



NEW BRIDGES TO THE COMMUNITY

A COLLECTION OF STUDIES
ON THE FIRST YEAR'S
EXPERIENCE WITH THE
WORK RELEASE PROGRAM

17035

U.S. Department of Justice
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Washington, D.C.



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PREFACE

For the last several years, Research has been an integral part of every new program developed in the Bureau of Prisons. The Work Release Program is no exception -- it has stimulated an immediate administrative need for evaluation in a variety of areas. In this publication, studies are presented which describe the program in the first year of its existence, from its inception to the beginning of its integration into the total correctional system.

The pictures presented by these studies will answer some of the questions asked by the program administrator. But they also raise questions which are not easy to answer. As these studies are reviewed, some of the strengths in the program will become evident, as will some of the serious problems which have developed and must now be resolved if the program is to reach its full potential.

We believe that field managers will play an important part in the ultimate success of the program. This collection of studies was compiled to provide the field manager with a ready source of information about the program. Field distribution of this information has not been as prompt as will be the case with future publications in this area, but this document still contains much which will be of immediate value.

Even though these studies tell us quite a bit about work release, and projects which are planned will tell us even more, we shall probably never be able to truly assess the tremendous impact that this "New Bridge to the Community" has had on all of corrections. Can we ever really measure the soul-searching re-evaluation of our training and treatment programs which has resulted from their being tested by the work releasee in the community? How can we measure the value of the positive changes we have made in our conceptualization of the offender as the result of work release? How do we evaluate our discovery that, in our former isolation from the community, some of our standards and regulations had lost sight of the world around us, and were actually defeating the goals we had set for them? Or how do you evaluate our turning away from isolation itself to find that, in 1967, our notions about community rejection of corrections is nothing but a myth?

The reports included here represent the beginning of the continuous effort we are making to evaluate this exciting new program. Studies are currently in progress which will attempt to rigorously evaluate work release in terms of the ultimate goal of the Bureau of Prisons -- the reintegration of the offender into society. On May 8, 1967, the following memo describing the tentative findings of a one-year follow-up on men released to the community during the first six months of the program was handed to me by J. E. Brent, Social Science Analyst with the Research Branch of the Bureau of Prisons:

Tentative indications from followup data on the first 102 adult male offenders to successfully participate in the Work Release Program and be released to the community are indeed encouraging. Eighty-four percent of these offenders have succeeded to the extent that they have maintained themselves in the community for at

least one year without further serious convictions. Men with no prior commitments succeeded at the rate of 88%, while men with one or more prior commitments succeeded at the rate of 81%.

In terms of Base Expectancy predictions using Glaser's Table, maximum benefit was apparently derived by those men falling into the poorer risk categories. Men who were good risks succeeded at or near the rates expected. Those offenders who were poorer risks succeeded at much higher than their expected rates. Thus, while the better risks among prospective releasees will likely succeed with or without WRP intervention, it appears that poorer risks are helped tremendously by involvement in Work Release.

These figures are based on information from all but three of the cases who successfully completed WRP during the period to April 30, 1966 and were released to the community. Criteria for failure were (a) issuance of a parole violator warrant and/or (b) recommitment to a state or Federal prison for a felony or felony like offense. Only the former condition has been rigorously met at this time, and final verification awaits a check of FBI and institution records. A further limitation is that the small number of cases (99) cannot be said to constitute conclusive evidence. The data should be received with caution until replication with larger numbers of program participants over longer periods of time can be made.

As we in Research analyze and describe the things you in the field are doing, we feel a part of the dynamic mainstream of corrections today. We are deeply appreciative of the tremendous help which the managers in the field have given us in preparing the schedules on which these studies are based. We wish to take this opportunity to publicly say to them, "Thank you for your essential contribution to these studies. We proudly claim partnership with you in the exciting work you are doing."

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WASHINGTON, D. C.
JUNE, 1967

SUMMARY* REPORT ON THE CHARACTERISTICS OF PRISONERS ASSIGNED TO THE
WORK RELEASE PROGRAM FROM SEPTEMBER 24, 1965 TO APRIL 28, 1966

By
MARTIN SCHUGAM

From September 24, 1965 to April 28, 1966, 835 inmates from 29 different Federal prisons were placed in the Work Release Program. All categories of institutions placed inmates in the program.

Most of the participating inmates were white (68.5%), while 28.6% were Negro. The remaining 2.5 per cent were American Indians, or fell into the "other" category. I.Q.'s ranged from a few cases below 69 through several others over 130. The largest percentage fell into the 100-109 rubric (26.5 per cent), with 18 per cent in the 90-99 category. Slightly over 16 per cent had I.Q.'s between 110 and 119. (See Table Two) Thirty-one and one-half per cent of work releasees had had a prior commitment for juvenile offenses, and 3.5 per cent had no prior commitments at all. Less than ten per cent had had prior commitments for adult felonies. (See Table Three)

Over half of the inmates were under regular sentences, 28.2 per cent were either Juveniles or Youth Corrections Act cases. (See Table Four) Sentences for 31.9 per cent of the group ranged from over one year to 2 and one-half years, with the next largest group under sentences from two and one-half to under five years (21.5%). The third largest group of inmates was serving a sentence length of from five to ten years (18.5 per cent). (See Table Five)

The largest single group of Work Release participants were imprisoned for auto-theft (MVTA, 39.6 per cent). The next largest group of identifiable offenses were forgery and narcotics, both slightly under ten per cent of the cases. (See Table Six) By far the largest group were Court Commitments (82.6%), and the next largest group were Parole Violators without new sentences (8.2%). (See Table Seven)

SUMMARY

Of the first 835 work releasees, most were white, with average I.Q.'s. Less than ten per cent had a prior commitment for an adult felony, though roughly one-third had a prior commitment for a juvenile offense. Most were serving regular sentences, but just over one-fourth of the inmates were Juvenile or Youth Corrections Act cases. Most were serving sentences of from one to five years for auto theft, forgery, or narcotics violations.

* A detailed study of the background characteristics of these 835 work releasees is available in the Research Branch and more data on this group can be made available upon request.

TABLE ONE

Type of Institution	Total		AGE AT WORK RELEASE ASSIGNMENT						
			Under 18	18 to 21	22 to 25	26 to 29	30 to 39	40 to 49	50 & over
	No.	%	No.	No.	No.	No.	No.	No.	No.
TOTAL	835	100.0	47	168	117	125	228	114	36
Unsentenced Offenders, Male	175	100.0	46	117	9	2	1	-	-
Ashland	24	13.7	2	22	-	-	-	-	-
Caglewood	70	40.0	19	51	-	-	-	-	-
National Training School ..	67	38.3	25	42	-	-	-	-	-
Lucas	14	8.0	-	2	9	2	1	-	-
Long Adult, Male	190	100.0	-	48	84	27	20	9	2
Hillicoth	9	4.8	-	3	6	-	-	-	-
Reno	68	35.8	-	20	39	8	-	-	1
Compton	10	5.3	-	1	4	5	-	-	-
Cretorsburg	58	30.5	-	24	31	3	-	-	-
Carion	1	0.5	-	-	1	-	-	-	-
Lewisburg	5	2.6	-	-	1	-	4	-	-
Allenwood	4	2.1	-	-	-	-	4	-	-
Merre Haute	35	18.4	-	-	2	11	12	9	1
Long Term Adult, Male	23	100.0	-	-	-	2	16	5	-
Atlanta	5	21.7	-	-	-	1	4	-	-
Cavearth	7	30.5	-	-	-	-	5	2	-
McNeil Island	6	26.1	-	-	-	-	4	2	-
McNeil Island Camp	5	21.7	-	-	-	1	3	1	-
Intermediate Adult	408	100.0	1	1	21	87	173	94	31
Danbury	77	18.9	-	1	7	23	22	17	7
La Tuna	33	8.1	-	-	2	9	15	6	1
Milan	104	25.4	-	-	2	20	43	27	12
Sandstone	13	3.2	-	-	2	6	3	2	-
Seagoville	91	22.3	-	-	6	16	43	19	7
Tallahassee	3	0.7	-	-	-	2	-	1	-
Terminal Island	59	14.5	-	-	-	6	32	17	4
Texarkana	28	6.9	1	-	2	5	15	5	-
Short Term Adult	14	100.0	-	-	-	2	6	4	2
Florence	12	85.7	-	-	-	2	5	4	1
Montgomery	2	14.3	-	-	-	-	1	-	1
Community Supervision	1	100.0	-	1	-	-	-	-	-
New York (Jail)	1	100.0	-	1	-	-	-	-	-
Springfield Maint. Unit	3	100.0	-	-	-	-	2	1	-
Male Offenders	21	100.0	-	1	3	5	10	1	1
Terminal Island	21	100.0	-	1	3	5	10	1	1

TABLE TWO
I.Q. OF WORK RELEASEES

CATEGORY	Number	Percent
TOTAL	835	100.0
No test, illiterate	5	0.6
No test, other	28	3.3
69 and under	8	1.0
70 - 79	22	2.6
80 - 89	75	9.0
90 - 99	150	18.0
100 - 109	221	26.5
110 - 119	137	16.4
120 - 129	64	7.7
130 and over	6	0.7
Not reported	119	14.2

TABLE THREE
 MOST SERIOUS PRIOR COMMITMENT

	Number	Percent
TOTAL.....	835	100
No Prior Commitment.....	254	30.5
Prior Juvenile Offense.....	263	31.5
Misdemeanor.....	122	14.6
Prior Adult Felony.....	83	9.9
Not Reported.....	113	13.5

TABLE FOUR

Type of Institution	Total		SENTENCE PROCEDURE					P.L. 85
			Reg.	Juv.	YCA	4208 (a) (1)	4208 (a) (2)	
	No.	%	No.	No.	No.	No.	No.	No.
Total	835	100.0	458	146	90	3	134	4
Youthful Offenders, Male	175	100.0	9	137	28	-	1	-
Ashland	24	13.7	3	12	8	-	1	-
Englewood	70	40.0	1	58	11	-	-	-
National Trng. Sch. ..	67	38.3	-	67	-	-	-	-
Tucson	14	8.0	5	-	9	-	-	-
Young Adult, Male	190	100.0	108	9	55	1	16	1
Chillicothe	9	4.8	6	-	3	-	-	-
El Reno	68	35.8	28	1	32	-	7	-
Lompoc	10	5.3	6	-	3	-	1	-
Petersburg	58	30.5	29	8	17	1	2	1
Marion	1	0.5	1	-	-	-	-	-
Lewisburg	5	2.6	5	-	-	-	-	-
Allenwood	4	2.1	4	-	-	-	-	-
Terre Haute	35	18.4	29	-	-	-	6	-
Long Term Adult, Male ..	23	100.0	17	-	-	-	6	-
Atlanta	5	21.7	5	-	-	-	-	-
Leavenworth	7	30.5	4	-	-	-	3	-
McNeil Island	6	26.1	4	-	-	-	2	-
McNeil Island Camp ...	5	21.7	4	-	-	-	1	-
Intermediate Adult	408	100.0	297	-	5	2	101	3
Danbury	77	18.9	69	-	2	-	6	-
La Tuna	33	8.1	19	-	-	-	14	-
Milan	104	25.4	62	-	1	-	39	2
Sandstone	13	3.2	8	-	-	-	4	1
Seagoville	91	22.3	76	-	2	-	13	-
Tallahassee	3	0.7	3	-	-	-	-	-
Terminal Island, Male.	59	14.5	40	-	-	1	18	-
Texarkana	28	6.9	20	-	-	1	7	-
Short Term Adult	14	100.0	10	-	-	-	4	-
Florence	12	85.7	8	-	-	-	4	-
Montgomery	2	14.3	2	-	-	-	-	-
Community Supervision ..	1	100.0	1	-	-	-	-	-
New York (Jail)	1	100.0	1	-	-	-	-	-
Springfield Maint. Unit.	3	100.0	3	-	-	-	-	-
Female Offenders	21	100.0	13	-	2	-	6	-
Terminal Island	21	100.0	13	-	2	-	6	-

TABLE FIVE

Type of Institution	Total		LENGTH OF SENTENCE							Indeterm.	
			Months	Years					YCA	Mi-nority	
			6 to 12	Over 1 to 2½	Over 2½ Under 5	5 Under 10	10 Under 15	15 and over	No.	No.	
No.	%	No.	No.	No.	No.	No.	No.	No.	No.		
Total	835	100.0	53	267	180	155	19	1	90	70	
Unsentenced Offenders, Male ..	175	100.0	12	37	25	8	-	-	28	65	
Shland	24	13.7	3	1	2	1	-	-	8	9	
Inglewood	70	40.0	2	10	10	4	-	-	11	33	
National Training Sch. ..	67	38.3	7	23	12	2	-	-	-	23	
Lucson	14	8.0	-	3	1	1	-	-	9	-	
Long Term Adult, Male	190	100.0	5	61	31	29	4	-	55	5	
Millicoth	9	4.8	-	4	1	-	1	-	3	-	
Reno	68	35.8	1	13	11	10	1	-	32	-	
Compo	10	5.3	-	2	2	3	-	-	3	-	
Hestersburg	58	30.5	2	22	7	5	-	-	17	5	
Marion	1	0.5	-	-	-	1	-	-	-	-	
Lawisburg	5	2.6	-	1	2	1	1	-	-	-	
Hlenwood	4	2.1	2	-	1	1	-	-	-	-	
Parre Haute	35	18.4	-	19	7	8	1	-	-	-	
Short Term Adult, Male	23	100.0	1	5	7	7	3	-	-	-	
Blanta	5	21.7	-	2	1	2	-	-	-	-	
Leavenworth	7	30.5	-	1	3	2	1	-	-	-	
Neil Island	6	26.1	1	2	1	1	1	-	-	-	
Neil Island Camp	5	21.7	-	-	2	2	1	-	-	-	
Intermediate Adult	408	100.0	33	151	108	102	9	-	5	-	
Sanbury	77	18.9	7	20	15	32	1	-	2	-	
Tuna	33	8.1	1	9	12	9	2	-	-	-	
Alan	104	25.4	13	47	27	16	-	-	1	-	
Sandstone	13	3.2	1	5	6	1	-	-	-	-	
Pegoville	91	22.3	6	45	24	11	3	-	2	-	
Allahassee	3	0.7	-	3	-	-	-	-	-	-	
Terminal Island	59	14.5	5	10	19	22	3	-	-	-	
Arkansas	28	6.9	-	12	5	11	-	-	-	-	
Short Term Adult	14	100.0	-	5	4	3	2	-	-	-	
Florence	12	85.7	-	4	3	3	2	-	-	-	
Montgomery	2	14.3	-	1	1	-	-	-	-	-	
Community Supervision	1	100.0	-	1	-	-	-	-	-	-	
New York (Jail)	1	100.0	-	1	-	-	-	-	-	-	
Springfield Maint. Unit ...	3	100.0	-	-	1	1	1	-	-	-	
Female Offenders	21	100.0	2	7	4	5	-	1	2	-	
Terminal Island	21	100.0	2	7	4	5	-	1	2	-	

TABLE SIX

Type of Institution	Total		SUMMARY OFFENSE								Sex	All Others
			Marihuana	Narcotics	Forgery	MVTA	Liquor	Robbery	Robbery (G.R.)			
	No.	%	No.	No.	No.	No.	No.	No.	No.	No.	No.	
TOTAL	835	100.0	30	79	81	331	54	20	7	2	231	
Unful Offenders, Male	175	100.0	2	-	5	108	4	1	4	2	49	
Shland	24	13.7	-	-	-	17	1	-	-	1	5	
nglewood	70	40.0	1	-	1	54	-	-	1	-	13	
ational Trng. Sch. ...	67	38.3	-	-	3	28	3	1	3	1	28	
acson	14	8.0	1	-	1	9	-	-	-	-	3	
Long Adult, Male	190	100.0	7	9	18	96	16	6	1	-	37	
illicothe	9	4.8	-	-	-	9	-	-	-	-	-	
Reno	68	35.8	6	2	5	37	1	2	-	-	15	
ompoc	10	5.3	-	1	1	6	-	-	-	-	2	
atersburg	58	30.5	-	2	6	30	11	1	1	-	7	
arion	1	0.5	-	-	-	-	-	-	-	-	1	
ewisburg	5	2.6	1	1	-	3	-	-	-	-	-	
llenwood	4	2.1	-	1	-	-	-	-	-	-	3	
erre Haute	35	18.4	-	2	6	11	4	3	-	-	9	
Short Term Adult, Male ..	23	100.0	1	5	3	6	1	1	-	-	6	
lanta	5	21.7	-	1	2	1	1	-	-	-	-	
avenworth	7	30.5	1	1	-	2	-	-	-	-	3	
Neil Island	6	26.1	-	-	1	1	-	1	-	-	3	
Neil Island Camp ...	5	21.7	-	3	-	2	-	-	-	-	-	
Intermediate, Adult	408	100.0	18	55	49	114	32	10	1	-	129	
anbury	77	18.9	1	29	5	12	4	4	1	-	21	
Tuna	33	8.1	5	1	5	14	-	2	-	-	6	
lan	104	25.5	-	7	16	26	19	-	-	-	36	
ndstone	13	3.2	-	-	1	9	-	-	-	-	3	
agoville	91	22.3	5	7	11	28	8	1	-	-	31	
allahassee	3	0.7	-	-	-	1	-	-	-	-	2	
riminal Island, Male.	59	14.4	7	6	7	15	-	3	-	-	21	
arkana	28	6.9	-	5	4	9	1	-	-	-	9	
Short Term Adult	14	100.0	-	3	-	5	1	1	1	-	3	
orence	12	85.7	-	3	-	4	-	1	1	-	3	
ntgomery	2	14.3	-	-	-	1	1	-	-	-	-	
Community Supervision ..	1	100.0	-	-	-	-	-	-	-	-	1	
w York, (Jail)	1	100.0	-	-	-	-	-	-	-	-	1	
ngfield Maint. Unit.	3	100.0	-	1	-	-	-	1	-	-	1	
Male Offenders	21	100.0	2	6	6	2	-	-	-	-	5	
riminal Island	21	100.0	2	6	6	2	-	-	-	-	5	

TABLE SEVEN

Type of institution	Total		TYPE OF COMMITMENT				
			Court	Parole Violators Without New Sentences	Probation Violators (Current Offense)	Mandatory Release Violators Without New Sentences	All Other
	No.	%	No.	No.	No.	No.	No.
TOTAL	835	100.0	690	69	37	27	12
Whispering Offenders, Male	175	100.0	149	11	10	-	5
Whispering Island	24	13.7	20	2	2	-	-
Whispering Inglewood	70	40.0	60	5	5	-	-
Whispering National Training School	67	38.3	59	1	2	-	5
Whispering Tucson	14	8.0	10	3	1	-	-
Whispering Long Adult, Male	190	100.0	146	33	6	2	3
Whispering Chillicothe	9	4.8	6	2	-	-	1
Whispering Reno	68	35.8	50	16	-	-	2
Whispering Compo	10	5.3	7	3	-	-	-
Whispering Petersburg	58	30.5	42	11	5	-	-
Whispering Marion	1	0.5	1	-	-	-	-
Whispering Lewisburg	5	2.6	4	-	-	1	-
Whispering Glenwood	4	2.1	4	-	-	-	-
Whispering Terre Haute	35	18.4	32	1	1	1	-
Whispering Long Term Adult, Male	23	100.0	21	1	-	-	1
Whispering Atlanta	5	21.7	4	1	-	-	-
Whispering Heavenworth	7	30.5	6	-	-	-	1
Whispering McNeil Island	6	26.1	6	-	-	-	-
Whispering McNeil Island Camp	5	21.7	5	-	-	-	-
Whispering Intermediate Adult	408	100.0	343	21	18	23	3
Whispering Danbury	77	18.9	66	2	4	4	1
Whispering La Tuna	33	8.1	30	-	1	1	1
Whispering Milan	104	25.4	88	6	3	7	-
Whispering Sandstone	13	3.2	10	-	1	2	-
Whispering Eagoville	91	22.3	78	7	3	2	1
Whispering Callahassee	3	0.7	3	-	-	-	-
Whispering Terminal Island, Male	59	14.5	43	5	4	7	-
Whispering Texarkana	28	6.9	25	1	2	-	-
Whispering Short Term Adult	14	100.0	13	-	-	1	-
Whispering Florence	12	85.7	11	-	-	1	-
Whispering Montgomery	2	14.3	2	-	-	-	-
Whispering Community Supervision	1	100.0	1	-	-	-	-
Whispering New York (Jail)	1	100.0	1	-	-	-	-
Whispering Springfield Maint. Unit	3	100.0	3	-	-	-	-
Whispering Male Offenders	21	100.0	14	3	3	1	-
Whispering Terminal Island	21	100.0	14	3	3	1	-

HIGHLIGHT #1

AN ANALYSIS OF INDIVIDUAL JOB DESCRIPTIONS, AS REPORTED ON THE "WORK RELEASE PROGRAM DISCHARGE DATA" FORM, ON 944 PRISONERS REMOVED FROM THE WORK RELEASE PROGRAM, AS OF SEPTEMBER 8, 1966

BY: R. RENEE BOWDEN

The attached tabulation represents a statistical breakdown of individual job descriptions, as reported on the "Work Release Program Discharge Data" form, on 944 prisoners removed from the Work Release Program, as of September 8, 1966.

The jobs were coded and classified according to the "Dictionary of Occupational Titles." The largest group, 232 or 24.6 percent were in semi-skilled jobs. Of these 30 worked as mechanics, auto repairmen, and in machine shops and related occupations; 10 worked as welders, and an additional 13 in other inter-industry metalworking occupations that have not been classified in a specifically identified group (N.E.C.). Within this semi-skilled group there were also 36 apprentices distributed in the following occupations: 10 carpenters, 5 machinists, 8 electricians, 5 plumbers, 1 printer, 7 to other trades, and 3 non-earning students.

The next largest group, 227 or 24 percent, held unskilled jobs. Of this total group 62 prisoners or 27 percent were in construction and related occupations.

125 or 13 percent of the total group of work releasees removed from the program were in service work, such as kitchen workers in hotels and restaurants, also waiters, cooks, hospital and nursing home attendants, and in other similar jobs.

Agricultural and kindred occupations were held by 111 or almost 12 percent of the total group of releasees. They worked as fruit and vegetable graders and packers, and nursery and landscaping laborers.

60 of the total group of 944, representing almost 6 percent of the released Work Release Program prisoners, held clerical and sales positions - 46 were in clerical and office jobs, and 14 worked as salespersons.

The smallest group were the professionals and managers - 12 people representing a little over 1 percent, and among this group were 3 managers, 2 accountants, 1 chemical and 1 industrial engineer, and 1 trained nurse.

OCCUPATIONAL DISTRIBUTION

Major Occupation Group	WRP. Releasees No.	%
Total.....	944	100.0
Professional & Managerial....	12	1.3
Clerical & Sales.....	60	6.4
Service.....	125	13.2
Agricultural & Kindred.....	111	11.8
Skilled.....	85	9.0
Semiskilled.....	232	24.6
Unskilled.....	227	24.0
Not reported.....	92	9.7

Individual Job Descriptions (as reported on "Job Data" Form)
on Removed WRP prisoners as of 9-8-66.

JOB CODE	NO.	JOB DESCRIPTION
001	2	Accountants and Auditors
004	2	Artists, Sculptors, and Teachers of Art
015	1	Engineers, Chemical
018	1	Engineers, Industrial
033	1	Trained Nurses
048	1	Draftsmen
064	1	Surveyors
097	2	Managers and Officials, N.E.C.
099	1	Managers and Officials, N.E.C.
111	14	Clerical and Sales Occupations
101	1	Bookkeepers and Cashiers, Except Bank Cashiers
104	4	Clerks, General
105	2	Clerks, General Office
107	1	Hotel Clerks, N.E.C.
117	1	File Clerks
118	3	General Industry Clerks
123	3	Messengers, Errand Boys, and Office Boys and Girls
125	5	Office Machine Operators
132	1	Physicians' and Dentists' Assistants and Attendants
133	2	Secretaries
134	1	Shipping and Receiving Clerks
136	1	Statistical Clerks and Compilers
137	1	Stenographers and Typists
138	6	Stock Clerks
155	6	Canvassers and Solicitors
175	5	Salespersons
185	2	Salesmen and Sales Agents, Except to Consumers
186	1	Salesmen and Sales Agents, Except to Consumers
199	16	Service Occupations
204	3	Housemen and Yardmen
205	1	Cooks, Domestic
224	2	Maids and Housemen, Hotels, Restaurants, Etc.
226	23	Cooks, Except Private Family
227	23	Waiters and Waitresses, Except Private Family
229	34	Kitchen Workers in Hotels, Restaurants, Railroads, Steamships, ETC., N.E.C.
232	2	Barbers, Beauticians, and Manicurists
242	11	Attendants, Hospitals and Other Institutions, N.E.C.
243	4	Attendants, Professional and Personal Service, N.E.C.
284	4	Janitors and Sextons
286	1	Porters, N.E.C.
291	1	Pullman Porters
311	15	Agricultural, fishery, forestry, and kindred occupations
330	11	Fruit and Vegetable Graders and Packers
332	4	Irrigation Occupations
335	2	Farm Mechanics
338	1	Nursery Operators and Flower Growers
339	65	Nursery and Landscaping Laborers
340	4	Gardeners and Grounds Keepers, Parks, Cemeteries, ETC.
342	1	Laborers, Hatchery
343	2	Stablemen
349	6	Agricultural Occupations, N.E.C.
351	4	Skilled Occupations
361	2	Bakers
362	4	Cabinetmakers
365	3	Upholsterers
366	6	Occupations in Manufacture of Furniture, N.E.C.

JOB CODE	NO.	JOB DESCRIPTION
462	3	Occupations in Manufacture of Leather Products, Other than Boots and Shoes
475	3	Machinists
476	1	Toolmakers and Die Sinkers and Setters
478	3	Machine Shop and Related Occupations, N.E.C.
485	6	Welders and Flame Cutters
488	4	Occupations in Mechanical Treatment of Metals (Rolling, Stamping, Forging, Pressing, Etc.), N.E.C.
497	2	Electricians
5--	11	Skilled Occupations
524	3	Brick and Stone Masons and Tile Setters
525	8	Carpenters
527	1	Painters, Construction and Maintenance
530	2	Plumbers, Gas Fitters, and Steam Fitters
536	1	Chauffeurs and Drivers, Bus, Taxi, Truck, and Tractor
553	1	Linemen and Servicemen, Telegraph, Telephone, and Power
581	6	Mechanics and Repairmen, Motor Vehicle
583	8	Mechanics and Repairmen, N.E.C.
592	2	Foremen, Manufacturing
597	1	Foremen, Services, Amusements
6--	18	Semiskilled Occupations
600	2	Semiskilled Occupations
609	7	Occupations in Slaughtering and in Preparation of Meat Products
627	2	Occupations in Fabrication of Textile Products, N.E.C.
631	5	Sawmill Occupations, N.E.C.
651	1	Occupations in Production of Plastics and Related Synthetic Materials, and in the Processing of Chemicals
662	1	Occupations in Manufacture of Leather Products, Other than Boots and Shoes
667	2	Occupations in Production of Cement, Concrete, Gypsum, and Plaster Products
677	1	Filers, Grinders, Buffers, and Polishers (Metal)
678	14	Machine Shop and Related Occupations, N.E.C.
682	1	Foundry Occupations, N.E.C.
685	10	Welders and Flame Cutters
688	4	Occupations in Mechanical Treatment of Metals (Rolling, Stamping, Forging, Pressing, Etc.), N.E.C.
691	1	Furnacemen, Smelters, and Pourers
693	1	Occupations in Fabrication of Metal Products, N.E.C.
694	1	Occupations in Fabrication of Metal Products, N.E.C.
695	13	Inter-Industry Metalworking Occupations, N.E.C.
697	1	Electricians
699	1	Occupations in Manufacture of Electrical Machinery and Accessories, N.E.C.
7--	29	Semiskilled Occupations
700	1	Occupations in Manufacture of Miscellaneous Electrical Equipment, N.E.C.
716	5	Painters, Except Construction and Maintenance
721	1	Miners and Mining-Machine Operators
723	1	Construction Machinery Operators, N.E.C.
724	1	Brick and Stone Masons and Tile Setters
727	3	Painters, Construction and Maintenance
732	1	Construction Occupations, N.E.C.
736	6	Chauffeurs and Drivers, Bus, Taxi, Truck, and Tractor
753	2	Linemen and Servicemen, Telegraph, Telephone, and Power
757	1	Occupations in Laundering, Cleaning, Dyeing, and Pressing of Apparel and Other Articles
758	1	Meat Cutters, Except in Slaughtering and Packing Houses
760	32	Attendants, Filling Stations and Parking Lots
776	1	Inspectors, N.E.C.
780	2	Mechanics and Repairmen, Airplane

JOB CODE	NO.	DESCRIPTION
781	16	Mechanics and Repairmen, Motor Vehicle
783	4	Mechanics and Repairmen, N.E.C.
790	3	Students (Non-Earning)
793	10	Carpenters' Apprentices
794	5	Machinists' Apprentices
795	8	Electricians' Apprentices
796	5	Plumbers' Apprentices
797	2	Apprentices to Other Construction and Hand Trades
798	1	Apprentices to Printing Trades
799	5	Apprentices to Other Trades
8--	17	Unskilled Occupations
802	1	Occupations in Production of Bakery Products, N.E.C.
805	1	Occupations in Production of Confections
806	1	Occupations in Processing of Dairy Products
809	1	Occupations in Slaughtering and in Preparation of Meat Products
827	4	Occupations in Fabrication of Textile Products, N.E.C.
849	3	Occupations in Printing and Publishing, N.E.C.
851	2	Occupations in Production of Plastics and Related Synthetic Materials, and in the Processing of Chemicals
853	1	Occupations in Production of Chemical Products, N.E.C.
857	6	Occupations in Production of Rubber Goods
867	3	Occupations in Production of Cement, Concrete, Gypsum, and Plaster Products
874	3	Occupations in Electroplating, Galvanizing, and Related Processes
877	8	Files, Grinders, Buffers, and Polishers (Metal)
878	12	Machine Shop and Related Occupations, N.E.C.
882	5	Foundry Occupations, N.E.C.
892	6	Occupations in Production of Ferrous and Nonferrous Metals, N.E.C.
894	2	Occupations in Fabrication of Metal Products, N.E.C.
895	1	Inter-Industry Metalworking Occupations, N.E.C.
899	1	Occupations in Manufacture of Electrical Machinery and Accessories, N.E.C.
9--	13	Unskilled Occupations
900	4	Occupations in Manufacture of Miscellaneous Electrical Equipment, N.E.C.
903	1	Occupations in Building Aircraft, N.E.C.
913	1	Occupations in Manufacture of Miscellaneous Products
916	10	Painters, Except Construction and Maintenance
919	7	Miscellaneous Assembly Occupations, N.E.C.
922	3	Occupations in Extraction of Minerals, N.E.C.
932	62	Construction Occupations, N.E.C.
957	13	Occupations in Laundering, Cleaning, Dyeing, And Pressing of Apparel and Other Articles
959	1	Occupations in Trades and Services, N.E.C.
977	1	Glaziers
983	7	Mechanics and Repairmen, N.E.C.
985	9	Transportation Equipment Laborers, Washers, and Greasers
986	1	Photographic Process Occupations
988	16	Warehousing, Storekeeping, Handling, Loading, Unloading, and Related Occupations, N.E.C.
	92	Unreported Job Titles or Descriptions

TOTAL.. 944 REMOVED Individuals with a submitted "Job Data Discharge Form"

HIGHLIGHT #2
HIGHLIGHTS FROM THE "WORK RELEASE PROGRAM DISCHARGE DATA"
FORM, ON 1,043 PRISONERS, REMOVED FROM THE WORK
RELEASE PROGRAM, AS OF SEPTEMBER 30, 1966

By
R. RENEE BOWDEN

The Work Release Program is a part of the Prisoner Rehabilitation Act of 1965, a program under which inmates of Federal correctional institutions may be employed in nearby communities, returning to the institution at night. There are three major intermediate objectives of the work release program: (1) to provide individuals with opportunities for further preparation for community life as a pre-release technique; (2) to provide specific training needs as complements to education and training at the institution; and (3) to provide for accumulation of savings for use at time of release, especially to free an inmate from overwhelming financial burdens on the day of release.

The attached tabulations deal with 1,043 participants who have completed the work release program and for whom the participating 28 institutions submitted a filled-out "Work Release Program Discharge Data" form to the Research, Statistics, and Development Branch. The number of work releasees range from one prisoner at our young adult institution at Marion, Illinois to 116 at Terminal Island, California, an institution for intermediate term adults.

Selected Findings for the First Year

The forms show evidence of substantial benefits in various areas. However, differences in the manner in which the various institutions have interpreted

the recording of items on the data form and some apparent inconsistencies in reporting account for the lack of uniformity in entering items, especially in entering earnings and their utilization. The institutions were asked to record utilization of earnings in the categories "Total," "Support," "Savings," and "Other" (to be clarified). On many forms the individual amounts, if they are broken down at all, do not add up to the total. We did not always know if the total amounts given represented net or gross income. They were always assumed to be gross if no determination could be made therefore providing a conservative estimate in all instances. Only Terminal Island, California, reports consistently the amount of Federal Income and Social Security taxes deducted from gross earnings. The amount of earnings recorded under the heading "Other", a total of \$203,387 represents Federal Income and Social Security taxes, repayment of loans, additional money spent on food, laundry, work clothes, union dues and initiation fees, other personal expenses, transportation, and since June 1, 1966, the reimbursement to the government of \$2 per day for food and quarters at the institution, money which is returned to the Treasury.

Earnings

- the inmates earned \$634,274;
- they contributed \$127,243 toward the support of dependents;
- they saved \$270,157 in their personal savings accounts.

Number of Work Release Assignments

Of the 1,043 inmates removed from the Work Release Program during the first year, 911 or 87.3 percent had been employed in one work release assignment, 110 or 10.5 percent held 2 work assignments and 22 or 2.1 percent had 3 or more such jobs.

Purpose of Work Release Assignment

Participation in work release is determined by the willingness of the inmate to be in the program and the manner in which the various institutions interpret the philosophy and value of work release. Selection of the inmate is based on needs of the individual and is correlated with training and experience. The primary reasons for participation in the work release program were the following:

- 220 or 21.1 percent participated to provide aid to dependents;
- 124 or 11.9 percent participated to implement institutional training;
- 103 or 9.9 percent participated to receive on-the-job training;
- 249 or 23.9 percent participated to accumulate savings; and
- 333 or 31.9 percent participated in the program as transition to release.

In addition to the inmates whose primary reason was to provide aid to dependents others did also forward money to their families and dependents.

- 452 or 43.3 percent claimed no dependents;
- 334 or 32 percent had 1 dependent;
- 72 or 6.9 percent had 2 dependents;
- 185 or 17.7 percent had 3 or more dependents.

October 13, 1966

TABLE 1
 NUMBER OF WORK RELEASE ASSIGNMENTS FOR 1,043 PRISONERS REMOVED FROM
 THE FEDERAL WORK RELEASE PROGRAM, BY INSTITUTION,
 AS OF SEPTEMBER 30, 1966*

Institutions	Total no. prisoners	No. of WR assignments		
		One	Two	Three or more
Total	1,043	911	110	22
Atlanta	11	11	-	-
Eglin	17	17	-	-
Leavenworth	11	10	-	1
Lewisburg	5	5	-	-
Marion	1	1	-	-
McNeil Island	3	3	-	-
Terre Haute	49	40	5	4
Chillicothe	4	4	-	-
El Reno	78	75	3	-
National Trng. Sch. ..	95	70	23	2
Petersburg	66	65	1	-
Ashland	37	35	2	-
Danbury	55	53	2	-
Englewood	95	79	12	4
La Tuna	50	32	13	5
Florence	21	20	1	-
Safford	6	5	1	-
Tucson	19	19	-	-
Lompoc	18	14	4	-
Milan	80	76	4	-
Sandstone	7	1	5	1
Seagoville	110	98	10	2
Tallahassee	10	9	1	-
Terminal Island (male)	116	100	13	3
Terminal Island (fem.)	30	23	7	-
Texarkana.....	22	21	1	-
Allenwood	12	12	-	-
McNeil Camp	15	13	2	-

*Source: Work Release Program Discharge data forms submitted to Research, Statistics, and Development Branch on prisoners removed from WR program, as of September 30, 1966.

TABLE 2
 PURPOSE OF WORK RELEASE ASSIGNMENT FOR 1,043 PRISONERS REMOVED
 FROM THE FEDERAL WORK RELEASE PROGRAM, BY INSTITUTION
 AS OF SEPTEMBER 30, 1966*

Institution	Total no. prisoners	Purpose of work release assignment						
		Aid to dependents	Implement institutional training	On-the-job training	Accumulate savings	Pay off debts	Transition to release	Other
Total	1,043	220	124	103	249	7	333	7
Atlanta	11	6	-	-	5	-	-	-
Eglin	17	7	1	1	3	1	3	1
Leavenworth	11	-	1	-	-	-	10	-
Lewisburg	5	2	1	1	1	-	-	-
Marion	1	-	-	-	1	-	-	-
McNeil Island	3	-	-	-	-	-	3	-
Terre Haute	49	12	2	-	30	-	5	-
Chillicothe	4	1	1	-	2	-	-	-
El Reno	78	2	21	13	15	1	25	1
National Trng. Sch. ..	95	-	5	34	-	-	55	1
Petersburg	66	8	29	15	2	-	11	1
Ashland	37	-	15	6	5	1	10	-
Danbury	55	27	2	5	4	2	15	-
Englewood	95	-	36	7	24	-	28	-
La Tuna	50	2	1	1	43	1	2	-
Florence	21	1	-	-	14	-	6	-
Safford	6	-	-	-	6	-	-	-
Tucson	19	2	4	1	4	-	7	1
Lompoc	18	3	-	-	11	-	4	-
Milan	80	24	-	2	34	-	20	-
Sandstone	7	-	-	-	-	-	7	-
Seagoville	110	66	3	13	16	1	10	1
Tallahassee	10	5	-	4	-	-	1	-
Terminal Island (male)	116	28	-	-	13	-	74	1
Terminal Island (fem.)	30	4	-	-	4	-	22	-
Texarkana.....	22	14	2	-	3	-	3	-
Allenwood	12	5	-	-	7	-	-	-
McNeil Camp	15	1	-	-	2	-	12	-

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*Source: Work Release Program Discharge data forms submitted to Research, Statistics, and Development.

TABLE 3
NUMBER OF DEPENDENTS OF 1,043 PRISONERS REMOVED FROM
THE FEDERAL WORK RELEASE PROGRAM, BY INSTITUTION,
AS OF SEPTEMBER 30, 1966*.

Institution	Total no. prisoners	Number of dependents					
		None	One	Two	Three	Four	Five or more
Total	1,043	452	334	72	74	47	64
Atlanta	11	5	-	-	5	1	-
Eglin	17	3	2	1	3	3	5
Leavenworth	11	9	-	-	-	-	2
Lewisburg	5	-	2	1	1	1	-
Marion	1	-	1	-	-	-	-
McNeil Island	3	3	-	-	-	-	-
Terre Haute	49	6	19	5	9	3	7
Chillicothe	4	3	-	1	-	-	-
El Reno	78	-	69	2	1	1	5
National Trng. Sch. ..	95	95	-	-	-	-	-
Petersburg	66	50	7	3	4	2	-
Ashland	37	37	-	-	-	-	-
Danbury	55	15	18	7	9	1	5
Englewood	95	92	2	1	-	-	-
La Tuna	50	-	36	9	2	1	2
Florence	21	-	14	3	2	2	-
Safford	6	-	3	-	-	2	1
Tucson	19	11	6	1	1	-	-
Lompoc	18	8	5	4	1	-	-
Milan	80	45	14	4	6	4	7
Sandstone	7	-	6	-	-	-	1
Seagoville	110	49	11	11	13	13	13
Tallahassee	10	4	2	2	1	-	1
Terminal Island (male)	116	3	77	13	9	6	8
Terminal Island (fem.)	30	-	27	-	1	2	-
Texarkana.....	22	-	5	4	3	4	6
Allenwood	12	-	8	-	2	1	1
McNeil Camp	15	14	-	-	1	-	-

*Source: Work Release Program Discharge data forms submitted to Research, Statistics, and Development Branch on prisoners removed from WR program, as of September 30, 1966.

TABLE 4
 TOTAL AMOUNT OF EARNINGS AND THEIR UTILIZATION, BY 1,043 PRISONERS REMOVED
 FROM THE FEDERAL WORK RELEASE PROGRAM, BY INSTITUTION,
 AS OF SEPTEMBER 30, 1966*

Institution	Total no. prisoners	Earnings and utilization (in dollars)						
		Total	Support	Savings	Transportation	Taxes	Loan repaid	Other
Total	1,043	\$634,274	\$127,243	\$270,157	\$11,020	\$22,205	\$1,539	\$168,623
Atlanta	11	6,480	2,176	1,853	-	-	-	439
Eglin	17	10,663	2,832	3,738	-	-	-	3,581
Leavenworth	11	4,460	25	2,453	-	756	20	1,595
Lewisburg	5	1,710	260	1,085	-	-	-	350
Marion	1	260	-	235	-	-	-	25
McNeil Island	3	290	-	290	-	-	-	-
Terre Haute	49	36,932	3,685	28,087	-	-	38	4,753
Chillicothe	4	1,454	-	1,166	-	-	-	288
El Reno	75	51,912	50	51,862	-	-	-	-
National Trng. Sch. ..	95	41,461	-	-	-	-	-	41,461
Petersburg	66	41,042	13,615	9,131	581	2,718	-	14,891
Ashland	37	10,215	5,525	363	-	-	-	644
Danbury	55	67,126	19,678	25,621	3,450	138	40	12,510
Englewood	95	28,091	1,349	18,815	10	-	-	7,806
La Tuna	50	21,375	8,191	9,287	-	129	-	3,383
Florence	21	4,425	-	3,625	-	28	-	742
Safford	6	1,209	-	1,209	-	-	-	-
Tucson	19	5,045	113	2,516	929	-	-	1,480
Lompoc	18	10,184	998	5,436	90	-	-	3,612
Milan	80	57,504	7,098	21,812	-	720	247	12,392
Sandstone	7	7,071	6,390	730	-	-	-	-
Seagoville	110	63,836	22,383	18,664	5,357	-	694	16,196
Tallahassee	10	5,011	2,146	1,871	-	-	-	993
Terminal Island (male)	116	97,818	17,183	30,611	603	15,543	-	28,747
Terminal Island (fem.)	30	14,732	-	6,187	-	2,173	-	6,031
Texarkana.....	22	16,792	9,484	2,701	-	-	-	4,374
Allenwood	12	8,400	2,700	3,395	-	-	-	2,330
McNeil Camp	15	18,776	1,362	17,414	-	-	-	-

*Source: Work Release Program Discharge data forms submitted to Research, Statistics, and Development Branch on prisoners removed from WR program, as of September 30, 1966.

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HIGHLIGHT #3 FROM THE "WORK RELEASE PROGRAM DISCHARGE DATA"
FORM, ON 1,043 PRISONERS, REMOVED FROM THE WORK RELEASE
PROGRAM, AS OF SEPTEMBER 30, 1966

The Research, Statistics, and Development Branch is continuing with the analysis of data generated from the filled-out "Work Release Program Discharge Data" form, as submitted by 28 institutions for 1,043 participants who have completed the work release program.

The data on the attached tabulations deal with approximate weekly salary. It has been classified by type of institution to indicate differences in the amounts earned by the prisoners.

We mentioned previously that there are differences in the manner in which the various institutions have interpreted the recording of items on the data form and the apparent inconsistencies that have resulted in entering judgemental and subjective items. In contrast, the checking off of the average weekly salary earned seems to be most reliable and had been entered for all but eight prisoners. (See footnote Table 1).

Approximate Weekly Earnings and Occupational Distribution

45 percent of the 1,043 work releasees had an average weekly salary of \$70 or more and twelve percent of this group earned \$100 or more per week.

In an over-all analysis of tables 1 and 2 differences in salaries can be seen by type as well as by location of the various institutions. The 44 "Short Term Adults" for example, had the lowest

median salary of all groups - \$53.12 - with two of the three camps - Florence and Safford - located in Arizona. Of the 21 inmates at Florence five worked as irrigators, eight as fruit pickers, and two as stable boys. At Safford, all of the six inmates were either laborers or general helpers.

The male youthful offender group, who were almost all under 21 years of age, had the second lowest median salary - \$55.96 per week.

At Ashland, for example, out of the 37 releasees, 13 worked as nursery helpers or groundskeepers and one as worm farm laborer; 5 were counter men or kitchen helpers, and for additional five the recorded job title was carpenter apprentice.

15 of the youthful offenders at Englewood worked as greenhouse and sod laborers and in related nursery jobs, with three of them averaging a weekly salary of \$100 or more; 30 were employed as bus boys, dishwashers, cooks, and in similar chores.

The youthful offenders at the National Training School held a diversified range of jobs, partly because of the institution's location in a metropolitan area. The majority of the group - 37 youths - worked at miscellaneous laborer jobs; four were gas station attendants, ten laundry helpers, nineteen in food related services mainly at the Commissary and nine were classified as apprentices in trades such as welder, electrician, IBM, construction, barber, and plumbing.

October 26, 1966

Table 1
 APPROXIMATE WEEKLY SALARY FOR 1,043 PRISONERS REMOVED FROM THE FEDERAL WORK
 RELEASE PROGRAM, BY TYPE OF INSTITUTION, AS OF SEPTEMBER 30, 1966

Type of institution	Total number prisoners	Approximate weekly salary								
		Under \$29	\$30-\$39	\$40-\$49	\$50-\$59	\$60-\$69	\$70-\$79	\$80-\$89	\$90-\$99	\$100+
Total	1,043	24	27	111	206	199	159	120	63	126
Unlawful Offenders, Male	246	5	15	53	83	35	20	19	5	10
Albany	37	5	7	13	12	-	-	-	-	-
Anglewood	95	-	5	32	25	19	6	5	-	3
National Trng. School*	95	-	-	4	37	15	13	14	4	7
Pease	19	-	3	4	9	1	1	-	1	-
Pre-Release Adult, Male	233	3	4	24	38	55	52	28	19	10
Albany	4	-	-	2	2	-	-	-	-	-
Albany Reno	78	3	1	6	17	17	18	5	6	5
Albany	18	-	2	4	3	1	2	1	2	3
Albany	66	-	1	11	14	19	13	5	2	1
Albany	1	-	-	-	-	-	1	-	-	-
Albany	5	-	-	-	-	4	-	-	1	-
Albany	12	-	-	-	1	3	3	5	-	-
Albany	49	-	-	1	1	11	15	12	8	1
Pre-Release Term Adult, Male	40	-	-	-	-	6	7	4	4	19
Albany	11	-	-	-	-	2	2	3	1	3
Albany	11	-	-	-	-	4	4	-	2	1
Albany	3	-	-	-	-	-	1	-	-	2
Albany	15	-	-	-	-	-	-	1	1	13
Pre-Release Intermediate Adult	450	14	1	23	67	92	67	61	34	85
Albany	55	-	-	-	1	3	10	18	11	11
Albany	50	13	-	7	18	8	1	-	-	3
Albany	80	1	-	2	6	12	17	17	5	20
Albany	7	-	-	-	-	3	-	1	-	3
Albany	110	-	-	12	21	47	14	4	6	3
Albany	10	-	-	-	3	3	2	2	-	-
Albany	116	-	-	1	5	12	20	19	12	45
Albany	22	-	1	1	13	4	3	-	-	-
Pre-Release Term Adult	44	2	7	10	8	4	3	6	1	2
Albany	17	1	4	3	-	1	2	2	1	2
Albany	21	1	3	7	3	2	1	4	-	-
Albany	6	-	-	-	5	1	-	-	-	-
Pre-Release Unlawful Offenders	30	-	-	1	10	7	10	2	-	-
Pre-Release Criminal Island	30	-	-	1	10	7	10	2	-	-

Salary not reported for the following: N.T.S., 1; Danbury, 1; Seagoville, 3; Terminal Island, 2; and Eglin, 1.

Source: Work Release Program Discharge data forms submitted to Research, Statistics & Management Branch on prisoners removed from WR program, as of September 30, 1966.

FIGURE 1
 MEDIAN WEEKLY SALARIES FOR 1,043 PRISONERS REMOVED FROM THE FEDERAL
 WORK RELEASE PROGRAM, BY TYPE OF INSTITUTION, AS OF SEPTEMBER 1966
Federal Prison System

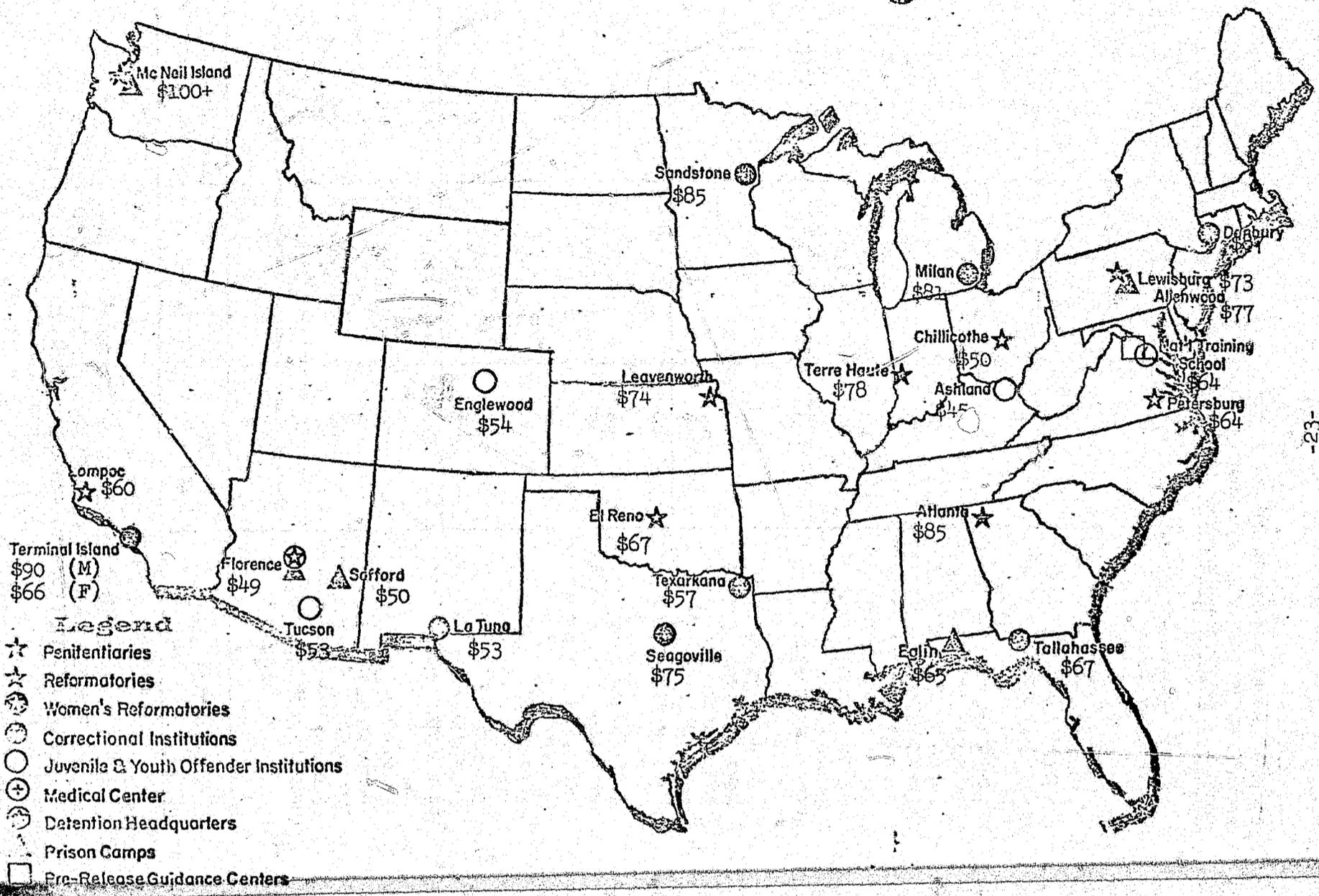


Table 2
 MEDIAN WEEKLY SALARIES AND TOTAL EARNINGS FOR 1,043 PRISONERS
 REMOVED FROM THE FEDERAL WORK RELEASE PROGRAM, BY TYPE
 OF INSTITUTION, AS OF SEPTEMBER 30, 1966

Type of institution	Total number prisoners	Total earnings (in dollars)	Median salary (in dollars)
Total	1,043	\$634,274	\$78.49
Youthful Offenders, Male	246	84,812	55.96
Ashland	37	10,215	45.00
Englewood	95	28,091	54.20
National Trng. School	95	41,461	64.00
Tucson	19	5,045	52.77
Young Adult, Male	233	151,894	68.63
Chillicothe	4	1,454	50.00
El Reno	78	51,912	67.05
Lompoc	18	10,184	60.00
Petersburg	66	41,042	63.68
Marion	1	260	-
Lewisburg	5	1,710	72.50
Allenwood	12	8,400	76.66
Terre Haute	49	36,932	77.66
Long Term Adult, Male ...	40	30,006	97.50
Atlanta	11	6,480	85.00
Leavenworth	11	4,460	73.75
McNeil Island	3	290	100.00+
McNeil Island Camp ..	15	18,776	100.00+
Intermediate Adult	450	336,533	73.73
Danbury	55	67,126	87.22
La Tuna	50	21,375	52.77
Milan	80	57,504	81.17
Sandstone	7	7,071	85.00
Seagoville	110	63,836	74.64
Tallahassee	10	5,011	66.66
Terminal Island	116	97,818	90.00
Texarkana	22	16,792	56.92
Short Term Adult	44	16,297	53.12
Eglin	17	10,663	65.00
Florence	21	4,425	49.28
Safford	6	1,209	50.00
Female Offenders	30	14,732	65.70
Terminal Island	30	14,732	65.70

Source: Work Release Program Discharge data forms submitted to Research, Statistics & Development Branch on prisoners removed from WR program, as of September 30, 1966.

HIGHLIGHT #4 FROM THE "WORK RELEASE DISCHARGE DATA" FORM,
ON 1,043 PRISONERS REMOVED FROM THE WORK RELEASE PROGRAM,
AS OF SEPTEMBER 30, 1966

The Research, Statistics and Development Branch has analyzed additional data generated from the filled-out "Work Release Program Discharge Data" form, as submitted by 28 institutions for 1,043 participants who have completed the work release program.

The attached tabulations analyze the employer's attitude regarding the inmate while on the work release program in a bilateral way: (1) would or would he not rehire the inmate, and (2) was the inmate actually rehired by the work release employer in the same occupation or in another capacity.

The two questions on the form are:

- (1) Q. 15: Employer's Attitude Regarding Inmate While in WR Program:
Check: 1. Would Rehire; 2. Would not Rehire; and 3. Other, and
- (2) Q. 17: How Did Work Release Employment Contribute to Post Institutional Employment:
 1. Hired by WR Employer in Same Occupation;
 2. Hired by WR Employer in Another Capacity;
 3. Hired by Other Employer in WR Related Occupation;
 4. No Direct Relationship Between WR Employment and Post-Release Employment;
 5. Released Without Employment;
 6. Other.

We have mentioned in our previous highlights that there are differences in

the manner in which the various institutions have interpreted the recording of items on the data form and the apparent inconsistencies that have resulted in entering and checking off of the various items. The same caveat applies to these two questions on employer's attitude because our analysis, together with a thorough study of all the forms and the recorded data, seems to indicate that the institutional staff interpreted entries to these questions in a somewhat subjective manner.

Employer's Attitude Regarding Inmate While on WR Program

Our data seems to indicate that the inmates on work release have created a very favorable impression with their employers. Out of a total of 1,043 for whom we have filled-out forms, for 814, or 78 percent, of the work releasees, the employers have expressed willingness to rehire on a permanent basis upon release from the institution; only 118, or 11 percent, would not have been rehired.

It is noteworthy that almost half of the escapees - 40 out of a total of 85 - would have been rehired by their work release employer. (See Table 1.)

An over-all analysis of Table 1 shows that the differential attitudes of the employers towards the work releasees can also be analyzed by type of institution. While of the total group of work releasees 78 percent would have been rehired by their employers, 95 percent of the total long term adult male population would have been re-employed. In this type of institution, 90 percent of the inmates are over 30 years of age. In three insti-

tutions of this type the employers would have rehired all those who had been on work release. Of the short-term adult population, a slightly larger proportion - 95.4 percent - would have been rehired by their employers. Table 1 indicates that out of a total of 28 institutions who participated in the work release program, seven would have had all of their work releases rehired by their respective WR employers. (Chillicothe with four work releases, Marion with one, Allenwood with twelve, Atlanta with eleven, McNeil Island with three, McNeil Camp with fifteen, and Florence with 21.)

The group that performed the least satisfactorily is the male youthful offenders, those under the age 21. But even 66 percent from this type of institution would also have been rehired by their WR employers. The range of acceptance for this particular group shows the greatest amount of variation from a high acceptance level of 72.9 percent for the 37 youths at Ashland to 47.3 percent for the 19 at Tucson.

We realize that a marginal analysis of data can be misleading without cross-tabulation of salient factors and are planning to do this in a forthcoming research paper. Supplementary explanatory data that have been collected by the work release task force from institutional, as well as inmate questionnaires will be analyzed and presented at that time. We believe that they will give us a reasonably accurate picture of how the work release program has been utilized as a correctional tool by the various institutions and to

demonstrate its accomplishments in developing and implementing the Work Release Program in a relatively short span of time.

Post-Release Employment

Table 1 dealt with only one aspect of the data form - the employer's expressed attitude as to whether or not he would rehire the work releasee upon discharge from the institution. Table 2, on the other hand, tries to show what really happened to the inmate with respect to a job when he was discharged into the community. Did the employer who had expressed willingness to rehire the releasee actually hire him?

We have to point out here that our brief analysis will be no more than a rough estimate, because any valid study needs additional, qualifying data indicating whether or not the inmate had been discharged to the area where his institutional confinement had occurred and where his work release employment had taken place.

Out of the group of 814 inmates who had created favorable impressions with their WR employers so that they indicated willingness to rehire them upon release from the institution, one out of every three, or 288, releasees actually were rehired by the same employer in either the same or another capacity. In addition, 71, or almost nine percent were hired by another employer in a work release related occupation; 10 percent of this group were released without employment and for almost 20 percent there was no direct relationship between work release employment and post-release employment.

Further study of Table 2 indicates that the female offenders at Terminal Island had the highest rate of being rehired in the same occupation by the same WR employer - almost 81 percent, or 21 women out of a group of 26. The next highest rate is for the group of long-term adult males, where 76 percent, or 29 out of 38 were rehired by the same WR employer. Another type of institution that shows up pretty well is the intermediate adult population. This group consisted of 368 prisoners and 166, or 45 percent were actually rehired by the WR employer upon discharge from the institution into the community.

November 8, 1966

Table 1
 EMPLOYER'S ATTITUDE REGARDING 1,043 PRISONERS REMOVED FROM THE FEDERAL WORK
 RELEASE PROGRAM, BY TYPE OF INSTITUTION, AS OF SEPTEMBER 30, 1966

Type of institution	Total number prisoners	Employer's attitude			Escapees			
		Would re-hire	Would not rehire	No answer/unknown	Total	Would re-hire	Would not rehire	Other
Total	1,043	814	118	26	85	40	33	12
Deathful Offenders, Total	246	163	42	9	32	20	8	4
Albany	37	27	4	3	3	3	-	-
Anglewood	95	64	19	-	12	5	7	-
National Trng. Sch.	95	63	16	-	16	12	1	3
Lucas	19	9	3	6	1	-	-	1
Long Term Adult, Male	233	177	24	9	23	13	9	1
Willicoth	4	4	-	-	-	-	-	-
El Reno	78	60	8	1*	9	7	2	-
Compoc	18	16	1	-	1	-	1	-
Petersburg	66	45	9	3	9	6	3	-
Arion	1	1	-	-	-	-	-	-
Lewisburg	5	4	1	-	-	-	-	-
Menwood	12	12	-	-	-	-	-	-
Terre Haute	49	35	5	5	4	-	3	1
Long Term Adult, Male	40	38	1	-	1	-	-	1
Atlanta	11	11	-	-	-	-	-	-
Pavenworth	11	9	1	-	1	-	-	1
McNeil Island	3	3	-	-	-	-	-	-
McNeil Is. Camp	15	15	-	-	-	-	-	-
Intermediate Adult	450	368	49	7	26	5	15	6
Albany	55	52	-	2	1	-	-	1
Albany	50	41	6	-	3	-	-	3
Albany	80	62	16	-	2	-	2	-
Albany	7	6	-	-	1	-	1	-
Albany	110	80*	17	2	11	-	10	1
Albany	10	8	2	-	-	-	-	-
Albany	116	99	7	2	8	5	2	1
Albany	22	20	1	1*	-	-	-	-
Long Term Adult	44	42	-	1	1	-	1	-
Albany	17	16	-	1*	-	-	-	-
Albany	21	21	-	-	-	-	-	-
Albany	6	5	-	-	1	-	1	-
Deathful Offenders	30	26	2	-	2	2	-	-
Albany	30	26	2	-	2	2	-	-

*Includes one student each in El Reno and Eglin; three students in Seagoville; and one removal at Texarkana, who is now self-employed.
 Source: Work Release Program Discharge data forms submitted to Research, Statistics & Development Branch on prisoners removed from WR program, as of September 30, 1966.

Table 2

DISTRIBUTION OF 814 PRISONERS DISCHARGED FROM THE FEDERAL WORK RELEASE PROGRAM, WHO WOULD HAVE BEEN REHIRED BY WORK RELEASE EMPLOYER, BY TYPE OF POST-RELEASE EMPLOYMENT AND TYPE OF INSTITUTION, AS OF SEPTEMBER 30, 1966

Type of Institution	Total number prisoners	Hired by WR employer		Hired by other employer in WR related occupation	No direct relationship between WR employment & post-release employment	Released without employment	Other
		Same occupation	Another capacity				
Total ..	814	278	10	71	158	82	215
Full Offender							
Male	163	34	1	10	27	40	51
Albany	27	2	-	2	13	5	5
Albany	64	12	-	4	12	15	21
Albany Trng. Sch.	63	13	1	3	1	20	25
Albany	9	7	-	1	1	-	-
Adult, Male	177	30	-	33	45	15	54
Albany	4	2	-	-	1	-	1
Reno	60	14	-	13	15	3	15
Albany	16	-	-	1	7	1	7
Albany	45	7	-	17	7	-	14
Albany	1	1	-	-	-	-	-
Albany	4	-	-	1	3	-	-
Albany	12	1	-	-	4	6	1
Albany Haute	35	5	-	1	8	5	16
Term Adult,							
Albany	38	27	2	1	4	1	3
Albany	11	9	-	-	-	-	2
Albany	9	7	1	1	-	-	-
Albany Island ..	3	2	-	-	1	-	-
Albany Is. Camp	15	9	1	-	3	1	1
Intermediate Adult	368	160	6	26	61	24	91
Albany	52	8	-	2	32	3	7
Albany	41	11	4	4	7	1	14
Albany	62	29	1	5	12	8	7
Albany	6	4	-	1	1	-	-
Albany	80	25	1	4	5	11	34*
Albany	8	2	-	3	2	-	1
Albany Island	99	75	-	2	-	-	22
Albany	20	6	-	5	2	1	6
Term Adult .	42	6	1	1	21	2	11
Albany	16	5	-	1	8	1	1
Albany	21	1	1	-	13	1	5
Albany	5	-	-	-	-	-	5
Offenders .	26	21	-	-	-	-	5
Albany Island	26	21	-	-	-	-	5

*Includes three students.

Work Release Program Discharge data forms submitted to Research, Statistics & Development Branch on prisoners removed from WR program as of September 30, 1966.

Table 3
 PERCENTAGE DISTRIBUTION OF 1,043 PRISONERS REMOVED FROM THE FEDERAL WORK
 RELEASE PROGRAM, BY TYPE OF INSTITUTION, AS OF SEPTEMBER 30, 1966

Type of institution	Employer's attitude								Escapes	
	Total number prisoners		Would rehire		Would not rehire		No answer/unknown		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Total	1,043	100.0	814	78.0	118	11.3	26	2.4	85	8.1
Youthful Offenders,										
Male	246	100.0	163	66.2	42	17.0	9	3.6	32	13.0
Ashland	37	100.0	27	72.9	4	(a)	3	(a)	3	(a)
Englewood	95	100.0	64	67.3	19	20.0	-	-	12	12.6
National Trng. Sch.	95	100.0	63	66.3	16	16.8	-	-	16	16.8
Tucson	19	100.0	9	47.3	3	(a)	6	31.5	1	(a)
Young Adult, Male ...	233	100.0	177	75.9	24	10.3	9	3.8	23	9.8
Chillicothe	4	100.0	4	100.0	-	-	-	-	-	-
El Reno	78	100.0	60	76.9	8	10.2	1*	(a)	9	11.5
Lompoc	18	100.0	16	88.8	1	(a)	-	-	1	(a)
Petersburg	66	100.0	45	68.1	9	13.6	3	(a)	9	13.6
Marion	1	100.0	1	(a)	-	-	-	-	-	-
Lewisburg	5	100.0	4	(a)	1	-	-	-	-	-
Allenwood	12	100.0	12	100.0	-	-	-	-	-	-
Terre Haute	49	100.0	35	71.4	5	10.2	5	10.2	4	(a)
Long Term Adult, Male	40	100.0	38	95.0	1	(a)	-	-	1	(a)
Atlanta	11	100.0	11	100.0	-	-	-	-	-	-
Leavenworth	11	100.0	9	81.8	1	(a)	-	-	1	(a)
McNeil Island	3	100.0	3	(a)	-	-	-	-	-	-
McNeil Is. Camp ...	15	100.0	15	100.0	-	-	-	-	-	-
Intermediate Adult ..	450	100.0	368	81.7	49	10.8	7	1.5	26	5.7
Danbury	55	100.0	52	94.5	-	-	2	(a)	1	(a)
La Tuna	50	100.0	41	82.0	6	12.0	-	-	3	(a)
Milan	80	100.0	62	77.5	16	20.0	-	-	2	(a)
Sandstone	7	100.0	6	85.7	-	-	-	-	1	(a)
Seagoville	110	100.0	80*	72.7	17	15.4	2	(a)	11	10.0
Tallahassee	10	100.0	8	80.0	2	(a)	-	-	-	-
Terminal Island ...	116	100.0	99	85.3	7	6.0	2	(a)	8	6.8
Texarkana	22	100.0	20	90.9	1	(a)	1*	(a)	-	-
Short Term Adult	44	100.0	42	95.4	-	-	1	(a)	1	(a)
Eglin	17	100.0	16	94.1	-	-	1*	(a)	-	-
Florence	21	100.0	21	100.0	-	-	-	-	-	-
Safford	6	100.0	5	83.3	-	-	-	-	1	(a)
Female Offenders	30	100.0	26	86.6	2	(a)	-	-	2	(a)
Terminal Island ...	30	100.0	26	86.6	2	(a)	-	-	2	(a)

* Includes one student each in El Reno and Eglin; three students in Seagoville; and one removal at Texarkana, who is now self-employed.

(a) - Percent not shown where less than 5 cases.

Source: Work Release Program Discharge data forms submitted to Research, Statistics & Development Branch on prisoners removed from WR program, as of September 30, 1966.

HIGHLIGHT #5 FROM THE "WORK RELEASE DISCHARGE DATA" FORM,
ON 1,043 PRISONERS REMOVED FROM THE WORK RELEASE PROGRAM,
AS OF SEPTEMBER 30, 1966

Three additional questions from the Work Release Program Discharge Data form have been analyzed by the Research, Statistics, and Development Branch. These forms had been filled out and were submitted to us by 28 institutions for 1,043 participants who have completed the work release program.

The attached tabulations analyze three important aspects of the program (1) if the work release assignment was related to the institutional training; (2) if the work release assignment provided on-the-job training; and (3) who was responsible for obtaining the work release assignment for the inmate.

Job Relation to Institutional Training

Table 1 is based on data from Question 10: "Is Job Related to Institutional Training? Check: 1. Little; 2. Moderate; 3. Much."

Of the 1,043 inmates removed from the Work Release Program during the first year of its existence 300, or almost 29 percent, were placed in work release assignments that were highly or "much" related to the institutional training they had received; 167 or 16 percent held jobs that were moderately related, and 571, or almost 55 percent, had work release assignments that were little or not at all related to their institutional training.

There are, of course, differences in how successful the various institutions have been in securing work release jobs related to institutional training.

Table 1 indicates that Petersburg had more success than any other institution in that it was able to place 47 inmates - 72 percent of their work

releasees - on job assignments that were "much" related to institutional training. The Atlanta penitentiary was also successful in this regard with almost 64 percent of the prisoners having been assigned to such jobs.

This evaluation of the institutional placement data seems to indicate that on the whole institutions are not too successful in securing release assignments that are highly correlated with the institutional training received by the inmate. Some of the reasons for this are found in the questionnaires prepared by the various institutions for the use of the Work Release Task Force. While most of these factors will be analyzed in detail in our next research report on work release, some of the more important ones will be mentioned here briefly. In some parts of the country, Appalachia, for example, an oversupply of local unemployed semi- and unskilled laborers has greatly limited work opportunities for our inmates. The vocational training supplied by a number of the institutions, even when adequate and up-to-date, is not the type needed in the area where the institution is located. On the other hand, more menial and unskilled jobs have often been the only ones available to inmates.

On-The-Job Training

Table 2 is an analysis of Question 11: "Did Job Provide On-the-Job Training? Check: 1. Little; 2. Moderate; 3. Much." The same rationale mentioned above for Question 10 applies here too.

The institutions were much more successful in obtaining jobs for inmates which provided on-the-job training than they were in obtaining jobs related

to institutional training. Almost double the number of work releasees 615, or 59 percent, could be placed on job assignments which provided much on-the-job training, and only 19 percent received little or none at all. In the intermediate adult population at Danbury - 54 out of 55 work releasees were placed in jobs which provided on-the-job training. Of the boys from the National Training School - 98 percent or 93 out of a total of 95 were placed in such types of jobs. Petersburg placements were also successful in this respect; they were able to place 61 inmates or 92 percent, in jobs which provided on-the-job training.

Who Obtained the Work Release Assignment

Table 3 analyzes the data generated from Question 9: "How Was Job Obtained? Check: 1. Quarters Officer; 2. Detail Officer; 3. Employment Placement Officer; 4. Caseworker; 5. WR Employer; 6. Inmate; 7. Family; 8. Friend; 9. Other (clarify)."

Table 3 highlights also an additional dimension of the Work Release program. Even though our data is based on the 1,043 inmates who have completed the program we examine here a total of 1,197 work assignments, representing the number of jobs they held during the time they participated in the Work Release Program. These additional 154 assignments represent 110 releasees with two WR assignments and 22 with three, shown in Table 1 in our Highlight Report #2, dated October 13, 1966.

Entries on the 1,197 Work Release Program Discharge data forms indicate that 64 percent of the work release assignments were obtained by the institutions' Employment Placement Officers. It is evident that this cannot be

correct because only eight of the 28 reporting institutions have an officially designated employment officer. They are Danbury, Leavenworth, Milan, Terminal Island, Seagoville, National Training School, Lewisburg, and Englewood.^{1/} We therefore assumed that the work release coordinator or some other staff member had been designated as the institution's employment placement officer for the Work Release Program. This assumption was in fact supported by the responses to the Work Release Task Force questionnaires submitted by the various institutions.

Petersburg, Terre Haute, Atlanta, McNeil, Sandstone, Tallahassee, Texarkana, Eglin, Florence, and Safford point out that they do not have an employment officer per se but other staff members serve temporarily in such capacity. Petersburg, for example, indicates that the Educational and Vocational Training Staff does most of the job placements but that an employment placement officer is very much needed to staff the program. McNeil states that they do not have an employment placement officer, as such, but that "the designated work release supervisor devotes his time to that." The case-workers at Sandstone act as work release program coordinators, while at Tallahassee the custodial assistant to the work release coordinator serves as employment placement officer.

Those staff members who obtain jobs for work releasees have a significant role to play in furthering these objectives.

It is obvious that for the most part people untrained in employment place-

^{1/} Information given us by Mr. Gengler, Director of Inmate Placement, as of November 28, 1966.

ment practices have been assigned by the institution to function in this capacity in addition to their regular duties, and that they obtain a large proportion of the work release assignments for the inmates in this program.

November 29, 1966

Table 1
 JOB RELATIONSHIP TO INSTITUTIONAL TRAINING FOR 1,043 PRISONERS REMOVED
 FROM THE FEDERAL WORK RELEASE PROGRAM, BY TYPE OF INSTITUTION,
 AS OF SEPTEMBER 30, 1966*

Type of institution	Total	Job relation to institutional training			
		Much	Moderate	Little	No answer
Total ...	1,043	300	167	571	5
Youthful Offenders, Male	246	82	54	109	1
Ashland	37	10	14	13	-
Englewood	95	30	25	40	-
National Trng. School.	95	40	11	43	1
Tucson	19	2	4	13	-
Young Adult, Male	233	96	33	102	2
Chillicothe	4	1	-	3	-
El Reno	78	37	19	22	-
Lompoc	18	-	3	13	2
Petersburg	66	47	9	10	-
Marion	1	-	-	1	-
Lewisburg	5	-	1	4	-
Allenwood	12	-	-	12	-
Terre Haute	49	11	1	37	-
Long Term Adult, Male ..	40	15	8	17	-
Atlanta	11	7	1	3	-
Leavenworth	11	2	4	5	-
McNeil Island	3	2	-	1	-
McNeil Island Camp .	15	4	3	8	-
Intermediate Adult	450	94	67	287	2
Danbury	55	5	5	45	-
La Tuna	50	15	12	23	-
Milan	80	24	11	45	-
Sandstone	7	1	-	6	-
Seagoville	110	11	28	71	-
Tallahassee	10	-	2	8	-
Terminal Island	116	33	9	72	2
Texarkana	22	5	-	17	-
Short Term Adult	44	1	3	40	-
Eglin	17	-	1	16	-
Florence	21	1	2	18	-
Safford	6	-	-	6	-
Female Offenders	30	12	2	16	-
Terminal Island	30	12	2	16	-

*Source: Work Release Program Discharge data forms submitted to Research, Statistics and Development Branch on prisoners removed from WR program, as of September 30, 1966.

Table 2
 ON-THE-JOB TRAINING RECEIVED BY 1,043 PRISONERS REMOVED FROM THE
 FEDERAL WORK RELEASE PROGRAM, BY TYPE OF INSTITUTION,
 AS OF SEPTEMBER 30, 1966*

Type of institution	Total	On-the-job training			
		Much	Moderate	Little	No answer
Total ...	1,043	615	227	198	3
Youthful Offenders, Male	246	132	67	46	1
Ashland	37	13	20	4	-
Englewood	95	24	37	34	-
National Trng. School.	95	93	1	-	1
Tucson	19	2	9	8	-
Young Adult, Male	233	155	47	31	-
Chillicothe	4	4	-	-	-
El Reno	78	45	30	3	-
Lompoc	18	4	7	7	-
Petersburg	66	61	3	2	-
Marion	1	-	-	1	-
Lewisburg	5	3	-	2	-
Allenwood	12	1	5	6	-
Terre Haute	49	37	2	10	-
Long Term Adult, Male ..	40	23	6	11	-
Atlanta	11	6	1	4	-
Leavenworth	11	6	1	4	-
McNeil Island	3	2	-	1	-
McNeil Island Camp .	15	9	4	2	-
Intermediate Adult	450	272	92	84	2
Danbury	55	54	-	1	-
La Tuna	50	22	11	17	-
Milan	80	51	11	18	-
Sandstone	7	2	2	3	-
Seagoville	110	57	32	21	-
Tallahassee	10	3	4	3	-
Terminal Island	116	68	28	18	2
Texarkana	22	15	4	3	-
Short Term Adult	44	11	8	25	-
Eglin	17	10	3	4	-
Florence	21	1	5	15	-
Safford	6	-	-	6	-
Female Offenders	30	22	7	1	-
Terminal Island	30	22	7	1	-

*Source: Work Release Program Discharge data forms submitted to Research, Statistics and Development Branch on prisoners removed from WR program, as of September 30, 1966.

A REPORT ON REMOVALS FROM THE WORK RELEASE PROGRAM AS OF JUNE 30, 1966

By
JUDY POSNER

This study deals with 521 removals from the Work Release Program covering a period from the beginning of the Program through June 30, 1966. In this report, an attempt has been made to compare those released from the institution into the community (for the sake of this study called "discharges") with "other removals" from the Program. These "other removals" consist of inmates who have escaped while in the Program, inmates who have requested removal, community-related disciplinary problems, job abolition, inmates with lack of skill and inmates who have committed intra-institutional infractions. Where participation in the Work Release Program has culminated with a release into the community, a "success" results. On the other hand, where an "other removal" occurs - i.e., a removal other than release into the community - a "failure" results. These "other removals" are designated failures because the inmates involved have failed to adapt themselves to the Program. The only exception to this is where the job has been abolished; however, this comprised only nine of the 521 removals.

Reason for Removal from Work Release Program

Of the 521 removals from the Work Release Program, 270 or 51.8 per cent were released to the community. Of the remaining 251 "other removals", the largest number, 96, resulted because of community-related disciplinary problems; this was followed by escapes which accounted for 51 removals. The least number of removals was due to abolition of the job which accounted for nine.

There were no apparent differences among removals from the Work Release Program with respect to job relation to institutional training. All removals had a greater percentage of jobs with little relation to institutional training than jobs with moderate or much relation to institutional training. It is interesting to note that of 21 inmates who requested removal from the Program, 14 or 66.7 per cent had jobs with little relation to institutional training and only one had a job with much relation to institutional training. Of the 17 removed because of lack of skill, 11 or 64.7 per cent had jobs with little relation to institutional training and only five or 29.4 per cent had jobs with much relation to institutional training. Within these groups, there was a much wider disparity between little and much relation to institutional training.

Purpose of Work Release Assignment

Those inmates who were placed on Work Release as a transition to release, to accumulate savings, or to give aid to dependents were more likely

to be released from the institution into the community than to be classified as "other removals". On the other hand, inmates who were placed on Work Release to implement institutional training, for on-the-job training or to pay off debts were more likely to be removed from the Work Release Program for reasons other than release from the institution. Of those placed in the Work Release Program as a transition to release or to accumulate savings, over 95 per cent were ultimately released to the community. Of those placed to give aid to dependents, 61, or 63.5 per cent were discharged to the community. By contrast, the percentage of "other removals" in the categories of paying off debts, on-the-job training, and implementing institutional training was 97.2, 62.3 and 59.4 per cent respectively.

By purpose of Work Release assignment with respect to job relation to institutional training, all groups had a greater percentage of jobs with little relation to institutional training with the exception of those inmates placed in the program to implement institutional training. Of the latter group, eight or 11.6 per cent had jobs with little relation to institutional training while 53 or 76.8 per cent had jobs with much relation to institutional training. However, within this group, the "discharges" or releases had a higher percentage of jobs with much relation to institutional training than did "other removals" 89.3 to 68.3

Although for the groups as a whole in this category, there was a greater percentage of inmates who had jobs with little relation to institutional training, there were differences between "discharges" and "other removals" within two of the groups, on-the-job training and aid to dependents. Of the 26 "discharges" placed on Work Release for on-the-job training, nine or 34.6 per cent had jobs with little relation to institutional training while 50.0 per cent had jobs with much relation. Of the 43 "other removals" in the group, 72.1 per cent had jobs with little relation to institutional training and only 11.6 per cent had jobs with much relation. Of those placed in the Program to give aid to dependents who were ultimately released, 68.9 per cent had jobs with little relation to institutional training and only 6.6 per cent had jobs with much relation. However, of the "other removals" in this group, almost 75 per cent had jobs with much relation while three or 8.6 per cent had jobs with little relation to institutional training.

Institution

The 523 removals for which we have data come from eight institutions, four of which are youth institutions (El Reno, Englewood, National Training School, and Petersburg) and four of which are adult institutions (Danbury, Milan, Seagoville, and Terminal Island). Generally speaking, the adult institutions were more successful in sending forth releases into the community

than were youthful institutions. Of the adult institutions, only Seagoville had a greater percentage of "other removals" than "discharges". All of the youthful institutions had a greater percentage of "other removals" than "discharges".

It is interesting to note that where inmates in youthful institutions have been placed in the Program to aid dependents, they are much more likely to be failures in the Program than those in adult institutions placed in the Program for this reason. Without an institution-by-institution breakdown the results indicate that of those placed on the Work Release Program for the expressed purpose of aiding dependents, 61 or 96 were released to the community.

How Work Release Program Contributed to Post-Institution Employment

One hundred forty-five of the 521 removals from the Work Release Program were hired by their Work Release employer in the same occupation; four were hired by their Work Release employer in a different occupation; 31 were hired by another employer in a Work Release related occupation; in 60 cases there was no direct relationship between release and employment; 46 were released without employment; and almost half, 235, fell into the category of "other". Of the latter number, 218 or 86.9 per cent were "other removals" which is consistent since these cases were not discharged to the community and therefore enjoyed no post-institutional experience.

Median Salary

For the total group, the median salary was \$68.3. For those discharged into the community, the median salary was \$74.8 while "other removals" had a median salary of \$63.7. Regardless of occupation or institution, those released to the community consistently maintained a higher median salary than did "other removals". Broken down by occupation, the median salary ranged from a low of \$53.2 for service workers to \$101.7 for professional and managerial workers. By institution, the median salary ranged from \$54.5 at Englewood to \$87.7 at Danbury. In general, the salaries were much higher at the adult institutions than they were at the youth institutions.

A REPORT ON ESCAPEES FROM THE WORK RELEASE PROGRAM
OCTOBER 20, 1965 - JUNE 30, 1966

By
JUDY POSNER

This study deals with 62 escapees from the Work Release program during the period October 20, 1965, through June 30, 1966. This is a descriptive report, attempting to determine what characteristics are peculiar to the escapee. Some of the variables are broken out by institution - (a) sentence length, (b) sentence procedure, (c) type of commitment, (d) highest school grade completed, (e) Stanford Achievement Test score, (f) intelligence level and (g) number of previous commitments. Others are broken down by offense - (a) number of previous commitments, (b) job relation to institutional training, (c) employer's providing on-the-job training, (d) adjustment on Work Release, (e) employer's attitude toward inmate. In addition, data are presented on the time served in the Work Release program prior to escape.

Institution (Table 1)

Of the 28 Federal institutions participating in the Work Release program as of June 30, 1966, escapes occurred at the following: Terre Haute, El Reno, Englewood, Petersburg, PRGC - Chicago, National Training School, Ashland, Danbury, La Tuna, Milan, Seagoville and Terminal Island (both male and female divisions). The number of escapes ranged from one each at Danbury and the female division of Terminal Island to 11 each at Englewood and the National Training School.

Sentence Length (Table 1)

Over half (34) of the 62 escapees from the Work Release program had sentences of more than one but less than five years in length. Those with sentence lengths of between five and 10 years numbered seven, or 11.3 per cent, of the total. Youth Corrections Act and FJDA minority sentences accounted for 12.9 per cent and 21.0 per cent, respectively. Of those 13 escapees under a minority sentence - i.e. where an individual must be discharged on his 21st birthday - seven were from Englewood, four from the National Training School, and two from Ashland.

Sentence Procedure (Table 2)

Of the total number of escapees, 26, or 41.9 per cent, were committed with a regular sentence and 23 (37.1 per cent) with a juvenile sentence. Eight were sentenced under the Youth Corrections Act, four under 4208(a)(2), and one under split sentences procedure. (Table 2)

CONTINUED

1 OF 2

The regular cases were distributed evenly throughout the institutions with the exception of Englewood, National Training School, and Ashland, which had none.

All of the 23 juvenile escapes were concentrated among the latter institutions, Englewood having 10, National Training School 11, and Ashland two. Five of the eight Y.C.A. escapes were from El Reno. The four 4208(a)(2) escapes were divided between La Tuna and Terminal (male), with two each, while Seagoville claimed the only escape with a split sentence.

Type of Commitment (Table 3)

For the total group, 44, (71.0 per cent), were on an original sentence, two were probation violators, nine were parole violators, and two were escapees returned. It is interesting to note that the two who were committed as escapees returned were from the National Training School, which had the largest number of escapes from the Work Release program (11).

Highest School Grade Completed (Table 4)

The mean highest grade completed for the total group was 8.7. Since the sample was so small, no comparison was made between highest grade completed, S.A.T. score, or I.Q. level, to determine differences between institutions.

S.A.T. Score (Table 5)

The median S.A.T. score for the 62 escapees was 8.2.

Intelligence Level (Table 6)

For the total group the median I.Q. score was 103.5.

Number of Previous Commitments (Table 7)

Nineteen, (30.6 per cent), of the escapees had no previous commitments; 13 (21.0 per cent) had one; 4 had two prior commitments; and 19 had three or more. There was no record of previous commitments for the remaining seven. Of the 19 with three or more previous commitments, Terminal Island (male) accounted for seven, representing 87.5 per cent of that institution's escapees.

Offense (Table 8)

The overwhelming number of escapees were auto-thieves with 51, or 82.3 per cent of the total, falling into this category. The remaining groups of offenders were broken down in the following manner: forgery, with five escapees; burglary and other theft, with two each; and forgery and robbery, with one each.

Of the 51 escapees committed for auto-theft, 12 had no previous commitments, 12 had one prior commitment, four had two, and 17, (one-third of the total) had three or more. For the remaining six, there was no record of previous commitments.

Job Relation to Institutional Training (Table 9)

Of the total group, 30 (48.6 per cent) of the escapees had a job with little relation to institutional training, 11 (17.7 per cent) had one with moderate relation, and 20 (32.3 per cent) had one with much relation; one case was not reported.

Considering auto-thieves separately, since they represent the largest offense group, 23 (45.1 per cent) had jobs with little relation to institutional training, eight (15.7 per cent) had jobs with moderate relation, and 19 (37.3 per cent) had jobs with much relation to training received in the institution; indicating that escapees who were auto-thieves tend to have had jobs with a slightly greater relationship to institutional training than did escapees from other offense groups.

On-the-Job-Training (Table 10)

Contrary to the previous data, there appeared to be a greater relationship between the job and on-the-job training than between the job and institutional training. Of the 62 escapees, 10 (16.1 per cent) received little on-the-job training, and 20 (32.3 per cent) received moderate training. However, 31, or half of the total, received much on-the-job training. For one, an auto-thief, there was no report. With respect to auto-thieves, the difference is more marked. Six received little on-the-job training, 18 moderate training and 26 (over half) received much training.

Adjustment on Work Release Program (Table 11)

Thirteen, 21.0 per cent of the total, were rated excellent, 19 (30.6 per cent) were rated good, 10 (16.1 per cent) fair, and 19 were rated poor, with one having no report.

Analyzing auto-thieves only, 10 (19.6 per cent) were rated excellent, 17 (33.3 per cent) good, 8 (15.7 per cent) fair and 15 (29.4 per cent) poor.

Employer's Attitude Regarding Inmate (Table 12)

For the total group, employers would rehire 32, or over half, and would not rehire 23 (37.1 per cent). Data in this case were not obtained in two cases (auto-thieves) and employers were undecided about five others. Employers would rehire 52.9 per cent (27) auto-thieves but would not rehire 18 (35.3 per cent). They were undecided about four of them.

Days on Work Release Program (Tables 11, 12)

The number of days spent on the Work Release program ranged from one day to 158 days. The mean number of days served by all escapees was 29.1. Those with an excellent rating, however, served an average of 64.8 days while those with a good rating served an average of 20.6 days, those with a fair rating an average of 21.8 days, and those with a poor rating an average of only 18.5 days.

Where the employers indicated they would rehire, the escapees had served an average of 39.0 days; where they would not rehire, the escapees had spent an average of only 17.3 days in the program. It would appear that the more time the escapee spent in the program, the more likely he was to be rehired.

October 24, 1966

TABLES FOR:

A REPORT ON ESCAPEES FROM THE WORK RELEASE PROGRAM
OCTOBER 20, 1965 - JUNE 30, 1966

TABLE 1

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
BY SENTENCE LENGTH AND INSTITUTION

Institution	SENTENCE											
	Total		Over 1 yr. to 2½ yrs.		Over 2½ yrs. to 5 yrs.		5 yrs. under 10 yrs.		Y. C. A.		Minority	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	17	27.4	17	27.4	7	11.3	8	12.9	13	21.0
Terre Haute.....	2	3.2	-	-	2	-	-	-	5	-	-	-
El Reno.....	6	9.7	-	-	-	-	-	1	-	-	7	-
Englewood.....	11	17.7	2	-	1	-	-	1	-	-	-	-
Petersburg.....	5	8.1	2	-	2	-	1	-	-	-	4	-
PRGC - Chicago.....	2	3.2	1	-	-	-	-	-	-	-	-	-
Nat. Trng. School.....	11	17.7	2	-	5	-	-	1	-	-	2	-
Ashland.....	3	4.8	-	-	-	-	-	-	-	-	-	-
Danbury.....	1	1.6	1	-	-	-	-	-	-	-	-	-
La Tuna.....	3	4.8	1	-	2	-	-	-	-	-	-	-
Milan.....	2	3.2	-	-	1	-	1	-	-	-	-	-
Seagoville.....	8	12.9	5	-	2	-	3	-	-	-	-	-
Terminal Island (M)...	7	11.3	2	-	2	-	-	-	-	-	-	-
Terminal Island (F)...	1	1.6	1	-	-	-	-	-	-	-	-	-

TABLE 2

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY SENTENCE PROCEDURE AND INSTITUTION

Institution	Total		SENTENCE PROCEDURE									
			Regular		Juvenile		Y. C. A.		4208(a)(2)		Split	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	62	100.0	26	41.9	23	37.1	8	12.9	4	6.5	1	1.6
Terre Haute.....	2	3.2	2	-	-	-	-	-	-	-	-	-
El Reno.....	6	9.7	1	-	-	-	5	-	-	-	-	-
Englewood.....	11	17.7	-	-	10	-	1	-	-	-	-	-
Petersburg.....	5	8.1	4	-	-	-	1	-	-	-	-	-
PRGC - Chicago.....	2	3.2	2	-	-	-	-	-	-	-	-	-
Nat. Trng. School....	11	17.7	-	-	11	-	-	-	-	-	-	-
Ashland.....	3	4.8	-	-	2	-	1	-	-	-	-	-
Danbury.....	1	1.6	1	-	-	-	-	-	-	-	-	-
La Tuna.....	3	4.8	1	-	-	-	-	-	2	-	-	-
Milan.....	2	3.2	2	-	-	-	-	-	-	-	-	-
Seagoville.....	8	12.9	7	-	-	-	-	-	-	-	1	-
Terminal Island (M)..	7	11.3	5	-	-	-	-	-	2	-	-	-
Terminal Island (F)..	1	1.6	1	-	-	-	-	-	-	-	-	-

TABLE 3

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
BY TYPE OF COMMITMENT AND INSTITUTION

Institution	Total		TYPE OF COMMITMENT									
			Original Sentence		Court-Prob. Violator		Mandatory Release Violator		Parole Violator		Escape Returned	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	44	71.0	2	3.2	5	8.1	9	14.5	2	3.2
Terre Haute.....	2	3.2	2		-		-		-		-	
El Reno.....	6	9.7	3		-		-		3		-	
Englewood.....	11	17.7	10		-		-		1		-	
Petersburg.....	5	8.1	4		-		-		1		-	
PRGC - Chicago.....	2	3.2	1		-		1		-		-	
Nat. Trng. School.....	11	17.7	9		-		-		-		2	
Ashland.....	3	4.8	2		1		-		-		-	
Danbury.....	1	1.6	1		-		-		-		-	
La Tuna.....	3	4.8	3		-		-		-		-	
Milan.....	2	3.2	2		-		-		-		-	
Seagoville.....	8	12.9	3		1		2		2		-	
Terminal Island (M).....	7	11.3	3		-		2		2		-	
Terminal Island (F).....	1	1.6	1		-		-		-		-	

TABLE 4
 ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY HIGHEST GRADE COMPLETED AND INSTITUTION

Institution	HIGHEST SCHOOL GRADE COMPLETED							
	Total		Not Reported		6th Grade		7th Grade	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	11	17.7	5	8.1	7	11.3
Terre Haute.....	2	3.2	-	-	-	-	-	-
El Reno.....	6	9.7	-	-	-	-	2	-
Englewood.....	11	17.7	1	-	-	-	1	-
Petersburg.....	5	8.1	2	-	-	-	-	-
PRGC - Chicago.....	2	3.2	-	-	1	-	3	-
Nat. Trng. School.....	11	17.7	2	-	-	-	-	-
Ashland.....	3	4.8	-	-	-	-	-	-
Ashland.....	1	1.6	-	-	-	-	1	-
Danbury.....	3	4.8	-	-	-	-	-	-
La Tuna.....	2	3.2	1	-	-	-	-	-
Milan.....	8	12.9	2	-	3	-	-	-
Seagoville.....	8	12.9	2	-	1	-	-	-
Terminal Island (M).....	7	11.3	2	-	-	-	-	-
Terminal Island (F).....	1	1.6	1	-	-	-	-	-
MEAN HIGHEST GRADE COMPLETED.....		8.7						

TABLE 4 (Continued)

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
BY HIGHEST GRADE COMPLETED AND INSTITUTION

Institution	HIGHEST SCHOOL GRADE COMPLETED									
	8th Grade		9th Grade		10th Grade		11th Grade		12th Grade	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	12	1.4	12	19.4	-	11.	4	6.	4	6.
Terre Haute.....	1	-	-	-	-	-	-	-	1	-
El Reno.....	2	-	1	-	2	-	1	-	-	-
Anglewood.....	2	-	5	-	1	-	-	-	-	-
Petersburg.....	-	-	1	-	1	-	-	-	-	-
RCC - Chicago.....	-	-	1	-	-	-	-	-	-	-
National Training Sch.	4	-	2	-	-	-	-	-	-	-
Island.....	2	-	-	-	-	-	1	-	-	-
Sanbury.....	1	-	-	-	-	-	-	-	-	-
Tuna.....	-	-	2	-	-	-	-	-	-	-
W. Lan.....	-	-	-	-	1	-	-	-	-	-
Seagoville.....	-	-	-	-	1	-	1	-	1	-
Terminal Island (M)...	-	-	-	-	1	-	1	-	2	-
Terminal Island (F)...	-	-	-	-	-	-	-	-	-	-

TABLE 5

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY STANFORD ACHIEVEMENT TEST SCORES AND INSTITUTION

Institution	STANFORD ACHIEVEMENT TEST											
	Total		Not Reported		No Test		0.0 3.9		4.0 4.9		5.0 5.9	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	62	100.0	9	14.5	2	3.2	2	3.2	1	1.6	4	6.5
Terre Haute.....	2	3.2	-	-	-	-	-	-	-	-	-	-
El Reno.....	6	9.7	-	-	-	-	-	-	-	-	-	-
Englewood.....	11	17.7	1	-	-	-	1	-	-	-	2	-
Petersburg.....	5	8.1	2	-	-	-	-	-	-	-	-	-
PRGC - Chicago.....	2	3.2	-	-	-	-	-	-	-	-	-	-
Nat. Trng. School..	11	17.7	2	-	-	-	1	-	1	-	1	-
Ashland.....	3	4.8	-	-	-	-	-	-	-	-	-	-
Danbury.....	1	1.6	-	-	-	-	-	-	-	-	-	-
La Tuna.....	3	4.8	-	-	-	-	-	-	-	-	-	-
Milan.....	2	3.2	1	-	-	-	-	-	-	-	1	-
Seagoville.....	8	12.9	1	-	2	-	-	-	-	-	-	-
Terminal Island (M)	7	11.3	1	-	-	-	-	-	-	-	-	-
Terminal Island (F)	1	1.6	1	-	-	-	-	-	-	-	-	-
MEDIAN S.A.T. SCORE		8.2										

TABLE 5 (Continued)

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY STANFORD ACHIEVEMENT TEST SCORES AND INSTITUTION

Institution	STANFORD ACHIEVEMENT TEST													
	6.0 6.9		7.0 7.9		8.0 8.9		9.0 9.9		10.0 10.9		11.0 11.9		12.0 and over	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	4	6.5	11	17.7	11	17.7	9	14.5	6	9.7	2	3.2	1	.16
Terre Haute.....	-		-		1		-		1		-		-	
El Reno.....	-		4		-		2		-		-		-	
Englewood.....	-		1		2		2		2		-		-	
Petersburg.....	-		-		2		-		1		-		-	
PRGC - Chicago.....	-		2		-		-		-		-		-	
Nat. Trng. School.....	1		1		1		3		-		-		-	
Ashland.....	1		1		1		-		-		-		-	
Danbury.....	-		-		1		-		-		-		-	
La Tuna.....	-		1		1		-		-		1		-	
Milan.....	-		-		-		-		-		-		-	
Seagoville.....	1		1		1		1		1		-		-	
Terminal Island (M).....	1		-		1		1		1		1		1	
Terminal Island (F).....	-		-		-		-		-		-		-	

TABLE 6

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY INTELLIGENCE LEVEL AND INSTITUTION

Institution	INTELLIGENCE LEVEL									
	Total		Not Reported		No Test		69 and under		70 - 79	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	8	12.9	2	3.2	1	1.6	1	1.6
Terre Haute.....	2	3.2	-	-	-	-	-	-	-	-
El Reno.....	6	9.7	-	-	-	-	-	-	1	-
Englewood.....	11	17.7	-	-	-	-	-	-	-	-
Petersburg.....	5	8.1	2	-	-	-	-	-	-	-
PRGC - Chicago.....	2	3.2	-	-	-	-	-	-	-	-
Nat. Trng. School.....	11	17.7	2	-	-	-	-	-	-	-
Ashland.....	3	4.8	-	-	-	-	-	-	-	-
Danbury.....	1	1.6	-	-	-	-	-	-	-	-
La Tuna.....	3	4.8	-	-	-	-	-	-	-	-
Milan.....	2	3.2	1	-	-	-	1	-	-	-
Seagoville.....	8	12.9	1	-	2	-	-	-	-	-
Terminal Island (M)...	7	11.3	1	-	-	-	-	-	-	-
Terminal Island (F)...	1	1.6	1	-	-	-	-	-	-	-
MEDIAN I.Q. SCORE.....		103.5								

TABLE 6 (Continued)

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
BY INTELLIGENCE LEVEL AND INSTITUTION

Institution	INTELLIGENCE LEVEL									
	80 - 89		90 - 99		100 - 109		110 - 119		120 - 129	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	3	4.8	14	22.6	17	27.4	9	14.5	7	11.3
Terre Haute.....	-		-		2		-		-	
El Reno.....	-		2		2		2		-	
Englewood.....	1		2		5		2		-	
Petersburg.....	-		1		1		-		1	
PRGC - Chicago.....	-		2		-		-		-	
Nat. Trng. School.....	2		4		1		1		1	
Ashland.....	-		1		-		2		-	
Danbury.....	-		-		1		-		-	
La Tuna.....	-		-		2		-		1	
Milan.....	-		1		-		-		-	
Seagoville.....	-		1		2		1		-	
Terminal Island (M)...	-		-		1		1		4	
Terminal Island (F)...	-		-		-		-		-	

TABLE 7

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY NUMBER OF PREVIOUS COMMITMENTS AND INSTITUTION

Institution	NUMBER OF PREVIOUS COMMITMENTS											
	Total		Not Reported		0		1		2		3+	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	7	11.3	19	30.6	13	21.0	4	6.5	19	30.6
Terre Haute.....	2	3.2	-	-	1	-	1	-	-	-	-	-
El Reno.....	6	9.7	-	-	1	-	3	-	-	-	2	-
Englewood.....	11	17.7	-	-	4	-	5	-	-	-	2	-
Petersburg.....	5	8.1	2	-	1	-	1	-	-	-	1	-
PRGC - Chicago.....	2	3.2	-	-	-	-	-	-	-	-	2	-
Nat. Trng. School.....	11	17.7	2	-	5	-	2	-	1	-	1	-
Ashland.....	3	4.8	-	-	1	-	1	-	1	-	-	-
Danbury.....	1	1.6	-	-	1	-	-	-	-	-	-	-
La Tuna.....	3	4.8	1	-	2	-	-	-	-	-	-	-
Milan.....	2	3.2	1	-	-	-	-	-	-	-	1	-
Seagoville.....	8	12.9	-	-	3	-	-	-	2	-	3	-
Terminal Island (M)....	7	11.3	-	-	-	-	-	-	-	-	7	-
Terminal Island (F)....	1	1.6	1	-	-	-	-	-	-	-	-	-

TABLE 8

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY NUMBER OF PREVIOUS COMMITMENTS AND OFFENSE

Offense	Total		NUMBER OF PREVIOUS COMMITMENTS									
			Not Reported		0		1		2		3(+)	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL.....	62	100.0	7	11.3	19	30.6	13	21.0	4	6.5	19	30.6
Forgery.....	5	8.1	1		2		-		-		2	
Fraud.....	1	1.6	-		1		-		-		-	
MVTA(a).....	51	82.3	6		12		12		4		17	
Other Theft(b).....	2	3.2	-		1		1		-		-	
Burglary.....	2	3.2	-		2		-		-		-	
Robbery.....	1	1.6	-		1		-		-		-	

(a) Includes 1 auto-theft on government reservation.

(b) Includes 1 theft of government property and 1 interstate theft.

TABLE 9

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY JOB RELATION TO INSTITUTIONAL TRAINING AND OFFENSE

Offense	Total		JOB RELATION TO INSTITUTIONAL TRAINING							
			Not Reported		Little		Moderate		Much	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	1	1.6	30	48.4	11	17.7	20	32.3
Forgery.....	5	8.1	-		2		2		1	
Fraud.....	1	1.6	-		1		-		-	
MVTA(a).....	51	82.3	1		23		8		19	
Other Theft(b).....	2	3.2	-		2		-		-	
Burglary.....	2	3.2	-		2		-		-	
Robbery.....	1	1.6	-		-		1		-	

(a) Includes 1 auto-theft on government reservation.

(b) Includes 1 theft of government property and 1 interstate theft.

TABLE 10

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
BY ON-THE-JOB TRAINING AND OFFENSE

Offense	Total		PROVIDING ON-THE-JOB TRAINING							
			Not reported		Little		Moderate		Much	
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
TOTAL	62	100.0	1	1.6	10	16.1	20	32.3	31	50.0
Forgery	5	8.1	-		1		2		2	
Fraud	1	1.6	-		1		-		-	
MVA(a)	51	82.3	1		6		18		26	
Other Theft(b) ...	2	3.2	-		1		-		1	
Burglary	2	3.2	-		1		-		1	
Robbery	1	1.6	-		-		-		1	

(a) Includes 1 auto-theft on government reservation.

(b) Includes 1 theft on government property and 1 interstate theft.

TABLE 11

ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY ADJUSTMENT ON WORK RELEASE PROGRAM AND OFFENSE

Offense	ADJUSTMENT ON WORK RELEASE PROGRAM											
	Total		Not Reported		Excellent		Good		Fair		Poor	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL.....	62	100.0	1	1.6	13	21.0	19	30.6	10	16.1	19	30.6
Forgery.....	5	8.1	-	-	2	-	-	-	-	-	3	-
Fraud.....	1	1.6	-	-	-	-	-	-	1	-	-	-
MVTA(a).....	51	82.3	1	-	10	-	17	-	8	-	15	-
Other Theft(b).....	2	3.2	-	-	1	-	1	-	-	-	-	-
Burglary.....	2	3.2	-	-	-	-	1	-	1	-	-	-
Robbery.....	1	1.6	-	-	-	-	-	-	-	-	1	-
Mean Days on Work Release Program..		29.1		-		64.8		20.6		21.8		18.5

(a) Includes 1 auto-theft on government reservation.

(b) Includes 1 theft of government property and 1 interstate theft.

TABLE 12
 ESCAPES - WORK RELEASE PROGRAM - JUNE 30, 1966
 BY EMPLOYER'S ATTITUDE REGARDING
 INMATE AND OFFENSE

Offense	EMPLOYER'S ATTITUDE REGARDING INMATE									
	Total		Not Reported		Would Rehire		Would not Rehire		Other	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
TOTAL	62	100.0	2	3.2	32	51.6	23	37.1	5	8.1
Forgery	5	8.1	-	-	3	-	2	-	-	-
Fraud	1	1.6	-	-	1	-	-	-	-	-
VTA(a)	51	82.3	2	-	27	-	18	-	4	-
Other Theft(b)	2	3.2	-	-	-	-	1	-	1	-
Burglary	2	3.2	-	-	1	-	1	-	-	-
Robbery	1	1.6	-	-	-	-	1	-	-	-
Days on WR Program ..		29.1		9.5		39.0		17.3		28.2

) Includes 1 auto-theft on government reservation.
) Includes 1 theft of government property and 1 interstate theft.

DEMOGRAPHIC, SITUATIONAL, AND MOTIVATING
FACTORS IN WORK RELEASE ESCAPES: THE
FIRST TWELVE MONTHS

By
JACK E. BRENT

INTRODUCTION

This is a study of 94 escapes from the Work Release Program at Federal Bureau of Prisons Institutions during the program's first twelve months of operation. Three areas are examined: (a) characteristics of escapees, (b) circumstances surrounding the escapes, and (c) reasons for escapes advanced by both institutions and escapees.

Information was gathered from inmate folders in the Central Files of the Federal Bureau of Prisons. Where used, comparative data is from a study of the first 835 inmates in Work Release, an analysis of descriptions of 944 prisoners removed from Work Release, Statistical Tables Fiscal Year 1965, and The Fiscal Year 1966 Basic Data Book, as indicated.

CHARACTERISTICS OF ESCAPEES

The following factors were considered under this heading:

Age
Marital Status
Institution Absconded From
Sex
Racial Composition
Type of Summary Offense
Type of Job Held on Work Release

Age. Over 75% of Work Release escapees were under 30 years of age, and over 31% of the total number of Work Release escapees were under 20 years of age.

Racial Composition of the Escapees. Overwhelmingly, escapees from the Work Release Program were white (82.9%). Negroes comprised 13.8% of the group, and American Indians 3.1%.

Sex. 98 per cent of Work Release escapees were males.

Escapees by Type of Institution. Ninety per cent of all Work Release escapees during the period were from either Juvenile and Youth institutions (59%), or from Correctional institutions (31%).

Marital Status. Eighty per cent of Work Release escapees were unattached (single, separated, or divorced).

Type of Offense. The vast majority of escapees from the Work Release Program were Dyer Act Offenders (over 77%).

Type of Job on Work Release. The largest single group of escapees were semi-skilled, skilled, and trainees (47%). Unskilled, service, and Agricultural workers comprised the next largest group (31%). Data was unavailable for 11.5% of the group.

FACTORS SURROUNDING WORK RELEASE ESCAPES

The Work Release Program began in October, 1965. Escapes began in December, 1965, and rose steadily through the spring months of 1966. There has been an average of 8.5 escapes per month from the program. The range of escapes per month is from 2 to 15.

When Escapes Occurred: Time in Work Release. Peak periods for escapes from Work Release have occurred in the first and second weeks of program participation. Over half escaped within the first month, and over three-fourths by the end of the second month.

Days in Escape Status. Over half of Work Release escapees were returned to custody within one week. Almost three-fourths were returned within 2 weeks (71%), and over 80% at the end of one month. Time in average status ranges from less than one day through 118 days. 15.3 per cent of returned escapees were in custody within 24 hours. Mean time in escape status was 10.9 days.

Manner of Return to Custody. Of escapees returned to custody, 19% gave themselves up, while 70.2% were captured. Less than 10% (9 escapees) were still at large on December 1, 1966.

Arresting Agencies. Local police officials accounted for 41% of the returned prisoners captured. The F.B.I. captured 13%, and state officials captured 10%. 15% of the escapees surrendered to prison officials.

Charges Incurred While on Escape. Of 71 Work Release Program escapees for whom data was available, 45.1% incurred administrative charges of escape. 15.5% of Work Release Program escapees incurred new formal charges of auto-theft, 9.9% received a formal charge of escape, and 9.9% received formal charges of escape and auto-theft.

REASONS FOR ESCAPES

Two versions of escape reasons are presented: (a) those reasons advanced by institutional staffs, and (b) reasons advanced by the escapees.

Institution Reasons. Of 42 reasons given, 16.6% concerned drinking, 16.6% alleged that the escapee spent the time with a woman, while 7% concerned marital conflict.

Reasons Given by Escapees. Of 46 reasons advanced by inmates, 20% concerned drinking, 13% wished to see various family members, and 11% reported a desire to be with a woman.

Institutional Adjustment. Data on institutional adjustment were taken from post-escape progress reports as available. No uniform overall rating was adhered to by the reporting institutions. An approximation of a "satisfactory" rating was made on the basis of summary statements such as "clear record", "in honor section", "very good adjustment", and "no problems" occurring in the reports. Forty-three or 45.7% of the Work Release escapees had this rating. Of those with adjustment problems (also 43) 30.3% presented hostile behavior, 14% had a "poor social adjustment", and 9.4% exhibited "immaturity and instability".

CHARACTERISTICS OF WORK RELEASE ESCAPEES AND ESCAPES

Work Release escapees may be characterized as young (under 30), unattached, white males from our juvenile and youth institutions. A large proportion of them are Dyer Act Offenders.

Most escape within two weeks of initial participation in the program, and are usually returned to custody within two weeks after the escape. The method of return is usually through capture by local police officials, state police, or F.B.I. About 20% give themselves up, most often to prison officials. Almost half of those escaping (47%) were in semi-skilled or skilled occupations, or were training for skilled occupations.

Work Release escapes were most often handled administratively by prison officials, but almost 55% of those for whom information was available incurred new charges; primarily for auto-theft.

Reasons for the escapes advanced by both institutions and the escapees point to alcoholism, a desire for females, and anxiety over marital conflicts and family as the most common reasons for escape.

Reports summarizing institutional adjustment characterized a number of the inmates as hostile, immature, or as having difficulty in social adjustment before being assigned to Work Release.

December 21, 1966

TABLES FOR:

DEMOGRAPHIC, SITUATIONAL, AND MOTIVATING
FACTORS IN WORK RELEASE ESCAPES: THE
FIRST TWELVE MONTHS

Table One: Work Release Escapees By Age Groups

Age Groups	(N)	(%)
Totals	94	100
17-19 Years	30	32
20-24 Years	25	27
25-30 Years	16	17
31-39 Years	16	17
40-53 Years	7	7

Table Two: Race of Work Release Program Escapees

Race	Totals	(N)	%
		94	100%
White		78	83
Negro		13	14
American Indian		3	3

Table Three: Escapes By Sex

Table Three: Escapes By Sex

Sex	Totals	(N)	(%)
		94	100
Males		92	98
Females		2	2

Table Four: Escapees by Type of Institution

Type Institution	(N)	(%)
Totals	94	100
Juvenile and Youth	55	59
Correctional Institutions	29	31
Penitentiaries	3	3
PRGC	3	3
Reformatories	2	2
Prison Camps	2	2

Table Five: Marital Status Of Escapees

Marital Status

	(N)	(%)
Totals	94	100
Single	55	59
Separated	3	3
Divorced	17	18
Married	19	20

Table Six: Escapees by Type of Offense

Offense	Totals	(N)	(%)
		94	100
Dyer Act	73		77.8
J D Robbery	3		3.2
Mail Theft, Forgery	3		3.2
Transp. False Securities	3		3.2
Larcany on Gov't Reservation	2		2.0
Impers. Defense Officer	2		2.0
Forgery	2		2.0
Narcotics Violation	1		1.1
Att. Bank Robbery	1		1.1
Counterfeit Gov't Check	1		1.1
Theft	1		1.1
Theft Gov't Property	1		1.1
Burglary	1		1.1

Table Seven: Escapees by Type Job on Work Release

Occupation	Work Release Escapees		All Work Releasees (944)		
	Totals	Number 94	% 100	Number 944	% 100
Unskilled, Service, Agricul.	29	29	31	463	49
Semiskilled, skilled, Trainees	44	44	47	317	34
Clerical and White Collar	7	7	7	60	6
Managerial	2	2	2	12	1
College Student	1	1	1	0	0
Not Available	11	11	12	92	10

Table Eight: Days in the Work Release Program Prior to Escapes

Number of Days in Program	N	%	Cumulative %
Totals	94	100	
0 - 7	12	13	13
8 - 14	18	19	32
15 - 21	9	10	42
22 - 28	7	7	49
29 - 35	4	4	53
36 - 42	14	15	68
43 - 49	4	4	72
50 - 56	4	4	76
57 - 63	2	2	78
64 - 90	7	7	85
90 - 118	8	9	94
Not Available	5	6	100

Table Nine: Number of Days in Escape Status* N:85

Days in Status	N	Cumulative %
Totals	85	
1 day	13	15
1-7	41	63
8-14	7	71
15-21	5	77
22-28	3	81
29-35	3	85
36-42	4	90
43-49	2	92
50-56	1	93
57-63	2	95
64-70	3	99
71-77	0	99
78-84	1	100

*does not include 9 prisoners still at large.

Table Ten: Manner of Return to Custody

	(N)	(%)
Totals	85	100
Captured	68	80
Surrendered	17	20

Table Eleven: Arresting Agencies and Manner of Return*

Agency and Manner of Return	(N)	(%)
	85	100
Arrested, local officials	35	41
Arrested, state officials	8	10
Arrested, prison officials	3	4
Arrested, F.B.I.	11	13
Arrested, local and stat officials	1	1
Arrested, local and F.B.I.	1	1
Arrested, agency unknown	9	11
Surrendered, local officials	2	2
Surrendered, state officials	1	1
Surrendered, prison officials	13	15
Surrendered, parole officer	1	1

* Does not include 9 prisoners still at large 1 Dec. 1966

Table Twelve: Charges Incurred During Escapes #

Charges	Totals	N	%
		71	100.0
Administrative escape		32	45.1
Auto-theft		11	15.5
Formal escape charge		7	9.9
Escape & auto theft		7	9.9
Escape, auto-theft, firearms law		1	1.4
Escape, auto-theft, traffic		1	1.4
Escape, forgery, theft		1	1.4
Escape, Dyer act, grand theft auto, forgery, speeding		1	1.4
Auto theft, failure to stop when ordered		1	1.4
Armed robbery		1	1.4
Possession of narcotics		1	1.4
Assault on Federal Officer		1	1.4
Drunkenness		2	2.8
Drinking, speeding		1	1.4
Estab. P.O. box, drinking, not reporting all salary*		1	1.4
Vagrancy		1	1.4
Disorderly conduct		1	1.4

* are administrative charges
information unavailable for 23 of 94 cases

Table Thirteen: Ranked Reasons for Escape Advanced by Institutions

Reasons	N
Drinking	7
Spent time with a woman	7
Marital conflict	3
Took a car	2
Had day off	2
Afraid to return to institution after drinking	2
No apparent reason	2
Wanted to see family member	2
Wanted to pick up pregnant paramour	1
Failing in PRGC	1
Wanted to reach girl on west coast	1
Tension on job	1
Wanted to get away	1
Parole revoked	1
Smuggling contraband	1
Felt persecuted by program restrictions	1
Decided to stay out until caught	1
About to be fired	1
Too much temptation on unsupervised job	1
Social tension at prison, inmate harrassed	1
Caught in relations with a minor female	1
Ran off with boyfriend	1
Missed bus	1
Total	42

Table Fourteen: Ranked Reasons for Escape Advanced by Inmates N:46

Reasons	N	%
Drinking	9	20
Wanted to see family members	6	13
Wanted to be with a woman	5	11
Wanted to get away from institution	3	6
Marital Conflict	3	6
Took a car	2	5
Smuggling contraband into prison	2	5
No reason to escape	2	5
Tension on job	2	5
Rule infraction, afraid to return	1	2
Had day off, learned authorities after him	1	2
Detainer	1	2
Despondent	1	2
Missed bus back to institution	1	2
"Mad at the world"	1	2
Stressful family situation	1	2
Mid "went blank"	1	2
Unsupervised on job, temptation too great	1	2
Protests innocence of charge sentenced for	1	2
Overslept at home of co-worker	1	2
Feared firing	1	2
Total	46	100

Table Fifteen: Institutional Adjustment and Problem Areas

Adjustment	Totals	N	%
		43	100
Aggressive, Hostile, fights		13	30.3
Poor Social Adjustment		6	14.0
Immaturity and Instability		4	9.4
Inconsistent and Poor Work Habits		3	7.0
Impulsive		2	4.7
Horseplay		2	4.7
Sleeping		1	2.3
Sniffing		1	2.3
Insubordination		1	2.3
Malingering		1	2.3
Extortion		1	2.3
Tattoos		1	2.3
Theft		1	2.3
Unreceptive		1	2.3
Gambling		1	2.3
Prior Escapes		1	2.3
Needs Constant Supervision		1	2.3
Follow Delinquent Companions		1	2.3
Writing to Inmates		1	2.3

SOME OBSERVATIONS ON OUR WORK RELEASE PROGRAM
LEADING TO A RESEARCH PROPOSAL

By
REIS H. HALL

INTRODUCTION

Within the framework of our stated policy on the Work Release Program, there is wide latitude in the ways the program can be implemented by the various institutions within our system. In setting up a Work Release Program for a particular institution, the administrator is faced with two basic problems. First, he must define the Work Release concept for his institution. Then, the system he establishes to implement it must be compatible and integrated with the Work Release philosophy he espouses. It seems to me that in most cases our institutions, in setting up their Work Release programs, have encountered major problems which remain unsolved in one or both of these areas.

In this paper we will concern ourselves with two divergent philosophies of Work Release and will describe the models for implementing them. In the process, we will deal with some of the problems we are experiencing in our emerging program. Finally, we will propose a research/demonstration project to answer the basic questions we have raised within.

INSTITUTION-ORIENTED PHILOSOPHY

There seem to be two basic philosophical approaches to Work Release, which can be characterized as "institution-oriented" and "community-oriented". The "institution-oriented" philosophy looks at the Work Release Program in a very narrow and limited sense -- it considers the Work Release assignment as a job placement, and no more. In a very real sense the place of employment in the community becomes a part of the prison; insofar as possible all institution rules apply in the community, and the inmate's role is determined by these rules and controlled by the institutional sanctions which are known to apply to institution rule-violators. The assignment may be qualitatively better than what is available in the institution, and it pays the going wage, but it is not seen as essentially different than a job within the institution.

The inmate's role and the place of Work Release in his program are spelled out for him in concrete terms. He is told "You are an inmate of this institution. All the rules of the institution apply to you, and special responsibilities are added to your lot by virtue of being on Work Release. On leaving the institution you will report directly to your place of employment and you will not leave your place of employment during your shift. You will return directly to the institution at the end of the work day. Work Release is your work assignment, encompassing no more or no less than a

work assignment within the institution. Work Release does not carry with it special privileges -- only added responsibility. You will not be permitted to take part in any extra-curricular activities associated with your work such as union meetings, company picnics, etc. Violation of any rules will result in immediate removal."

The stated objectives of Work Release under the institution-oriented approach are: (1) to provide a meaningful work experience that also provides a measurable element of training; (2) to meet responsibilities for family support, savings, and self-maintenance.

The strengths of this system are that (1) the purpose of Work Release is sharply and concretely defined and limited; (2) the role of the Work Release is unequivocally stated; and (3) his relationships to the community and to the institution are clear, and contradictions between the two are reduced to an absolute minimum.

Where the inmate's relationship to the community is limited to his on-the-job work experience, thus exposing him to the fewest possible "temptations", we would expect the lowest number of in-program failures and escapees. Where the inmate's role is well-defined, and the conflict between community and institution standards is reduced to an absolute minimum by the application of institution standards and sanctions to community situations, anxiety and conflict within the inmate should also be minimized. (Hostility, on the other hand, might increase. It might not be recognized or have an immediate impact on the outcome of Work Release unless it reached the point where it was acted out. Nonetheless, it could be a negative force relative to the ultimate objective -- the successful reintegration of the offender into society.)

Structured in this way, Work Release provides a narrowly-defined learning experience. Because the goals are limited, and pressures and anxieties are minimized, there is a very great likelihood of the Work Release experience being a "successful" one for the inmate (in the sense that he completes the assignment satisfactorily).

The value of having a "successful" experience cannot be overestimated. By the same token, an experience that ends in "failure" when success is predicted and expected is undoubtedly immediately destructive to the individual.

COMMUNITY-ORIENTED PHILOSOPHY

The "community-oriented" philosophy looks on Work Release in a very broad sense -- it sees the work assignment itself as simply one ingredient in a vast potpourri of resources available to the inmate. The great potential for enriching inmate programming is readily seen by the Work Release

Administrator who espouses a community-oriented philosophy; he sees the institution extending itself into the community.

The inmate's role is seen as being like that of any other employee in the community. The inmate is to take part in as many of the "normal" activities available in the community as feasible, and to think of his hours in the community as a kind of "daytime parole". He is, however, cautioned about girls and drinking. Sanctions have tended to be as rigid as under the institution-oriented approach, but some institutions are beginning to be disinclined to enforce the sanctions when it is feasible to ignore the infraction. Some administrators with responsibility for Work Release have confided that they have subtly encouraged "minor" rule-violations when these violations were against institution rules but not contrary to community norms.

Under the community-oriented philosophy, the Work Releasee's relationship to the institution has not yet been well-defined. There are a number of problems involved in placing him in the regular program of the institution during off-work hours; some administrators see this as desirable, but others feel that the Work Releasee should be housed separately from the rest of the population, in a role very much like that of the PRGC resident.

The strengths of the community-oriented approach to Work Release are that the inmate is free to participate in opportunities available in the community, and assumes more responsibility for himself. In this system there is more of a test of readiness for release. The inmate has a real opportunity to play the role of a productive citizen, as opposed to the role of a productive inmate. Programming inmates for Work Release under the community-oriented philosophy can be far more flexible and individualized.

On the negative side, the community-oriented philosophy maximizes the conflict between institutional and community norms. The Work Releasee is required to rather dramatically change roles as he changes his clothes on his daily entering and leaving of the institution. The pressures placed on the inmate in this system have frequently been greater than the inmate could tolerate. The community-oriented philosophy has too often falsely assumed that staff have the substantial understanding of the Work Releasee to make optimum use of the wide range of community resources at their disposal and at the same time reliably and validly evaluate the capabilities of the inmate to constructively use these resources.

COMMUNITY-ORIENTED AND INSTITUTION-ORIENTED PROGRAMS COMPARED

The Work Release Programs developed by the various institutions in our system fall somewhere along a continuum ranging from institution-oriented to community-oriented, with most institutions tending to espouse a philosophy oriented toward the community. There is little doubt but that the

Bureau's philosophy with respect to Work Release -- insofar as it is crystallized -- also tends toward community-orientation. I, too, subscribe to this philosophy.

It is my opinion that, as now implemented, there are fatal flaws in all the institutional Work Release Programs which espouse a community-oriented philosophy. First, there seems to be a basic flaw in the community-oriented model of Work Release itself. The community-oriented model gives the Work Releasee a good deal of freedom, and forces on him significantly more decision-making than does the institution-oriented model; it is therefore inevitable that, in the community-oriented model, poor decisions or choices among the alternatives available will be made by many Work Releasees.

In a community-oriented system, the decision-making processes should be seen as providing learning-experiences. As our community-leaning institutions have developed their Work Release Programs, though, only the "good" choices are seen as learning-experiences, and the poor choices are seen as rule-violations and are punitively handled. If the community-oriented model itself is to have internal integrity, all decisions -- good or poor -- must be seen as learning-experiences and must be used by the staff to further growth.

Because of this flaw in the model, the implementation has also been faulty. The mechanisms for reviewing with the Work Releasee the choices he has made, in order to insure that the experiences he has on Work Release will, in fact, further his development and his understanding of himself and of the world around him, are -- in every instance -- grossly inadequate or totally non-existent. What a Work Releasee experiences, he must for the most part digest for himself.

In some instances, we have relaxed our enforcement of the rules without modifying the rules themselves, in an attempt to deal with the problem of the poor choices made by Work Releasees. In so doing, we have in no way contributed to the solution of the basic problem of model integrity. Furthermore, it is my opinion that any mechanism, aimed at treating the individual, which supports and reinforces a Machiavellian pragmatism that is akin to the pathology which already controls the delinquent, is not desirable.

The consistency, economy, and concreteness of the institution-oriented philosophy, and its realistic implementation which faces in a practical way the limitations in staff resources that legislate against a more ambitious program, must be admired, even though one may reject the philosophy itself. It is certainly possible that the ultimate effectiveness of a well-conceived and implemented institution-oriented Work Release Program could very well be greater than that of a well-conceived and implemented community-oriented program. Furthermore, there is no doubt that a well-conceived and executed institution-oriented Work Release Program would be significantly more effective than a poorly-conceived and executed community program.

We have an institution or two with well-conceived and executed institution-oriented programs; it is my impression that we have no well-conceived and executed community-oriented program. In order to make a valid comparison between a community-oriented and an institution-oriented Work Release Program, we must adequately define a community-oriented program and properly implement it.

A MODEL COMMUNITY-ORIENTED PROGRAM

The remainder of this paper will attempt to define a model community-oriented program, show how such a program differs from our existing community-oriented programs, and outline a research proposal for putting both approaches to the test.

Because the community-oriented Work Release Program makes use of a wide variety of community resources to meet individual needs, a good diagnostic procedure which ultimately defines the appropriate resources -- work and other -- for the individual, as well as the supports and controls which he will require in order to make constructive use of these resources, must be established. Areas which are likely to prove difficult for the individual to master must be given special attention, and ways of handling problems (bad decisions or choices) which the individual may make should also be considered. Staff resources to perform this function must be provided.

During and following the diagnostic effort, the individual himself must be actively brought into the planning of his Work Release Program. Part of this planning must include -- in concrete terms -- the specific objectives of the program for the individual.

Our current diagnostic effort falls far short of this ideal. It is frequently oriented almost exclusively toward custodial appraisal and the job placement itself. The involvement of the inmate himself is minimal; he is usually told in general of our expectations for him, but he shares very little in the planning phase of the program. Programming for other than the work assignment is usually very general -- more of an ideal than a reality up to now. It is left to the inmate to bring to the attention of the staff other activities he would like to take part in after he has been placed on Work Release.

In our model community-oriented program, sharply focused, professionally oriented staff support -- in terms of counselling, guidance, and direction of sufficient intensity to meet the Work Releasee's needs during the term of his work assignment -- must be provided. For some individuals this may require daily individual interviews with a counsellor, and for others only supportive group sessions on a weekly basis.

Work Release has deep therapeutic implications. The Work Releasee's experiences in the community are an access route to his inner life which will enable the therapist to help him to better understand himself and the world around him. In our current Work Release Program, the inmate is expected to learn from his experiences without much outside help.

Inherent in the model community-oriented program being described here is the notion that, when we give inmates a great deal of freedom for decision-making, they will require a good deal of outside support to successfully face the challenges which they will encounter. We need to give enough support, based on inmate needs and the size of the challenge, to bring about a successful experience -- but not so much as to neutralize the challenge.

A RESEARCH PROPOSAL

These observations on our existing and proposed models of Work Release raise more questions than they answer. I therefore propose the following research project to test the two models described in this paper, and to answer a number of questions about the models themselves.

I recommend that a research/demonstration project be mounted in four institutions. In two -- one youth and one intermediate adult -- Work Release Programs in the institution-oriented mold should be set up; in the other two -- also one youth and one adult -- programs in the community-oriented mold should be established. A suggested set of demonstration institutions would be NTS, Englewood, Milan, and Danbury.

Each of the two institution-oriented institutions would be staffed with two full-time employment placement specialists, a full-time clerk, and a 1/5-time research assistant; each of two community-oriented institutions would be staffed with a full-time community resources specialist, a full-time counsellor, a full-time clerk, and a 1/5-time research assistant.

The intermediate and ultimate goals to be tested in this research could be assessed by studying the following areas:

(1) For the institution-oriented program -- description, by type of institution, of the quality of placements in terms of their relationship to institutional training, prior community work-experience of the individual, his employment plans following release, and his actual release employment.

(2) For the community-oriented program -- description, by type of institution of the quality of placements in the same terms as used for the institution-oriented program, and, in addition, of the quality and kinds of other community resources used.

(3) For both models -- determination of the number and kind of in-program failures.

(4) For both models -- determination of the ultimate post-release success and failure rates, on the basis of a two-year follow-up.

This design would provide us with valuable information concerning many of the questions relative to the program-effectiveness of the two approaches to Work Release, and would also give us valuable clues as to the possible differential effects of these two approaches for two different age-groups.

In addition, this study would demonstrate whether clinicians can actually make diagnoses and provide treatment as delicately balanced as would be required to fully implement a community-oriented Work Release Program such as the one described in this paper.

December 8, 1966

END