative research. Observations provide a "first-hand account of a situation under study and, when combined with interviewing and document analysis, allows for a holistic interpretation of the phenomenon being investigated" (Merriam, p. 136). As all correctional interviews were conducted on the jail site, each visit to the institution allowed me as the researcher to observe the institution's physical infrastructure and to develop general impressions of the correctional institutional culture and setting. In order to capture these observations, field note reflections were recorded after each site visit (Merriam).

Field notes. Field notes were defined by Bogdan and Biklen (2003) as "the written account of what the researcher hears, sees, experiences, and thinks in the course of collecting and reflecting on the data in a qualitative study" (p. 110). Field notes of my institutional observations and from the interviews provided data that reflected the context and information

from conversations with correctional and community college administrators, thus deepening my understanding of the education-based incarceration programming. In a double-entry journal for observational field notes, I recorded robust descriptions of what I viewed and heard during my tours, capturing my thoughts and actions as an observer. These observations assisted me in triangulating the data obtained in interviews with what was actually observed, thus serving my analysis of the data in the immersion/crystallization style. McMillan and Schumacher (2006) described this as a process that "seeks to open the analyst to maximum experiences within the analytic style" (p. 366), which contributes to a deeper level of understanding of the environment.

These observation field notes were used to record robust descriptions of what I observed within the context of the setting. The field notes resulted in both descriptive and reflective data. The essence of descriptive field notes was to "capture the slice of life" (Bogdan & Biklen, 2003, p. 112) by recording details of what occurred in the field. These descriptions included portraits of subjects, reconstructions of dialogue, descriptions of physical setting, accounts of particular events, depictions of activities, and information about my own behavior. My descriptive field notes were written in fine detail (rather than in summaries or evaluations), leading to rich data that is "well-endowed with good description and dialogue relevant to what occurs at the setting and its meaning for the participants" (Bogdan & Biklen, p. 114).

My field notes were captured via an electronic template, designed as a double-entry journal entitled Participant Observation Grid, as recommended for participant observers by McMillan and Schumacher (2006) (Appendix E). The first page of each set of field notes contained a heading with information such as the date and time of the observation, who and what was observed, where the observation took place, and the number of the set of notes in the total

study. Each set of field notes was kept in a separate electronic file from transcribed interviews. These files were then arranged in a directory in the order in which they were collected, and thus were chronologically organized.

Reflective field notes were "a more personal account of the course of the inquiry" with an emphasis on subjective matters, including "speculation, feelings, problems, ideas, hunches, impressions, and prejudices" (Bogdan & Biklen, 2003, p. 114). The purpose of reflective field notes was to improve the field notes in general by making me aware of my "relationship to the setting and of the evolution of the design and analysis" (Bogdan & Biklen, p. 114). Reflection was especially important in my context because of my past affiliation within the Los Angeles County jail system as a student inmate and because of my continued professional relationship with a prison education project within the state prison system. Some general categories of reflective field notes included reflections on analysis, reflections on method, reflections on ethical dilemmas and conflict, reflection on the observer's frame of mind, and points of clarification. Reflective field notes were recorded as close as possible to the completion of each interview and/or meeting I attended. This process allowed me to capture as much detail as possible regarding my thoughts, feelings, opinions, questions, and so forth, before my recollection of each experience faded.

Data Analysis Strategies

The goal of the data analysis stage was to make sense of the collected data, describing themes, patterns, and relationships. Merriam (2009) suggested that making sense of the data involves "consolidating, reducing, and interpreting what people have said and what the research has seen and read—it is the process of making meaning" (p. 176). In this study, interview

transcripts, documents, and observation field notes were analyzed for descriptions, themes, and patterns related to two primary areas:

- Conceptual issues such as definitions of collaboration, relevance, purpose, and success; and
- Descriptions of processes, contextual issues, internal, and external factors that impact PSCE partnerships in terms of success and public value contribution.

Data analysis also included a coding system to conceptualize the data. A coding framework also was developed to identify the themes of the study. According to Creswell (2012), "The object of the coding process is to make sense out of the text data, divide it into text or image segments, label segments with codes, examine codes for overlap and redundancy, and collapse these codes into broad themes" (p. 243). Two conceptual constructs were used to frame the initial data analysis:

- Public Value. Moore's (1995) framework defines three functions that a public administrator balances in the management of a public agency. First, Moore suggested that the role of a public-sector administrator is to define the value of the services provided to key stakeholders. Unless authorizing bodies such as legislative and judicial bodies, funding entities, and citizens see value in the services provided, they will not support the public agency's efforts to acquire the resources and/or the legislative or executive mandates to support the services. Secondly, the organization should provide public services in a way that builds and maintains their political and legal support. The services to be provided should be evaluated to ensure that they met the interests and concerns of the citizens and

their representatives. Finally, the strategy should be administratively and operationally feasible.

- Collaboration. Campbell (2006) suggested that collaboration only had meaning "when rooted in a specific opportunity for interaction" (p. 190). According to Campbell's definition, five dynamics shape and influence the success of collaboration. These dynamics consist of the purpose of the collaboration, the environment in which it takes place, the characteristics of members of the collaborative group, the structure of the group, and communication.

Positionality of the Researcher

As the researcher, I had a personal background and direct knowledge of this particular topic, which developed from my own experiences as an inmate student, from spending over a decade in higher education, and from active involvement in community advocacy for educational opportunities for correctional populations. I believe that having these insights into the context—historical, social, and professional—put me in a unique position to understand and interpret the meanings that study participants expressed in their interviews. My biases only related to my personal history of engagement in a variety ways with the criminal justice and correctional systems.

At the time of this study, as the researcher, I was involved in various prison higher education projects. Moreover, I had recently served as an expert panelist member, providing recommendations in the development of an evidence-based correctional education program model for the USDOE. I also had participated as an Executive Steering Committee (ESC) member in the development of a psychoeducation program intervention for juvenile correctional

populations. In these public service capacities, I had observed various public officials responsible for the management of local and state correctional systems seeking to improve the quality of correctional education in these systems. Through these observations, I came to understand the tremendous commitment of these officials to balancing the public safety mission with the responsibility to providing effective correctional programming to curb recidivism. These observations gave rise to my interest in focusing on these administrators in conducting this study.

Validity and Reliability

The validity and reliability of qualitative research have come into question by those who see quantitative studies as more rigorous. However, methods researchers have described specific means of enhancing both. The design of this study includes these enhancements to validity and reliability.

Validity

McMillan and Shumacher (2006) referred to validity as the "degree of congruence between the explanations of the phenomena and the realities of the world" (p. 324). For this study, validity-enhancing strategies included triangulation, use of audio tape recording, and member checking (McMillan & Shumacher). Hatch (2002) defined triangulation as the extent to which information from other sources may be extended, verified, or cross-validated. The use of multiple sources of data collection, interviews, document analysis, and observations contributed to the trustworthiness of the study.

Reliability

According to McMillan and Shumacher (2006), "The researcher should select trustworthy evidence for pattern seeking by qualitatively assessing solicited verses unsolicited data, subtle influences among the people present in the setting, specific versus vague statements, and the accuracy of the sources" (p. 374). Member checking techniques consisted of a cross-checking with study participants to obtain clarification during the course of the interviews, to ensure the accuracy of the interview content information (McMillan & Shumacher). Given distance and time constraints related to this dissertation process, sending transcripts of interviews to participants for their review was not possible. During interview sessions, all study participants were given the opportunity to clarify any responses; thus, audio recording of all interviews enhanced data accuracy.

Ethical Considerations

Interviews and observations have been recognized as especially intrusive strategies, placing researchers in situations in which they have had access to the personal and professional views of others. Although all participants of this study were public officials, care was taken to ensure their anonymity and confidentiality and to avoid the associated risks of including direct quotations and detailed descriptions in reports. Participants in this study were assured confidentiality. During interviews, participants had an opportunity to review quotations and to provide email feedback to the researcher regarding any information that may, in some way, identify them. A numerical code was used to identify each participant, and the pseudonyms used were designed to prevent being able to trace specific comments back to specific participants. Findings from interviews were reported in an anonymous fashion, and personally identifiable

information was removed during the editing process. These strategies were designed to create an environment in which participants felt free to express their views. Copies of transcripts were stored in a safe place accessible only by the researcher. In addition, this study adhered strictly to the guidelines of the Institutional Review Board of Loyola Marymount University.

Conclusion

This study sought to understand a small sample of administrators' perceptions toward implementation of PSCE programming within a local county jail system. As correctional administrators seek effective correctional rehabilitation programming within county correctional systems, this study could serve as a catalyst for increasing community college bridge programs that serve correctional populations. Chapter 4 presents the findings from the data collected from the interviews, document reviews, and observations, as described in the methodology design.

CHAPTER FOUR

DATE PRESENTATION AND ANALYSIS

This basic qualitative research study was based on interviews with correctional administrators from the Los Angeles County Sheriff's Department (LASD) and community college administrators from Coastline Community College (CCC), document reviews, and observations. Interviews were digitally recorded, transcribed, and analyzed. In addition, document reviews and observations were utilized to support the findings. The purpose of this study was to understand the perceptions of how collaboration has contributed to the successful implementation of a PSCE partnership within the Los Angeles County jail system. In addition, I sought to understand how these perceptions aligned with shared understandings of the partnerships' contribution to public value. The following sections present the findings by research question followed by a discussion of the findings.

Perceptions of the Value to the Public of the Partnership

The first research question was: what were the correctional and community college administrators' perceptions of the PSCE partnership impact on public value? The intent of investigating this question was to build understanding of perceptions of the interviewed administrators toward the public value impact of the PSCE partnership between the LASD and CCC. Through the data collection strategies described in Chapter 3, the themes that emerged were viability of PSCE partnership, improved public safety, and service coordination.

Viability of PSCE Partnership

At the time of this research, the Los Angeles County criminal justice system operated in context of 88 public municipalities, 47 law enforcement agencies, 29 criminal courthouses, and

six jail facilities under the jurisdiction of the LASD (Los Angeles County Sheriff's Department, 2015). In Los Angeles County, the elected sheriff is charged with the public safety responsibility for the care, custody, and control of inmates, which includes all necessary medical, mental health treatment, and correctional rehabilitation programs. As the primary public authority for the incarceration of pretrial and sentenced inmates in Los Angeles County, the LASD has operated the jails in this enormously complex criminal justice system in their law enforcement capacity. All jail operations in the Los Angeles County jail system are governed by the California Code of Regulations Title 15 Minimum Standards for Local Detention Facilities, a statutory document providing regulatory standards for county jails across the State of California. Included in the Title 15 is the mandate to make correctional educational programs available to the inmate population in the Los Angeles County jail.

At the time of this study, custody oversight of all correctional rehabilitation programs across the jail system operated under a law enforcement rank chain of command structure of the custody division. Direct oversight of correctional rehabilitation programs was under the command of the Education Based Incarceration (EBI) unit within the Inmate Service Bureau. The EBI unit was responsible for all correctional educational and Career Technical Education (CTE)/ Life Skills programs within the custody division. Sheriff administrators of the unit consisted of career senior law enforcement officers responsible for the jail's specialized correctional rehabilitation programs at all six custody facilities. The offices of EBI were perched on the upper floors of the custody headquarters within the downtown Los Angeles jail complex that housed the Inmate Reception Center (IRC), the Twin Towers Correctional Facility, and the Men's Central Jail (Field Notes, 2014). During site visits to the offices and these two custody

facilities, the considerable respect and influence administrators of the EBI unit held inside the jail was easily recognizable.

History of correctional education in the LASD system. The LASD and CCC PSCE partnership has been situated in a jail system that has provided correctional education programs for over 100 years—since the first inmate program was developed in 1913 (LASD, 2013). Historically, through various public school district partnerships, inmates across the jail system have been provided secondary and vocational opportunities by these districts. However, in 1973 the LASD recognized that the inability of these various public school districts to interrelate with one another impacted program management and inmate student progress (LASD). Hence, the sheriff was authorized by the County of Los Angeles Board of Supervisors to address this issue. As a result, service delivery of all correctional education and vocational programs was centralized under a single public school district. For over three decades, this district established, supervised, and maintained classes for adult education, providing General Education Diploma (GED) testing, guidance and education skills, vocational skills, and counseling services to inmates across the jail system. As of 2017, this long-standing partnership had been recently terminated by the LASD, and once again the department was authorized to seek contracts with various other public school districts, county offices of education, career and technical colleges, including community colleges, and universities with the capacity to provide a broad range of correctional educational services in partnership with the LASD. To this end, the LASD entered into partnerships with various charter schools, career technical providers, various community colleges, such as Coastline, and universities, to provide a range of correctional education opportunities across the county jail system (LASD).

Enhancing correctional programming after Realignment. In their discussion of the public value of the Coastline PSCE partnership, sheriff administrators recognized the changing correctional landscape of Public Safety Realignment (AB109) legislation as the impetus to enhance correctional programming across the jail system. According to the administrators I interviewed, Realignment fundamentally changed the jail's population, as the jail system had been mandated to house AB109 inmates sentenced to an average of 2.7 years. Hence, with inmates serving longer than the traditional one-year sentences, the LASD recognized the feasibility of PSCE partnerships inside the jail. As an administrator noted:

> If there is anything good about Realignment is that people now know how to say recidivism. Prior to Realignment, everything was the state's responsibility and fault. Counties could just say it's a state problem. Now there is a county responsibility that shifts the discussion to the county level. If it's not a state problem; it's a local problem. Ninety-five percent of those incarcerated at the county level are going to return to their community. I think that's the beauty of Realignment that people really have to begin to understand what works and what doesn't work at the local level. What drives recidivism, what reduces recidivism? We must now be smarter on crime reduction and that is what we are doing now through enhancing partnerships. Law enforcement alone cannot solve this problem. (Sarah T. S. P.)

The Coastline program. The PSCE partnership between the LASD and CCC was based on the college's expertise at providing PSCE distance programming inside state and federal correctional systems. From roughly 2007 to 2017, Coastline's program expanded from serving an estimated 300 inmates to over 5,000 inmates participating in distance learning opportunities at

over 50 state and federal correctional institutions throughout California and the United States (Coast Community College District, 2015). Through their Incarcerated Student Education Program, all courses were taught in a distance-learning format, while student inmates had access to college matriculation services via a designated community college staff member who provided resource support and course assignments, and administered exams to inmates through correspondence. Coastline, as a public community college, operated under a distributed college mode, and was one of three colleges of the Coast Community College District, governed locally by a five-member elected board of trustees. At the time of this study, the district's colleges were part of California's 112 public community college 72-district system overseen by (CCCD).

In the interviews, Coastline administrators expressed the opinion that their public community college mission had driven services to all students, emphasizing that student inmates participating in their program had successfully demonstrated positive outcomes such as associate degree completions to their various correctional state and federal correctional partners.

Coastline administrators explained that their program model had witnessed a significant uptick in interest by other sheriff departments since the passage of Realignment. An administrator attributed this increased interest by local county jail systems to the recognition by their correctional partners of the "multiple public safety benefits to inmates students, and correctional staff, that higher education programs have demonstrated inside the correctional environment" (Charles C. S. P.). Key benefits were correctional reports of improved staff dynamics and relationships inside the custody environment; and correctional partners reporting decreased inmate conduct issues, which in turn eased the job of custody staff. CCC

administrators' furthered PSCE partnerships continued to be beneficial for the local district, an administrator explained:

> When the Incarcerated Student Education program began, we had our skeptics here at the college and the institution. After our first graduation and subsequent others, we witnessed increased support from the Chancellor's office, and our Board of Trustees, and the larger community. Program staff continued to report student inmates were highly motivated and committed to the program; we had buy-in slowly from both ends of the spectrum. (Charles C. S. P.)

Overall, LASD and CCC administrators described Realignment as having positively contributed to an increased focus on improving correctional rehabilitation programs at the county level, and significantly adding to the viability of a PSCE partnership inside the county jail to lower recidivism in Los Angeles County.

Improved Public Safety

Part of the duty of the sheriff's department is to recognize that inmates entering the jail system have a range of needs and risks that must be identified. This has been particularly important ever since the changes required by Realignment have been implemented. LASD data reports examined in this study revealed that, over the first three years of Realignment, the county jail population grew from 15,463 to a peak of over 19,600 in 2014. In 2016, the estimate of the average daily inmate population of the county jail system was approximately 17,900. The inmate population was comprised primarily of men (87%) aged between 18 and 34 years (57%). The racial/ethnic demographic of the jail population was 49% Hispanic, 30% African American, and 17% White. Jail estimates were that 51% of inmates did not have a high school diploma, and

12% was classified as English Language Learners. Additionally, nearly 32% of the jail population in 2014 indicated an interest in participation in some type of a correctional education program (LASD, 2015). In this operational context, the jail's mixed population created a "complex public safety law enforcement dynamic to ensure the appropriate placement of an inmate into the right program while in custody" a sheriff administrator noted (Eric A. S. P.).

Classification system and process. In order to ensure inmates have been appropriately classified, the sheriff department's Population Management Bureau (PMB) implemented various correctional best practices to ensure the appropriate classification and placement of inmates into one of the sheriff department's six jail facilities (LASD, 2015). This practice made an important contribution to a jail system that has been operating beyond its traditional use as a result of Realignment, sheriff documents revealed (LASD). Administrators identified the inmate classification process of the EBI unit as a function vital public safety, designed to maintain a safe and secure environment for custody staff, inmates, and all partnership providers entering the jail system; thus the importance of the classification process to ensuring inmates were appropriately housed to access PSCE partnership opportunities in the jail. The following section provides a rich description based on observations and document reviews of the jail classification process that sheriff administrators of the EBI Unit used to work with the PMB to ensure inmates have been appropriately housed to access PSCE partnership opportunities, a process that begins at the Twin Towers facility.

As a general process, all inmates entering the county jail system have been processed through the Inmate Reception Center. At this facility all inmates entering the jail system have undergone a detailed classification process (LASD, 2013). Entry into this facility is a passage

into the world of jail culture, an environment far removed from mainstream society or any community college campus (Field notes, 2014).

Figure 3. Inmate reception center entryway. Retrieved from https://www.pinterest.com/pin/288934132314486880

Once an inmate enters IRC, he is unchained and escorted into a holding room, where deputy sheriffs search all inmates for jail contraband. This initial processing through IRC reinforces to every inmate the idea that jail authority is everything. Once this search has concluded and jail authority has been established, all inmates are sent to begin the inmate classification process.

Generally, in this next phase, all inmates have been acclimated to the inmate subculture, aligning themselves with fellow inmates along racial lines while they have waited to be called and classified into the jail by custody officers who have been behind a glass window (Field notes, 2014). As they wait, an LASD-produced jail orientation video has been continuously looping from the above television. This video has been designed to provide useful jail information and an overview of correctional education opportunities at the jail (Eric A., S. P.) When a window has become available, an inmate is directed to walk in a orderly fashion to a row

of windows, pick up a wall phone, and ask a series of questions by the custody officer using a research-validated risk assessment and correctional rehabilitation assessment tool in order to determine a security classification such as minimum, medium, or maximum (Field notes, 2014). This practice ensures appropriate facility and correctional rehabilitation placement (Eric A., S.P).

Under the procedure generally used according to the PMB (LASD, 2015), once jail security classification has been completed, all inmates are escorted to another holding room to begin the next stage of the jail entry process: housing in the appropriate facility. At this stage, inmates are ordered to remove all personal clothing, stripped naked, showered, and have been issued county jail uniforms commonly referred to as *county blues*. After completion of this stage, inmates are escorted to the medical triage area where they are assessed for any medical or mental health issues. If any medical or mental health concerns are self-reported, care for the inmate generally takes precedence over assignment to any specialized programs of EBI. (Eric A., S. P.) After all medical assessments are completed, inmates are escorted to a corridor of locked holding rooms where they wait several hours to be transferred to their assigned housing units.

Figure 4. Inmate holding cells. Retrieved from https://www.pinterest.com/pin/288934132314486981/

Results of the classification system and process. As a sheriff administrator described the importance of appropriate housing, an unintended consequence of the implementation of the specialized programs has been the impact of jail gang subculture preventing Hispanic gang-affiliated inmates from participating in any correctional education programming. This administrator noted, "The Hispanic inmates have been instructed by gang leaders at the state level to not participate in any specialized education programs such as a PSCE partnership" (Eric A., S. P.). At issue has been the mixing of races in the dorms and inmates not following the inmate "prison rules." Nevertheless, despite the inmate subculture, the improved jail classification process across the jail system created an unprecedented relationship between the assigned specialized deputies and custody assistants who work closely with designated key inmates who are commonly referred to as *trustee inmates* who serve as ambassadors to recruit inmates into specialized programs. These inmates are recognizable by their two-tone color jail uniforms

inside the jail (Field notes, 2014). Sheriff administrators who were interviewed recognized that the use of these inmates had generally been successful in recruiting inmates to participate in EBI opportunities. As a result, there had been a dramatic decrease in use of force by custody staff and inmate violence, according to jail data reports, sheriff administrators referenced (LASD, 2015).

Sheriff administrators in the implementation of these improved jail practices recognized that a new correctional approach inside the Los Angeles County jail system was necessary to enhance public safety since the implementation of Realignment. In the embrace of the Coastline PSCE partnership with the LASD, an administrator noted:

> It's a paradigm shift in our department. I like to say we're actually changing the way that we incarcerate people; it's the idea of not warehousing them anymore, but giving them something positive to do. It's not just turning on the television set or playing checkers, people are getting educated. People in jail are part of the public too. They're going to ultimately be back out in the public, and if we can help produce a better citizen how could it not be a benefit. (John R., S. P.)

Another LASD administrator supported this perspective, commenting,

> We can't warehouse inmates, we can't warehouse people anymore. It doesn't work. No other country is doing it. We are about the only one that does it and it does not work. We are working here to not warehouse people anymore, but to provide them an education, to bring them back to the community, and be a part of the community. (Aaron L., S. P.)

Coastline administrators acknowledged that the implementation of improved correctional practices inside the jail system demonstrated an unprecedented county level commitment by their

LASD law enforcement partners, which had driven the success of a PSCE partnership in the correctional environment. A CCC administrator noted:

> Enrollments of student inmates and the success of a program are influenced by available resources such as facility space and access from the partnering correctional facility. If a correctional partner limits resources, enrollments are impacted. We have witnessed these types of shifts over time, primarily driven by economic forces. When the economy goes up we thrive, when it goes down, program enrollments lower as custody redirects resources to other parts of the institution. As a result of current policy shifts, there is now an opportunity to build the capacity of higher education programs in the county jail environment. (Charles C., S. P.)

The establishment of an improved classification process in the jail system by the PMB contributed to improved EBI correctional rehabilitation service delivery to facilitate inmate access to PSCE partnership opportunities; an important practice for building the program capacity of the PSCE partnership.

PSCE Service Coordination

The LASD and Coastline PSCE partnership coordinated an interagency relationship that aligned with the custody division's overarching public safety priority to create a safer jail environment. This required collaboration between custody staff to connect inmates to community programs and Coastline to deliver educational programs.

Custody staff. In order to ensure these priorities have been carried out, inmates able to participate in the Coastline program were provided in-custody supportive services by custody staff that coordinated inmate education/aftercare plans. Custody staff assigned to the specialized

programming were also assigned to monitor the day-to-day activities in the dorms, providing general assistance with jail procedures and general supportive counseling to inmates who elected to speak with custody staff. In addition to this support, the sheriff's Community Transition Unit (CTU) coordinated in-reach services so inmates could be aided to access social service support upon release. The goals of the services provided by the CTU were to connect inmates to community-based programs, and to give them a comprehensive understanding of the community support available to them upon release.

Figure 5. EBI custody staff providing assistance.
Retrieved from: http://shq.lasdnews.net/pages/PageDetail.aspx?id=965
Used with permission.

These coordinated services inside the jail were designed to support a continuum of supportive services for inmates as well as to capitalize on the strengths and capacities of the different service providers to leverage resources. A sheriff administrator reflected on the importance of supportive services:

> We have the responsibility for all county jail facilities, including booking, monitoring, and developing programs for inmates within the jail. No single entity has the responsibility or the capacity to do it alone. Relationships with outside partnerships and the necessary coordination of services from their expertise are valuable towards providing a plan to guide these individuals to where they need to go in the community after release. (Aaron L., S. P.)

Coastline. Coastline as an external partner developed a program service delivery agreement with the LASD, which established each agency's responsibilities and was "vital to the success of student inmates participating in higher education programming at the jail," a CCC administrator acknowledged (Charles C., S. P.). Coastline coordinated programmatic support through two college coordinators who worked with designated custody staff in the jail. Logistically, incarcerated inmates have self-enrolled through a distance-learning guide provided by Coastline. If inmates needed enrollment support, according to Coastline administrators, custody personnel inside the jail assisted. Recently, Coastline modified its state prison distance program to offer transferrable coursework to the California State University (CSU) system. As a result, general education transferrable course offerings to county jail inmates became available. These changes to the Incarcerated Student Education Program, a Coastline administrator reflected, were the result of the "continued success we have witnessed over the years with our correctional partners, which enhances the value of this type of programming to our partners and the community" (Victor P., S. P.).

Enhanced supportive services. The sheriff's departments improved service coordination established a continuum of services designed to enhance supportive services to

assist inmates participating in PSCE partnership programming. This coordination of services recognized by the sheriff's administrators and Coastline administrators was particularly important to the PSCE partnership's success and the public safety priorities of the LASD. A sheriff administrator further elaborated on this priority: "Providing the people in education programs who are released from custody with the necessary tools and support promotes a successful reentry into their communities they eventually will return." (John R., S. P.)

Elements that Impacted Success

The second research question was: What elements of the collaboration of the correctional and community college administrators have impacted the success of the PSCE partnership? The custody division, EBI unit of the LASD collaborated with several county agencies and community-based providers to ensure inmates in the county jail system were receiving quality programs and services, which could continue upon their release. The intention of this second research question was to understand what elements of the collaboration between the correctional administrators and community college administrators impacted the successful implementation of the PSCE partnership at the Twin Towers Correctional Facility and the Men's Central Jail. Emergent themes from the findings were improved jail culture, improved interagency communication, and improved data collection that supports custody best practices.

Improved Jail Culture

According to sheriff administrators of the EBI unit, custody division's operational commitment to improve internal collaboration between various custody units and educational providers was essential to supporting the efforts of the PSCE partnership. This commitment was vital since EBI funding restrictions prohibited sheriff administrators of the

EBI unit from directly supervising jail custody staff. As a result, security oversight of inmates participating in any EBI program rested with the captains of the Twin Towers and Men's Central Jail facilities and their chain of command, which supervised deputies who self-elected to participate in the EBI housing units where PSCE opportunities and other correctional education programs were offered. This internal collaboration with the facility captains ensured that EBI program operations ran smoothly across the jail system. Sheriff administrators also noted that the recent ability for sworn personnel to self-elect to participate in the specialized programs inside the jail had significantly contributed to improved morale. Those serving in the specialized programs were there because they chose to be rather than having been required—as was the case in the past sheriff's department policy for new recruits, which required deputies to work in the jails before going out to patrol in the community.

At site facility visits to the Twin Towers and Men's Central Jail, observations of the specialized program housing units provided a visual snapshot in which inmates lived, studied, and interacted with one another under the supervision of sheriff deputies who had self-elected to participate. In these capacities, deputies engaged with inmates similar to the manner in which a correctional officer may engage in the state prison system.

Twin Towers Correctional Facility. The first observation in the dorm at the Twin Towers facility was the different appearance of the pod, as compared to the general population pods. The EBI dorm was clean, with dry-erase whiteboards used for presentations. I observed inmates listening and engaged in the topic being presented by the instructor (Field notes, 2014). On the other side of the jail pod, student-inmates were studying with no television blaring or

loud talking permeating the housing unit. Deputies treated inmates with respect, which was notable given the larger institution context of the jail system. In the observed interactions, the assigned custody deputies appeared to have earned the trust and respect of inmates in the housing unit. Although this was a high-security, controlled, correctional facility, the observed inmates were actively engaged in a jail setting that has been adapted to promote a learning environment to support the PSCE partnership.

Men's Central Jail. The Men's Central Jail presented a vastly different environment. Inmates lived in close quarters primarily confined to their bunk beds within ear shot of flushing toilets and showers running 24 hours a day. In this environment, the inmate had to have a pass to access the inmate classrooms that were located in converted cafeterias. Behind barred, tinted windows of what was described as the *control booth,* a deputy regulated exit and entry via an electrically controlled steel metal door, that emitted a significantly loud clanking sound as the door was unlocked (Field notes, 2014).

In observing the deputies' interactions with an inmate who was asking for vital information pertaining to access to the classrooms, I heard genuine concern in the deputy's responses to questions (Field notes, 2014). This concern appeared to be grounded in respect and integrity of understanding the importance of the deputy's role in the custody environment. There did not appear to be indifference and cynicism toward the problems of the inmates. It appeared the deputies cared deeply about their professional roles. Additionally, supportive comments overheard toward the inmates by the deputy suggested there was personal and professional gratification in participating in the specialized programming assignment (Field notes, 2014).

It was evident from both these observations there had been a significant shift in the custody culture toward the custodial experience of inmates participating in the specialized programs environment at these two facilities. A sheriff administrator reflected, “We have moved away from the ‘shoulder against the wall, no talking philosophy’ to engaging and listening to inmates” (Eric A., S.P.). Sheriff administrators, in their recognition of ongoing system-wide improvements across the jail system, reinforced their commitment to respecting the dignity of all people in their leadership roles and the ongoing need to communicate this message to front-line custody staff, a message recognized in the sheriff’s departments “Core Values,” which were emblazoned on a corridor wall in the Men’s Central Jail:

Our Core Values:

Courage–Compassion–Professionalism–Accountability–Respect

> With integrity, compassion, and courage, we serve our communities—protecting life and property, being diligent and professional in our acts and deeds, holding ourselves and each other accountable for our actions at all times, while respecting the dignity and rights of all. (LASD Core Values, n.d.)

As one LASD administrator explained:

> If we can take an incarcerated person and give them the opportunity to better themselves as a human being with personal growth, spiritual growth, education, and employable skills, then release them from our custody and have them become productive members of society, gainfully employed with a mindset shift to where they are better human beings, responsible for their own actions, raising their families, instilling good moral and ethical

values within their children and anyone they touch, then that's what I feel the benefit is, if I may. That's the whole objective. (Eric A., S. P.)

CCC administrators supported the custody division's commitment to internal collaboration efforts to improve the jail culture in the jail's education housing units. According to administrators, these efforts contributed to the success of the PSCE partnership in the county jail environment. This collaboration was highly dependent on custody operations personnel's commitment to promoting an optimal setting that provided inmate learners the opportunity to excel. Administrators also praised the sheriff's ongoing efforts to implementing a system-wide culture oriented toward education-based incarceration opportunities in their collaboration. A CCC administrator opined, "Educating inmates comes with challenges in the custody setting, but we're fully committed to these students and believe in the efficacy of what we're doing" (Charles C., S. P).

Improved Interagency Communication

Improving cross-system communication between the LASD and Coastline was particularly important to the success of PSCE partnership. Improved communication had contributed to better understanding of the missions of both partners.

Sheriff administrators' perceptions. Sheriff administrators noted that communication with their outside partners had been a challenge for decades. However, they also noted that the department had moved away from a traditionally closed system of communication toward a more transparent open system. The sheriff's department practice of improving communication with partners was also aided by the leadership of the sheriff who communicated the message to the rank and file "to see custody as an opportunity to break the cycle of incarceration for inmates in

the County of Los Angeles" (Sarah T., S.P.). Communicating this message across the jail system through the chain of command structure was critical to creating open communication with the rank and file staff. Administrators also recognized that this ensured that the sheriff's vision could be achieved inside the jail system.

Sheriff administrators believed that the focus on improved communications with outside partnership contributed to a better understanding of one another and greater respect for the primary concern for security that was central to the daily operations of the jail system. An administrator noted:

> In law enforcement, we are trained in one manner that is significantly different from say our education partners. Ongoing communication with agency partners is a crucial step in establishing positive relationships between providers and jail command staff that ensures everyone is on the same page. (John R., S.P.)

CCC administrators' perceptions. CCC administrators echoed this sentiment, stressing that communication contributed to a better understanding of their law enforcement partner, a task that required program staff to understand how their partners work. In support of this understanding, CCC documents revealed the use of a cross-system training with custody staff designed to improve collaboration in the ongoing delivery of college services to inmates (Coastline Community College, 2013). This training consisted of an overview of the college enrollment processes, assessments, support services, and academic timelines. Custody staff then provided an overview of the custody environment and its challenges. In addition, program staff of the PSCE partnership also conducted periodic site visits and face-to-face meetings with facility staff allocating sufficient time to discuss program challenges, to reach mutually agreeable

solutions to work together, and to determine what adjustments needed to be made by each agency. Administrators noted these practices were valuable and essential to promoting the PSCE partnership in the jail setting. An administrator shared:

> Open lines of communication and cooperation with custody staff are absolutely necessary, this practice aids us in working together to ensure inmates are let out of their cells or housing units and classrooms will be open. And if there are any program challenges we can remedy with Custody. (Charles C., S. P.)

Sheriff administrators' and Coastline administrators' recognition of the importance of interagency communication and cooperation was beneficial to the CCC distance partnership. As jail security was a primary concern of sheriff administrators, improving communication and cooperation between partners enhanced cross-system communication to ensure program and jail operations ran smoothly.

Improved Data Collection Supporting Custody Best Practices

The custody division's commitment to promoting correctional best practices in the management of the jail system included improving the collection of program data with all partnership collaborations. The LASD collected a tremendous amount of jail data that was used in the daily security operations by the various divisions across the jail system (LASD, 2015). A sheriff administrator of the EBI unit noted that this department-wide use of data contributed to embracing a data-driven approach across the LASD (John R., S. P.). This practice assisted the EBI unit in developing a program data collection process to monitoring all education programs with which correctional administrators collaborate inside the jail.

Results tracking. A jail policy directive revealed that all facilities were instructed to track the number of program participants, successful completions, or any program cancellations as a result of a jail facility lockdown or any other security issues for inmates participating in any EBI program (LASD, 2013). This practice assisted sheriff administrators of the EBI unit to ensure that all correctional education programs were effectively monitored and that program data were collected at each custody facility to ensure that programs ran smoothly. Programs often varied from facility to facility due to facility design, types of inmates, and their security levels. Sheriff administrators acknowledged that this operational practice to improve data collection for educational providers "revolutionized the way the LASD tracks rehabilitation program participation of inmates across the LA County jail system" (Eric A., S. P.).

EBI program acceptance. This data-driven approach also contributed to institutional acceptance of the EBI philosophy inside the jail system. A sheriff administrator recalled that when the call to "provide substantive and intellectual education" across the jail system was introduced by the former sheriff the message was neither well received nor welcomed initially in some of the jail facilities (John, R., S. P.). However, early EBI data reports demonstrated decreased disciplinary issues in the housing units at the facilities where EBI programs were offered. A shift in perceptions of the impact of EBI programs in the jails began when a well-respected captain and his facility deputies witnessed inmates who were part of an EBI program who refused to engage in a jail riot at the facility. The administrator noted that, after this incident, this captain who had since retired, became a key proponent of the importance of promoting educational opportunities and specialized housing units (John R., S. P.). That captain

sent a clear message to the rank and file at that facility that "we were changing the way we incarcerate here in the county jail" (John R., S. P.).

Communicating effectiveness. CCC administrators discussed the sheriff's department's system-wide efforts to embrace a data-driven approach to communicate the effectiveness of the PSCE partnership and other educational programs inside the jail as beneficial. They cited this effort as a significant driver to support the effectiveness of collaboration to the sheriff executive leaders and CCC executives and the public safety benefit of the partnership in the jails. CCC program administrators program shared their experiences with their state prison partners, as an administrator conveyed the importance of the "expanding reach of the data collection" (Charles C., S. P.). Specifically, Wardens continually embraced program data outcomes as a method to convey the importance of community college opportunities for inmates in their system-wide efforts to promote rehabilitation (Charles C., S.P.).

CCC administrators were hopeful that this message will transfer to the LASD executives as program data continues to be collected. Specifically, administrators noted when Custody leaders witnesses their first graduation in the county jail, their collective efforts will be recognized, and all the hard work that was put into the collaboration will be recognized and appreciated (Victor P., S. P.). Furthermore, sustaining the PSCE partnership in the county jail setting and its public safety benefits inside county jail system will be recognized by political stakeholders in the county and the efforts of the California Community Colleges' partnerships with law enforcement will be validated.

Discussion

Public Safety Realignment fundamentally changed correctional use of the county jail system, impacting the management of the jail by sheriff administrators. Since Realignment, the county jail system housed inmates who had been sentenced to an average of 2.7 years of incarceration in addition to housing pretrial inmates in a jail system never designed to house sentenced inmates beyond a year. As a result, sheriff administrators became responsible for the increased rehabilitative care for this correctional population according to Title 15 regulations in the County of Los Angeles criminal justice system.

Custody Divisions EBI initiatives led by the sheriff administrators of the EBI unit contributed to the LASD, significantly altering the law enforcement management approach of the jails toward delivering a corrections-based approach. This was most notably recognized in their use of evidence-based tools to assess inmates' risks and needs as they entered the jail system. This aided in providing inmate aftercare plans to address their needs when returning to the community. In addition to the EBI units' use of jail in-reach services and coordination of social services by the CTU unit, capitalizing on the strengths and capacities of different social service providers partnering with the LASD to support program participants in the specialized units had added to the public value of the PSCE partnership in Twin Towers and Men's Central Jail facilities.

The collaboration between sheriff administrators and CCC administrators of PSCE had been aided by sheriff's department's system-wide efforts to improve the jail culture and its relationship with outside partnerships. Essential to the success of this collaboration between the LASD and the CCC PSCE partnership was:

- Cross-system communication supported by jail site visits, face-to-face meetings;
- Recognizing and respecting the different priorities and organizational cultures of their partners;
- Reaching out to custody staff as well as to senior leadership; and
- Continually engaging with sheriff administrators in order to ensure the after PSCE partnership functioned effectively in the county jail system.

Moreover, the sheriff department's commitment to a data-driven approach to support the specialized programs was effective in using program data to convince sheriff officials of the impact of correctional education and the PSCE partnership in the county jail environment. Thus, the collaboration between these two public agencies spearheaded by the sheriff administrators and the CCC administrators could use data to communicate the success of the collaboration to political stakeholders in the county and the public value efforts to reduce recidivism, and to contribute to the public safety through the efforts of the California community college's partnerships with law enforcement in the County of Los Angeles

With these findings in place, the next chapter will focus on a brief review of the study, and will provide a summary of the findings, the study's implications for current practices, and recommendations for future research related to PSCE partnerships in county jail systems.

CHAPTER FIVE

IMPLICATIONS AND RECOMMENDATIONS

Correctional and community college administrators have increasingly sought innovative strategies to provide appropriate programming to correctional populations. Since the early twentieth century, PSCE partnerships in the correctional environment have ebbed and flowed as societal views have shifted toward the rehabilitation of correctional populations (Ryan 1995; Silva, 1994). Recently, there have been many studies describing the types of these programs in several jurisdictions in the United States, and it is broadly believed that they contribute positively to participants' success once they have returned to the community. In addition, these program partnerships, according to a United States Department of Education (2009) report, have been a "win-win" for all involved—correctional institutions, community colleges, and the general community. However, data from the viewpoint of program administrators have been lacking. In this qualitative study, I examined correctional and community college administrators' perceptions of how collaboration has contributed to the successful implementation of a PSCE partnership's public value impact in the Los Angeles County jail system. Based on a system's thinking framework, this study was developed to gain a better understanding of these administrators' perceptions of what elements of collaboration impacted the success of the PSCE partnership and the public value impact of the programs in terms of recidivism reduction and participants' successful return to their communities. Senge (2006) defined systems thinking as the fifth discipline that integrated four other disciplines—personal mastery, mental models, building a shared vision, and team learning—into a coherent body of theory and practice, suggesting that thinking systemically is instrumental to the learning and change process of

organizations. In order to gain insight to administrators' perceptions, study participants completed semistructured interviews that were digitally recorded, transcribed, and analyzed. I used observations and document reviews to provide additional data. I then analyzed data seeking patterns that described basic themes in the participants' answers.

Summary of Findings

The PSCE partnership inside the Los Angeles County jail system was an effective correctional education strategy to curb recidivism in the County of Los Angeles. This partnership provided access to educational opportunities and career technical education to inmates in a collaborative effort between the LASD and CCC. Perceptions of both the correctional and community college administrators were that the programs offered through the PSCE partnership in the LASD contributed in a positive way to the department-wide efforts in seeking innovative practices to reduce recidivism. In addition, they cited cross-system internal and external coordination of services as contributing to their ability to collaborate to create this support system for the correctional population.

Perceptions of the PSCE Partnership Impact on Public Value

The first research question I examined in this study was: What were the correctional and community college administrators' perceptions of the PSCE partnership's impact of on public value? Based on the perceptions revealed by sheriff administrators and CCC administrators, the PSCE partnership located in the Twin Towers and Men's Central Jail facilities contributed to the public value of both the agencies involved in the PSCE partnership by providing "smart on crime responses to the problem of recidivism in our criminal justice system" (Sarah T., S. P.).

Since Public Safety Realignment in 2011, county criminal justice systems have been required by Title 15 regulations to improve service delivery of correctional rehabilitation programs in county jail systems to enhance public safety. This shift in responsibilities from the state to the county correctional systems has contributed to system-wide efforts to improve public safety. LASD introduced the use of evidence-based assessments to determine risks and needs of inmates, and to inform development of an improved continuum of support services to aid inmates in the specialized housing units to successfully return to the community. These practices implemented by the sheriff's department have contributed to building the capacity of the PSCE partnership in the jail system, adding to the public value of the PSCE partnership in the Twin Towers and Men's Central Jail facilities. This partnership facilitated development of programs for inmates participating in the specialized programs of EBI to a continuum of supportive services. Based on evidence from jail data reports, these programs have contributed directly to public safety through the reduction in jail violence in the specialized housing units and the influence of EBI. A sheriff administrator noted, "Is a very large part of why jail violence has been lowered so substantially" (Aaron L., S. P.).

Elements of the Collaboration that Have Impacted Success

The second research question I examined was: What elements of the collaboration of the correctional and community college administrators have impacted the success of the PSCE partnership? According to the study participants, the collaboration between sheriff administrators and CCC administrators had been aided by the sheriff department's system-wide efforts to improve the internal jail culture and its relationship with outside partnerships. Essential to the success of the PSCE between the LASD and CCC was improved cross-system

partnership communication and the sheriff department's commitment to a data-driven approach to support the specialized programs. These elements were successful in creating an effective program and in communicating its success to stakeholders. A sheriff administrator further added, "The LASD continues to promote the value of and importance of community partnerships entering the jails to custody staff. Ongoing collaboration with other Custody Division units contributes to improving service delivery of rehabilitation programs that custody staff provide security" (Sarah T., S. P.).

These elements of collaboration also led to effective use of program data to convince sheriff officials of the positive impact of correctional education and the PSCE partnership in the county jail environment. A sheriff administrator further noted, "I think we are the perfect snap-shot because we have it all. We have convicted, we have pre-sentenced, we have pre-trial, we have it all" (Aaron L., S. P.). Thus, the collaboration between these two public agencies spearheaded by the sheriff administrators and the CCC administrators has used data to communicated the success of the collaboration to political stakeholders in the county as well as the public value of the PSCE in reducing recidivism and contributing to the public safety.

Conclusions

Moore (1995) described public value creation as being grounded in the belief that administrators who were responsible for any service or product provided by the public should produce a public value for constituents. The passage of Public Safety Realignment mandated that the custody division, EBI sheriff administrators initiate internal and external reforms in partnership with other custody division units to build system-wide support for improvement in the service delivery of correctional education programs and supportive services to curb

recidivism at the county level. This study documented the perceptions of correctional administrators and community college administrators about collaboration and the public value contribution of a PSCE partnership in two jail facilities located in the Los Angeles County jail system. This innovative partnership shows promise in its cross-system effort to provide higher education opportunities at the two jail facilities focused in this study.

McGarry and Ney (2006) identified collaboration as a system in which organizations or individuals come together sharing information, altering activities, and sharing resources in mutual commitment to and with mutual accountability for a shared larger purpose. The participants in this study identified the sheriff department's improved internal and external collaborations with outside partnerships that aligned toward the sheriff's vision "to see custody as an opportunity to break the cycle of incarceration in the County of Los Angeles" as aiding the cross in this cross-system PSCE partnership's public value contribution toward recidivism reduction.

Implications for Practice

Public Safety Realignment shifted the responsibilities of county criminal justice systems in their management of nonviolent inmates serving time in the local county jail systems. Sheriff administrators of the EBI unit responsible for the implementation of correctional education opportunities in the county jail system have been aided by the custody division's system-wide shifts toward an evidence-based corrections approach in their public safety jail management efforts, including increasing partnerships with educational providers. In these efforts, law enforcement administrators are engaged in outside PSCE partnerships with college administrators who are primarily responsible for ensuring their programs and services operate to

ensure successful outcomes for all students. Similarly, social work administrators align the management of social service programs with an emphasis on enhancing the wellbeing of individuals. Thus, social work administrators, educational administrators, and correctional administrators have a unique opportunity to increase collaborations in the jail environment using their professional expertise to ensure PSCE inmates are provided an opportunity to achieve their academic goals that begin in the custody environment.

Need for Feedback and Continuous Improvement

Custody oversight of the PSCE partnership inside Los Angeles County jail is an internal collaborative effort that begins at classification of the inmate. This collaborative effort is provided by sheriff administrators of the EBI unit, facility captains, and the chain of command that supervises custody staff of the specialized housing units. As examination of the literature has shown (National Institute of Corrections, 2005), correctional administrators have the two primary goals of safely operating the correctional institution and providing correctional programming. Lerman (2008) found custody officer's professional acceptance of a correctional rehabilitation program in the custody environment should focus on both rehabilitation *and* punishment. As custody personnel primarily supervise the PSCE distance partnership in the county jail, it is imperative to continue efforts to understand their perceptions and those of other partners in order to be able to develop and enhance educational services with a focus on quality improvement. This need implies that continuous feedback be sought on a regular and systematic way from all program administrators.

Need for Program Participant Voices

The LASD and CCC collaboration was a cross-system institutional arrangement with agreed-upon standards of action and shared norms (Gray 1989; Scott, 1995) between the LASD and CCC administrators who worked together to contribute to the public value in this collaboration (Bardach, 1998). Studies have shown that such programs might contribute to public value in terms of reduced recidivism and safer jail conditions. This study shows that the PSCE programs contributed to more respectful relationships within the jail and the perception of administrators that program participants were better prepared for resuming normal lives in the communities once they had served their sentences. However, the earlier studies and this research both relied on the standards and perceptions of people who advocated for and administered the education programs, people who had a vested interest in program success, and communicating that success to stakeholders to gain support. Seldom have the voices been heard from the perspectives of inmates who have participated in a PSCE partnership. Hearing their voices and their feedback is just as important to the CCC and LASD administrators in their efforts to continually improve the programs as is hearing the voices of those who deliver the services. The implication here is that the effort to gather data on perceptions of the program needs to be expanded to include all who are impacted by it.

Need for Communicating Effectiveness

Sheriff administrators and CCC administrators responsible for initiating the PSCE partnership have developed a complex collaboration that bridges two systems, the LASD and the California Community Colleges, Coast Community College District. Realignment legislation has emphasized the use of evidence-based practices and enhanced custody and supervision tools

for county correctional systems to reduce recidivism. The interagency shared goal to reduce recidivism and the internal and external collaborations initiated by the LASD for tracking the success of the PSCE distance partnership can develop cross-district outcome data. These data can effectively be used to communicate the effectiveness of the PSCE partnership in the Los Angeles County Jail setting to Los Angeles county and state lawmakers, and to the California Community Colleges Chancellor's Office. They can also be used to communicate the program elements and their effectiveness to other jurisdictions seeking to enhance their services to inmates and their communities.

Recommendations

Although the findings of this study cannot be generalized to other localities and systems, the data in this study do point to several recommendations for steps that can help to maintain and enhance the effectiveness of the program. These recommendations include developing mechanisms for enhancing staff training, gathering inmate feedback, and communicating program efficacy to stakeholders.

Enhance Staff Training

Sheriff administrators of the EBI unit have a key role in monitoring the environment in collaboration with other custody division units. Evidence-based corrections strategies (Cullen & Gendreu, 2001) suggested that custody staff play a vital role in engaging and motivating inmates. Ongoing training for new custody staff assigned to the EBI unit can facilitate meaningful guidance to support and provide motivation toward the shared efforts of the PSCE partnership in in the mixed-use county jail setting, where operations and management philosophies can be erratic as Cornelius (2008) found. Mukamal, Silbert, and Taylor (2015) also found that even

with supportive sheriff leadership in the jail environment, custody personnel and staff who are responsible for supervising classroom space and escorting inmates, can often, understandably, prioritize security over correctional education programming, which can challenge daily program operations inside the jails. Incorporating custody training modules on the outcomes and the benefits of correctional education for jail populations into staff trainings can aid these concerns (Mukamal et al.).

Recommendation. Administrators should implement enhanced training for custody staff participating in the PSCE partnership. Creating a space for custody staff to share ideas has the potential to encourage innovation as well as sustaining buy-in with the PSCE partnership. Implementation of ongoing staff development, interdisciplinary and peer training, and feedback can inform and sustain the PSCE efforts. Staff survey questionnaires, interviews, and/or focus groups ought to be conducted to collect information regarding their experiences and ideas and to improve training. Use of feedback from all involved has the potential to inform the continued efforts to sustain and improve the importance of specialized programs in the jail system that can contribute to the effectiveness of the distance PSCE partnership.

Gather Inmate Feedback

Nearly 90% of all county jail inmates are housed within 10 miles of a community college campus (Mukamal et al., 2015). Promoting pathways for county jail inmates participating in the PSCE partnership to successfully reintegrate after incarceration can be a particular challenge for the LASD, which is primarily responsible for the safety and security within the Los Angeles County Jail system despite the efforts of the Community Transition Unit and the expertise of the social service providers in assisting inmates returning to the community. As the literature

indicated, inmates enter correctional systems often disenfranchised from public education systems and society as well (Klein & Tolbert, 2004). Participating county jail inmates have a unique opportunity to inform administrators with insightful feedback to ensure that adequate pathways are developed. To ensure that inmates who participate in the PSCE partnership have social services support to continue their community college education after release, it is imperative to develop a pathway to support PSCE participants to connect with their local community college district in their return to the community. Developing a pathway to local community colleges is important in context of recent 2014 legislation, Senate Bill (SB) 1391, which allows community colleges to collect funds for PSCE programs in the correctional environment. In addition, SB 1391 provides a grant program to community colleges to develop innovative career technical education courses leading to industry and statewide certifications for inmates incarcerated in county jails and state prisons (Hancock, 2014). Thus, by the end of 2016, onsite community college courses and career technical programs were being offered in select state prisons and, to a limited extent, select county jails across the State of California. The recent emphasis of on-site instruction may be a viable model (Davis et al., 2013) for providing county jail inmates with direct, ongoing contact to enhance the current LASD and Coastline partnership model. To this end, an outcome evaluation of the existing PSCE partnership model and collective qualitative research from the inmate participants themselves should be conducted to add to the value of the current collaboration and to inform any future program model improvements.

Recommendation. Conduct process and outcome evaluations of the Coastline PSCE partnership model with survey questionnaires, interviews, and focus groups with participating

inmates. An evaluation ought to incorporate relevant questions regarding the quality, the effectiveness of program design, and existing continuum of care in-reach services. This evaluation along with other data gathered about program processes and outcomes should be used to inform continuous program improvement efforts.

Communicate Program Efficacy to Stakeholders

Public Safety Realignment has contributed to the importance of sheriff administrators using a data-driven approach to communicate the efficacy of the PSCE partnership and correctional educations programs in the jail as whole. As two recent studies by the RAND Corporation found, providing correctional education opportunities can be cost-effective when it comes to reducing recidivism (Davis et al., 2014), and inmates enrolled in a PSCE program were 43% less likely to be recidivate (Davis et al., 2013). Sheriff administrators and CCC administrators acknowledged the tracking of quantitative data of correctional education programs in the jail has benefited operations and management of the programs across the jail system. Promoting the success of the PSCE partnership through program outcome data in the Los Angeles County jail system can communicate the success of the collaboration to public value efforts to reduce recidivism through the efforts of California Community Colleges partnerships with a county sheriff's department to political stakeholders in the County of Los Angeles.

Recommendation. Create a program scorecard with outcome data to be used to communicate the public value of the collaboration. Data from the PSCE partnership can be shared between public agencies and disseminated to the political stakeholders in the County of Los Angeles and the CCC District and to the California Community Colleges Office.

Concluding Statement

The Los Angeles County Sheriff's Department operates the largest jail system in the world in the most populous county in the United States. Over the past several years, the pendulum has swung toward improving inmate access to correctional education opportunities. This swing has influenced correctional administrators managing their systems to improve service delivery in state prisons and county jail systems in the State of California.

Access to educational opportunities in the correctional environment offers inmate learners the opportunity to connect with their humanity. This access to education represents an opportunity to free the mind in the dehumanizing world of correctional environments. It also promotes critical thinking and growth in all areas during this period of incarceration that allows people to make good decisions in their life journeys.

Providing access to higher education opportunities to Los Angeles County jail inmates in partnership with the California Community Colleges is an important shared public safety effort that ultimately contributes to the common good by preparing individuals in county custody for a second chance in their return and reentry as contributing members of their communities, ultimately benefiting all of society.

Personal Reflection

On December 5, 1991, I entered the California Correctional Institution (CCI) State Prison Tehachapi Reception Center as a state prisoner. CCI is in the Cummings valley of Tehachapi, California, located beneath the picturesque Tehachapi mountains, with their beautiful ice-capped peaks offering a stark contrast to the emotions I felt as I entered the fluorescent amber-lit, grey concrete state prison housing unit; shuffled in an ordered fashion from the County of Los

Angeles Sheriff bus into a metal holding cage with other convicted felons waiting to be stripped naked and processed into the prison.

Figure 6. Aerial view of California Correctional Institution [Digital image]. (n.d.). Retrieved from: http://www.cdcr.ca.gov/Facilities_Locator/CCI.html. Used with permission.

As I recall this traumatic day, I was a person battling his own personal adversities, attempting to grasp the magnitude of the errant life decisions that had led my life to this environment. I came from a two-parent middle-class family that cultivated an environment of learning; yet, during my adolescent high school years within private and public educational systems, I began a negative trajectory eventually becoming a student in continuation high school, independent studies, and adult school environments—all met with no success. Subsequently, my life took a turn in the direction of numerous incarcerations within the Los Angeles County jail system. During these periods, I would attempt to complete my high school diploma or my

General Education Equivalent (GED), to no avail. However, determined to pursue an education after release, I would return home and enroll in my local community college and attend classes, but struggled navigating to continue with my studies. So here I was on this December day, a young Mexican American male, high school dropout, convicted felon. Pursuing an education was the furthest thing from my mind. I was now California state prisoner H-17161.

All convicted felons who enter state prison are required to undergo a series of institutional assessments as the literature informs. One outcome from my experience was that my Test of Adult Basic Education (TABE) scores were poor, and I was classified to attend adult school. However, I was unable to begin an academic program because of an institutional wait-list. In the interim, however, I secured a prison employment opportunity as an inmate clerk in the institution's vocational inmate programs. Shortly after this placement, I was physically assaulted by a gang member, which resulted in my removal from the prison yard into the Administrative Segregation Unit. Thus, for safety and security purposes I was administratively transferred to another institution, where I was assigned to various prison employment positions as an inmate clerk until my parole release. As a result, I was never placed into an academic program.

Once again, I returned home and enrolled at my local community college to continue my education. Two years later, I reoffended, and was once again on my way back to state prison. However, during this period of incarceration in the Los Angeles County jail, while I waited to be transferred to state prison once again, I was afforded the opportunity to earn my high school diploma. During that era, inmate access to education opportunities remained limited across the jail system. However, I was very fortunate to have been classified and housed at a jail facility

where I had access to complete my high school education, the foundation to my higher education journey. This opportunity was a transformative experience despite my own continued struggles reflected in reoffending as a parole violator shortly after this second prison commitment.

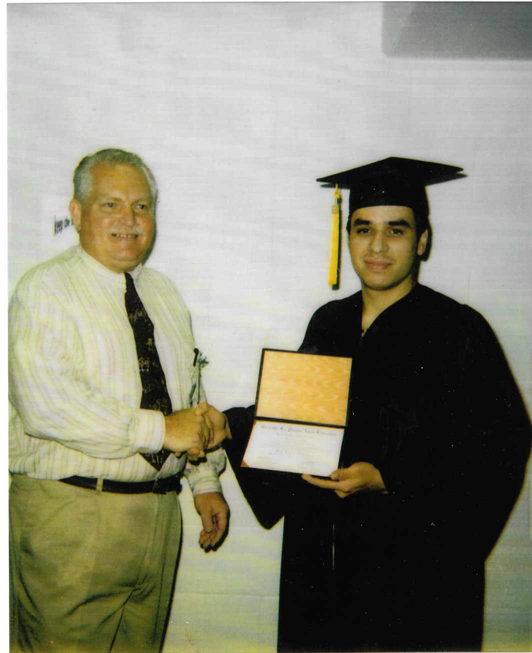

Figure 7. Jail high/school graduation photo, Luis S. Garcia, 1995. Author's archives.

Correctional environments place an extraordinary level of psychological and physical demands on inmates. I was young male who moved from serving county jail sentences to the California state prison environment and, as a matter of survival, needed to adapt to this setting. Emotionally, I had to develop habits of thinking and acting that would be highly dysfunctional, and antisocial in civil society and, at the very same time, remember who I was as a person. Criminologists have suggested that the adaptations a prison inmate is likely to develop in the correctional environment are interpersonal distrust, social isolation, and institutional dependence

(Haney, 2003). In addition, it is likely that, while incarcerated, the inmate becomes the personification of institutionalization. Through this process of institutionalization, the individual becomes accustomed to multiple environmental deprivations—limitations that the correctional environment imposes (Haney, 2003).

In context of my jail and prison experiences, I believe the adaptations and adjustments I made in the numerous correctional environments were normal reactions to the abnormal conditions of the institutional environments. Thus, when any inmate prepares to exit the correctional environment, adapting to their social environment can be complex. The experiences of institutional patterns of behavior—dependence on the correctional environment—are likely to be a significant barrier that can impact an individual's opportunity for a successful return to society. Although the inmate can readjust and readapt institutional patterns of behavior to more socially appropriate ones suited for civil society, very few inmates exit correctional environments unscathed, and most are completely changed by their experience (Haney, 2003; Irwin, 1971).

In retrospect, one of the most challenging aspects in my higher education and professional journey has been the process of healing from the trauma experienced from incarceration experiences. As a person who was formerly incarcerated, I frequently encounter men and women who have experienced incarceration and are pursuing higher education opportunities determined to lead law-abiding lives and reinvent themselves in mainstream society. I often have shared that my own path has been guided by reclaiming my own sense of personal self-worth and confidence, and that despite my experiences of incarceration, my life is worth infinitely more. Thus, the power of higher education to transform the s*elf* from the past

dehumanizing experiences has provided me with an opportunity for redemption from past transgressions and the ability to embrace this new life I have been afforded through my higher education journey. To this end, my ultimate hope is that my research will encourage and help others to achieve their education goals and assist correctional administrators in understanding the importance of providing educational opportunities for incarcerated people in the correctional environment.

Appendix A

Sequence of Events in the Criminal Justice System

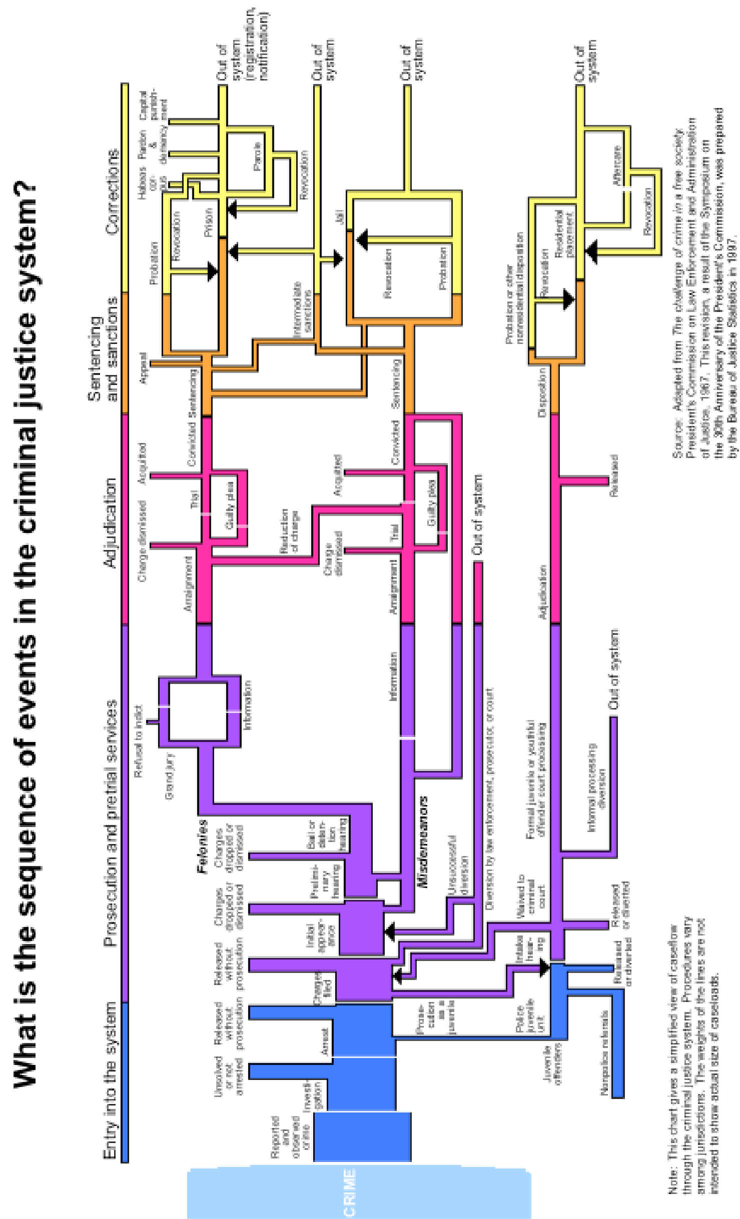

Figure A1. Sequence of events in the criminal Justice system. Retrieved from https://www.bjs.gov/content/justsys.cfm. Used with permission.

Appendix B
Shifts in Corrections and Rehabilitation

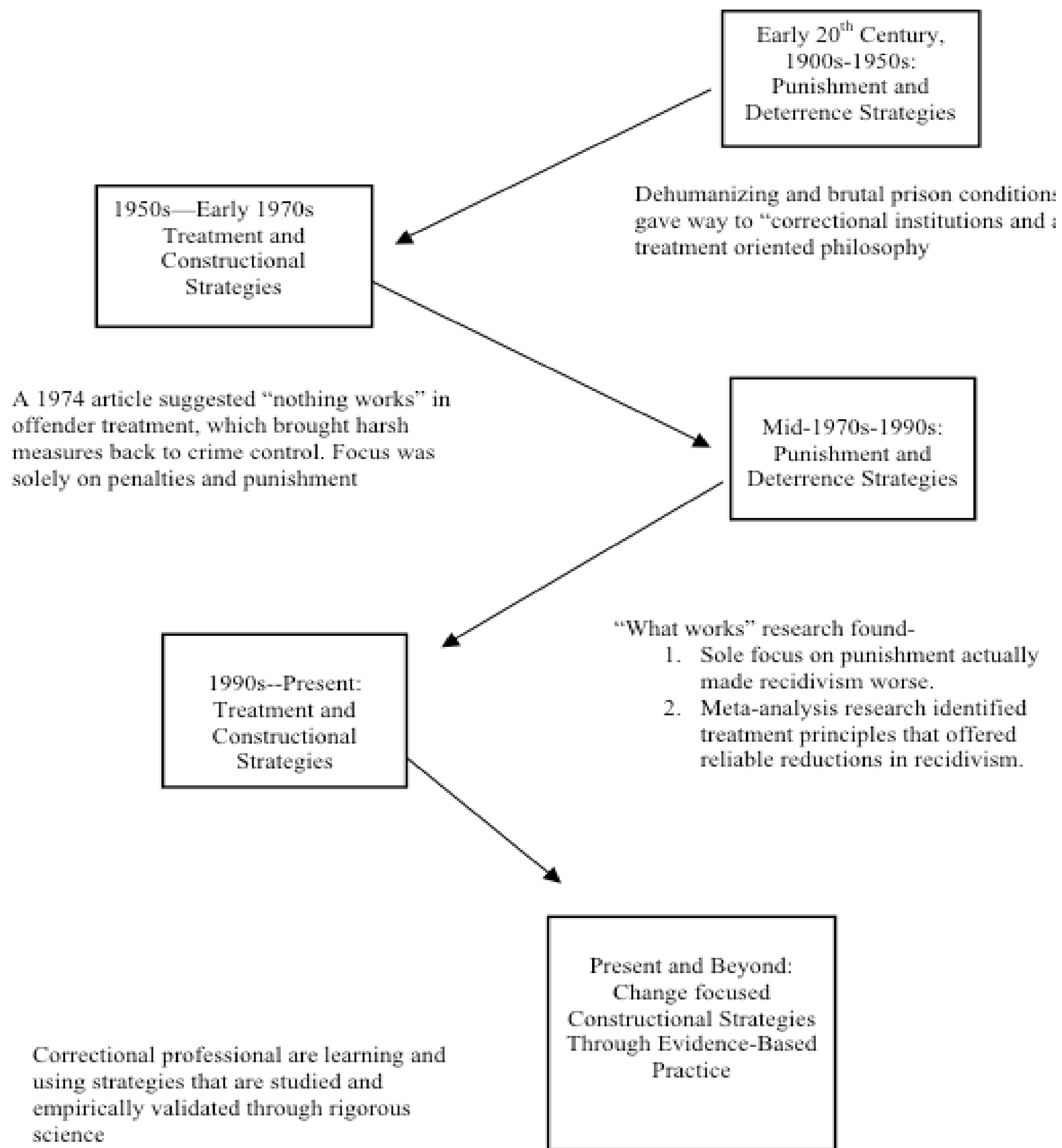

Figure 1. Pendulum swings in correctional rehabilitation. Adapted from Cullen & Gendreu, 2001. Used with permission.

Appendix C
Interview Protocol for LASD Administrators

Interview Questions

1. How long have you been with the department?

2. What are your current roles and responsibilities within the department?

3. How long have you been involved with the Education Based Incarceration Initiative?

4. Why did the department decide to partner with the community college system to provide PSCE programming?

5. What do you see as the significant public value benefits of the partnership between your agency and the community college? [Probes: internal benefits, community benefits].

6. How do you define program success?

7. Do you think current partnership benefits the broader community? If so, what might these benefits be?

8. How has the ongoing collaboration with community partners contributed to the success of partnerships with the LASD?

9. What internal and external system challenges were faced, and resolved, in the collaborative effort to provide PSCE programming inside the jail system?

10. How would you describe the impact of collaboration to provide PSCE programming in partnership with the community college? [Probes: internal collaboration, outside community collaboration].

Appendix D
Interview Protocol for Community College Administrators

Interview Questions

1. How long have you been with your college?

2. What are your current roles and responsibilities at your college?

3. How long have you been involved with the PSCE partnership?

4. Why did your agency decide to partner with the state prison to provide PSCE programming?

5. What do you see as the significant public value benefits of the partnership between your agency and the state prison? [Probes: internal benefits, community benefits].

6. How do you define program success?

7. Do you think current partnership benefits the broader community? If so, what might these benefits be?

8. How has your ongoing collaboration contributed to the success of your partnership?

9. What internal and external challenges were faced, and resolved, in the collaborative effort to provide PSCE programming inside the institution?

10. How would you describe the impact of collaboration to provide PSCE programming in partnership with the state prison? [Probes: internal collaboration, outside community collaboration].

Appendix E

Template for Participant Observation Grid

<table>
<tr><td colspan="2">Title of Observation:</td></tr>
<tr><td>Date: Time:</td><td>Location: Set of Field Notes (#):</td></tr>
<tr><th>Observation</th><th>Description</th></tr>
<tr><td>1. Who is in the scene?</td><td></td></tr>
<tr><td>2. What is happening here?
a. What behaviors are repetitive and irregular?
b. How do the people in the setting interact toward one another?
c. What is the content of their conversations?</td><td></td></tr>
<tr><td>3. Where is the scene located?</td><td></td></tr>
<tr><td>4. How do the identified elements interrelate – from either the participants' or the researcher's perspective?</td><td></td></tr>
</table>

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