

NCJRS
SEP 5 1979
ACQUISITIONS



OFFICE OF THE MAYOR
Criminal Justice Evaluation Unit

61377

~~X~~ EVALUATION OF JACKSONVILLE'S WORK FURLOUGH
AND VICTIM RESTITUTION PROGRAM

This research project was supported by a grant, 78-A5-11-IA01, from the Law Enforcement Assistance Administration, Department of Justice. Points of view expressed in this document are attributed solely to staff of the Criminal Justice Evaluation Unit, not to the United States Department of Justice.

Office of the Mayor
Criminal Justice Evaluation Unit
1245 East Adams Street
Jacksonville, Florida
November 1978

ACKNOWLEDGEMENTS

The Criminal Justice Evaluation Unit is deeply appreciative of the fine cooperation extended by the Deputy Director of Jails and Corrections in the Sheriff's Office, and by staff and the Facility Superintendent of Fairfield Correctional Institution who provided input into the research design for this study, answered innumerable questions about the project, furnished data as requested, and exhibited enthusiasm in obtaining additional information about the project.

The two-year recidivism survey of a large sample of 1975-76 participants could not have been completed without the assistance of the major components of the local criminal justice system: the Chief of the Police Services Division, the Supervisor and staff of the Records and Identification Section of the Sheriff's Office, the Administrator and staff of the Criminal Justice Information System, the Deputy Clerks of the Circuit and County Courts and their staff. Finally, the Assistant State Attorney and Director for County Court reviewed the list of recidivistic offenses to eliminate non-criminal offenses.

T A B L E O F C O N T E N T S

	<u>Page</u>
I. ACKNOWLEDGMENTS-----	i
II. EXECUTIVE SUMMARY-----	v
III. INTRODUCTION-----	1
IV. DESCRIPTION OF WORK FURLOUGH PROJECT-----	2
V. RESEARCH DESIGN-----	7
VI. FINDINGS	
Objective 1-----	12
Objective 2-----	16
Objective 3-----	21
Objective 4-----	23
Objective 5-----	24
Objective 6-----	29
Objective 7-----	34
Objective 8-----	46
Objective 9-----	50
VII. APPENDICES-----	52

T A B L E O F T A B L E S

TABLE 1	Cumulative Statistics on Disposition of Applications to Work Furlough Program FY 1974-1978-----	14
TABLE 2	Categories of Work Furlough Participation for Fiscal Years 1975-1978-----	15
TABLE 3	Composite of Demographic Data-----	19
TABLE 4	Comparison of Commitment Offenses of the 1975-1976 Samples With Baseline Data-----	20
TABLE 5	Days in the Program (From Arrival to Release)-----	22
TABLE 6	Types of Termination From Program-----	23
TABLE 7	Estimated Average Daily and Reported Expenditures for Fairfield Correctional Institution-----	26
TABLE 8	Average Daily Population-----	26
TABLE 9	Fairfield Correctional Institution Reported Expenditures (Fiscal Years 1975-1978)-----	26
TABLE 10	Allocation of Participants Earnings for Fiscal Years 1971-1978--	27
TABLE 11	Hourly Wages of Participants in Work Furlough Program-----	29
TABLE 12	Wage Gain/Loss Comparisons: Work Furlough Program vs Pre-Incarceration-----	31
TABLE 13	Employment Status Following Release From Program for 1975-1976 Male Sample-----	32
TABLE 14	Employment Status Following Release From Program for 1975-1976 Female Sample-----	33
TABLE 15	Fairfield Correctional Institution Status and Recidivism-----	36
TABLE 16	Substance Abuse and Recidivism-----	37
TABLE 17	Termination By Removal and Recidivism-----	38
TABLE 18	Length of Fairfield Correctional Institution Term (Days)-----	39
TABLE 19	Frequency of Post-Release Reconvictions-----	41
TABLE 20	Incarceration Periods of 65 Males and 9 Female Recidivists During Two Year Post-Release Period-----	42
TABLE 21	Post-Release Offenses and Frequency of Occurrence-----	44

TABLE 22	Reconviction Status 24 Months Following Release-----	45
TABLE 23	Days In The Program-----	46
TABLE 24	Frequency of Alcohol Treatment Sessions-----	47
TABLE 25	Subsample's Treatment and Educational Activities-----	48
TABLE 26	Project Reported Data on Treatment and Educational Activities-----	49
TABLE 27	Distribution by Sex, Age, and Race-----	53
TABLE 28	Education: Distribution by Race-----	54
TABLE 29	Skill Level-----	55
TABLE 30	Marital Status-----	56
TABLE 31	Dependents-----	57
TABLE 32	Commitment Offenses of 1975-1976 FCI Samples-----	58
TABLE 33	Previous Arrests-----	59
TABLE 34	FCI Placement Status and Post-FCI Recidivism-----	60
TABLE 35	Major Offense Occasioning FCI Placement and Post- FCI Recidivism-----	61
TABLE 36	Type of Termination and Post-FCI Recidivism-----	62
TABLE 37	Length of FCI Term and Post-FCI Recidivism-----	63

EXECUTIVE SUMMARY

Although the Work Furlough Project in Jacksonville has received on-going support from LEAA's Part C Action Funds since October 1972, it is anticipated that federal funding will terminate in mid-1980. For this reason, a quasi-experimental evaluation was conducted to provide indepth information about the project for local decisionmakers, at the request of the Metropolitan Criminal Justice Advisory Council. The study utilized data on a randomly-selected sample of 250 males, drawn from the population of 338 male work furlonghees participating in the program from October 1, 1975 through September 30, 1976. The study also utilized data on the population of 34 females in this same fiscal-year. Findings included data on cost-effectiveness, demographic characteristics, commitment offenses, time in the program, types of release, participant earnings, post-release employment and reconviction for criminal acts. When possible, data was compared with that presented in earlier evaluative studies of the project. This study was not designed to prove a causal relationship between participants' work release experience and post-release employment or reconviction for criminal acts.

Findings

The program has served over 3000 inmates since its inception in 1971 during which time no rapes, assaults, armed robberies or other serious offenses have been attributed to work furlough participants while in the program, according to the Sheriff's Office. During this period work furlonghees were reported to have earned over two million dollars of which \$364,642.57 was returned to the program in board charges.

Staff members from the Sheriff's Office, which operates all local correctional institutions, have calculated from operating expenditures that

average daily per capita costs have been considerably lower at Fairfield Correctional Institution than at Jacksonville Correctional Institution: \$8.66 and \$18.15; respectively, in Fiscal Year 1975 and \$13.45 and \$21.05, respectively, in Fiscal Year 1978. It should be noted that these figures were based solely on operating expenditures. If project-generated income in the form of board payments were deducted from Fairfield Correctional Institution's operating expenditures in Fiscal Year 1975, the 1975 cost ratio for housing inmates at Jacksonville Correctional Institution to that of Fairfield Correctional Institution would have been 2.4 : 1. In Fiscal Year 1978 it would have been 2.09 : 1. Project records for the period October, 1977 - August, 1978 indicated that a total of \$5,303.47 had been paid in restitution.

The number of applications to the program in Fiscal Year 1978 had increased 116 percent over Fiscal Year 1975. The majority of the applicants who have been admitted into the program had been convicted of misdemeanors, principally alcohol-related offenses and driving with revoked or suspended license. Females spent a mean of 45.7 days on the program compared to 41.6 days for males. Approximately 80 percent of males in the 1975-76 sample who were contacted six months after release from the work furlough program were reported to have been employed compared to 64 percent of females.

During the two-year tracking period from date of release from Fairfield Correctional Institution, it was found that 61 percent of the 1975-76 male and female sample of 283 persons had not been reconvicted of criminal acts. A total of 202 reconvictions (83 percent misdemeanors, 17 percent felonies) were attributed to 110 males and females, or 39 percent of the 1975-76 sample. The per capita reconviction rate for male recidivists was 1.6, compared to 3.8 for female recidivists. The following two offenses accounted for more than half of the reconviction: driving with license suspended/revoked/restricted and alcohol-related offenses, the same offenses for which nearly half of the 1975-76 male and female sample

had originally been committed to the work furlough program.

The program has implemented most of the provisions included in Florida Standards and Goals for Jail Release Programs and recommendations made by external evaluators. Persons who had formerly been excluded by the Review Board due to commitment offense, or prior history are now being admitted to the program, provided they are not deemed a risk to the community. According to Walter Busher, a national expert on work furlough programs, staff members of Fairfield Correctional Institution are competent to handle higher risk participants; however the majority of inmates in Fairfield Correctional Institution and the other local correctional institutions are misdemeanants.

Recommendations

Only two recommendations are made as a result of this study. The Work Furlough Project has been assessed as a project of high quality which has proven its cost-effectiveness and value to the community at large as well as work furlonghees and their families. It has served as a model project for those in other jurisdictions who have visited the project or requested information about it from staff. For these reasons, it is recommended that the project be institutionalized. In time, due consideration should be given to expansion of the program.

Secondly, the project staff should adopt the following definition of recidivism, promulgated by the National Advisory Council on Criminal Justice Standards and Goals: Recidivism should be considered as (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status.

INTRODUCTION

Recent correctional literature has raised questions about correctional rehabilitation. For this reason, much attention has been focused on other alternative approaches to incarceration. The practice of releasing incarcerated offenders into the community for purposes of gainful employment began in the early part of this century; it satisfied society's need to punish and to provide a structured environment that bridged the gap between prison and free society; inmates generated funds to offset some of the costs of incarceration, while providing support for their families, federal taxes, and savings for post release use.

Work release was widely accepted after the passage of the Federal Prisoners' Rehabilitation Act in 1965 which authorized work release from federal institutions. Between 1965 and 1972 the legislatures of more than three fourths of the states, including Florida, followed suit and authorized work release programs in state and local correctional institutions. The rapid acceptance of work release was based on its cost effectiveness and presumed rehabilitative effects.

The National Advisory Council on Criminal Justice Standards and Goals stressed the value of the work release, week-end sentences and pre-release programs which serve as "community adjuncts to correctional institutions." These options maximize inmates' reintegration potential and diminish dependence fostered by incarceration by allowing inmates to assume some measure of personal social responsibility, according to the National Advisory Council.

Florida's Criminal Justice Standards and Goals stressed the need for various forms of jail release programs for all of the state's jurisdictions. Standard CR5.09: Jail Release Programs is included in the Appendix.

DESCRIPTION OF JACKSONVILLE'S WORK FURLOUGH AND VICTIM RESTITUTION PROJECT

The publicly-supported Work Furlough Project in Jacksonville was designed for the protection of the public's safety, institutional security, and the rehabilitative needs of program participants. The following five goals have been identified for the program:

- 1) Incarcerating the offender in a humane manner;
- 2) Deterring further crime by the offender during and after incarceration;
- 3) Providing opportunity for resocialization and rehabilitation of offenders;
- 4) Helping victims of crime; and
- 5) Reducing the cost of incarceration of persons and the cost for public support of their dependents.

The program has served over 3000 inmates since its inception in 1971, during which time no rapes, assaults, armed robberies or other serious offenses have been attributed to work furlough participants while in the program, according to the Sheriff's Office. Participants on work release status have contributed toward room and board charges, have provided funds for restitution, support for their families, tax contributions and savings. The Law Enforcement Assistance Administration has provided ongoing support of the project since 1972; the Department of Labor also supplied short-term funding for the project.

The Work Furlough Project in Jacksonville was initiated in 1971 at which time participants, referred directly by the court, were housed in a sixteen-man cell at the Duval County Jail. The following year Fairfield School, closed because of a desegregation suit, was leased to the City for use by the Work Furlough Project. The project is frequently referred to as Fairfield Correctional Institution, or F.C.I., and its participants are work furloughees.

In March 1973, the City Council revised the Municipal Ordinance authorizing the Sheriff's Office to select applicants for the work furlough program. A review board was appointed to screen program applicants. County and Circuit judges may refer offenders to the program or may disbar an applicant from entering

the program but cannot require the Work Furlough Program to accept a particular applicant against the wishes of the review board.

In 1974 space on the first floor was converted into an eight-bed female dormitory; dormitories for male work furlough participants and trustees who perform housekeeping services for the program are located on the second floor of the facility. The number of trustees housed in the facility has decreased from a monthly mean of 70 in 1975 to a mean of 22 in the 1977-78 fiscal year.

Participation in the Work Furlough Program enables many individuals to retain jobs during incarceration, others to locate jobs to ease the transition from incarceration to release, and some others to gain by vocational/educational experiences. Employed participants are charged room and board fees to defray the cost of incarceration; they also contribute to the support of dependents and families. As a result, community resources are conserved, family ties may be strengthened, and participants may retain a measure of self-esteem during incarceration.

Staffing for the facility have included the facility superintendent the correctional program supervisor, two correctional services counselors, two account clerks, a clerk typist, a part-time community services counselor, a part-time field investigator, and seventeen full-time correctional officers. The correctional officers supervise trustees in ground/building maintenance, food service, and laundry. Correctional officers are also responsible for crisis intervention when counselors are not on duty, building security, resident sign-in and sign-out procedures, supervision of visiting hours, weekly on-site job investigations, and maintenance of institutional records. The project's services include vocational counseling and assessment, psychometrics, vocational plan development, referral to community resources, job development, individual counseling, and periodic re-evaluation by the Classification Review Team.

From time to time the Project has utilized student interns from area colleges and universities. Volunteers from the community tutor residents, provide weekly in-house worship services and Bible studies, and transport work furlough participants to local churches for Sunday services. One professional counselor with background in vocational rehabilitation and job development devotes one evening a week to counseling residents of the facility.

Prospective applicants may be referred to the program by the Classification Officer at Jacksonville Correctional Institution, judges, lawyers, employers, correctional staff, or others in the community who are knowledgeable about the project. The majority of applicants submit applications to the Work Furlough Program after they have begun to serve their sentences in one of the local correctional institutions; however, some apply before their sentences have been imposed and are admitted directly into the program after sentencing. Work furlough staff review all applications for completeness prior to consideration by the Review Board. They interview each applicant prior to the Review Board meeting and make presentation to the Review Board. Selection is based on the following criteria: prior criminal history, institutional adjustment, job status, economic/family need, health and other factors. The board may accept, reject, or temporarily reject applicants.

After determining the eligibility of an individual for work release status, the project staff contact employers to advise them of the employee's circumstances and the Work Furlough Program's requirements. A copy of the rules governing participants' extramural activities is enclosed along with an employment verification form for the employer to complete; this form provides information required by project counselors to assess the participant's work experience. The employer is then formally notified in writing of the participant's work schedule, transportation arrangements, and proposed weekly on-site visits by F.C.I. staff.

Residents in work furlough status meet with a counselor after acceptance into

the program to establish a financial plan for disbursement of earnings to include room and board charges, incidental expenses of the participant, family support, restitution, other financial obligations, and savings. After this plan has been completed, one of the account clerks handles resident earnings and disburses payments in accordance with the financial plan. In April 1977 the charge was altered from \$4.00 per working day to 22.2 percent of earnings of work releasees; and charges for student or vocational educational releases were waived. In February 1978 room and board charges of work releasees were raised to 25 percent of gross earnings. However, some exceptions are made, depending on participant's circumstances.

Work Furlough participants must develop individualized transportation plans to and from their place of employment. Participants with vehicles, valid drivers' licenses, registrations, insurance, and inspection stickers may drive themselves. Others may enlist the aid of a spouse or friend, may utilize public transportation, or walk. The project has several vehicles purchased with federal funds which are used constantly for on-site visits, transportation of residents to necessary appointments, and other official business.

The facility also accepts participants in the educational/vocational development stage. These participants generally are unemployed, have a poor work history and few marketable skills. They may have alcohol, drug-related, or other adjustment problems. The participants' progress in vocational development is monitored by three Fairfield Correctional Institution staff-members.

All new participants are given an extensive orientation to the program dealing with the underlying concepts, policies, procedures, rules and regulations. This session lasts several hours and is basically conducted in lecture style with ample opportunity for questioning by participants. All rules

and regulations are read during this session and participants are given individual copies for personal use.

Generally, by the end of the first few days in residence, each participant has completed a goal preference check-list with thirty-three possible activities. Some of the activities may be completed while in the program; others may be initiated while in the program and continued in the community upon release. Work Furlough counselors work with residents to identify problem areas in day-to-day living. This information is necessary for developing individualized treatment plans with realistic goals which utilize both in-house and community resources. In-house alcohol and drug-treatment courses have been provided generally in addition to educational programs such as Adult Basic Education/General Education courses and the Psychology of Everyday Living.

Emergency and special furloughs are granted to all eligible work furlough clients when special occasions arise (family crisis, funerals, and other occurrences); in addition, merit furloughs which progress from 24 to 84 hours in duration have been granted to qualified work furlough participants who have been in the program at least 45 days and have at least a 90 day sentence.

Correctional service counselors provide follow-up services to clients at intervals of 30, 60, and 180 days following release or removal from the program to ascertain employment status from the participant, family member, or employer. In addition, reconviction data is obtained from the Records and Identification Section of the Sheriff's Office 180 days after release/removal from the program.

RESEARCH DESIGN

I. Purpose of Evaluation

This evaluation was initiated in response to a request by the Metropolitan Criminal Justice Advisory Council for a study to provide indepth information on the Work Furlough Project and its effectiveness.

The Work Furlough Project in Jacksonville has received ongoing support from LEAA's Part C Action Funds since October, 1972. Since this type of funding is earmarked for new or "seed" projects, LEAA funding for the program will probably terminate in mid-1980.

The following objectives and evaluative measures were discussed with the facility superintendent and with the Supervisor of Special Projects with the Bureau of Criminal Justice Planning and Assistance in Tallahassee before the study was initiated. At this time, the facility superintendent indicated that the evaluation would be most helpful if it included the type of program information which is required for submission to LEAA's Exemplary Project Program: goal achievement, measurability, and cost-effectiveness for a minimum of one year.

II. Evaluation Objectives, Methodology for Evaluation Measurement and Data Analysis

Objective 1: To compare the reported number of applicants who were accepted, temporarily rejected, or rejected by the screening committee in 1973 and successive years.

Evaluation Measurement: These statistics are routinely reported in the project's quarterly and final reports.

Objective 2: To determine if the project is continuing to serve the same type of population of residents as was reported in earlier evaluative studies conducted during the project's formative years.

Evaluation Measurement: A randomly-selected sample of 250 males was drawn from a population of 338 male Work Furlough participants who had been incarcerated at Fairfield Correctional Institution during the period October 1, 1975 to September 30, 1976. Demographic and other pertinent

data on this sample was compared with findings in an earlier study conducted by evaluators from the Office of Criminal Justice Planning. Similar data was collected on the program's entire female population to furnish baseline data on female participants for project staff and provide comparative data for the male and female samples. Data was collected on program participants during Fiscal Year 1976 to allow two years of exposure following release or removal for a recidivism study.

Data Analysis Requirements:

Descriptive statistics were applied to data on demographic characteristics, commitment offenses and other pertinent information on the 284 individuals in the 1975-76 male and female samples.

Objective 3:

To gather statistics on the length of time residents spent at the work release center during Fiscal Year 1976.

Evaluation Measurement:

Project records include the dates of admission and release from the program.

Data Analysis Requirements:

Descriptive statistical techniques were applied to this data for comparative purposes.

Objective 4:

To obtain information on the number and percent of residents who absconded and the number and reasons for administrative removals and revocations from the work release program during Fiscal Year 1976.

Evaluation Measurement:

The project routinely collects data on residents who absconded or were removed from the program.

Objective 5:

To assess the cost-effectiveness of the program.

Evaluation Measurement:

The project has maintained records on monthly and annual expenditures, average daily population, average cost per day for work furloughees and trustees, residents' board charges, and disbursement of earnings of work furloughees. Jacksonville Correctional Institution has provided information on the average cost per day for Fiscal Years 1975 and 1978.

Data Analysis Requirements:

Using cost comparison techniques it was possible to calculate estimated savings for housing residents at Fairfield Correctional Institution rather than at Jacksonville Correctional Institution and to provide information on residents' earnings for Fiscal Years 1975 and 1978.

Objective 6:

To compile follow-up information on the employment of male and female work furlough residents for Fiscal Year 1976 one hundred and eighty days following release from the program.

Evaluation Measurement:

The project has collected data on the employment of residents who have been released from the program at thirty, sixty, and one hundred and eighty day intervals. Data will be gathered on wages per hour before and after participation in the Work Furlough project. Data will be compared for male and female residents.

Objective 7:

To compare the recommitment rates of work furlough participants who were in the program during Fiscal Year 1976 with data presented in an earlier study of the program including the incidence of recommitment found for the following subgroups: males vs females; pre-release status vs non pre-release status; those sentenced for substance abuse vs those sentenced for other offenses; those released from the program vs those who were removed; those in the program for less than thirty days vs those in the program for more than thirty days; and the types of criminal offenses committed after release/removal compared to commitment offenses in 1975-76 for the two samples. The Chi-Square Test was utilized on the recidivism data to determine the degree to which statements about the 1975-76 sample were generalizable to the entire 1975-76 population. These statistical results do not reflect cause and effect relationships between program participation and recidivism.

Evaluation Measurement:

Recidivism for the purposes of this study is defined as criminal acts resulting in conviction by a court; when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous two years.

The Florida Statutes defines criminal acts as felonies or misdemeanors. For this reason, judgments of guilt for municipal ordinances, civil infractions and civil violations were disregarded, including the decriminalized traffic violations. It should be noted that none of the individuals in the sample had been released on parole for the original commitment offense which had brought them to Fairfield Correctional Institution. According to a knowledgeable administrator with the Department of Corrections, probation violators are arrested by the Sheriff's Office and a case is filed. The table on page 45 provides a listing of criminal acts for which members of the 1975-76 sample had been re-convicted during the two year follow-up period.

to provide recidivism data for two years post-release/removal exposure, it was necessary to eliminate one male whose exposure time was 23 months and 10 days from the sample for this portion of the study. This male did not have any reconvictions during the post-release period.

The Records and Identification Section of the Sheriff's Office provided data on rearrests for the past three years for the individuals in the sample. The Criminal Justice Information System provided computer print-outs with case numbers for those arrests which were filed on. Dates of arrest were checked in the Clerk's Office to eliminate any cases in which the dates of arrest preceded release from Fairfield Correctional Institution. The records in the Clerk's Office were utilized by the Evaluation Team to obtain dispositions in those cases involving criminal offenses, i.e., misdemeanors and felonies; those resulting in a judgment of guilt for municipal ordinances, civil infractions, and civil violations were disallowed.

To assure uniformity in exposure time for individuals in the 1975-76 male and female samples, court dispositions attained after the cut-off date of September 22, 1978, were not considered. A conviction for one misdemeanor was eliminated from the sample due to inadequate information in the case file in the Clerk's Office. This particular male did not have any other reconvictions other than that for Violation of Florida's Financial Responsibility Law, which resulted in a deferred sentence.

Data Analysis Requirements:

Descriptive and Chi-Square statistical techniques were applied to data on recidivism.

Objective 8:

To gather information on the number of times a sample of residents whose commitment offenses were alcohol-related who were in the program during Fiscal Year 1975 were reported to have availed themselves to educational or special therapy sessions while in residency.

Evaluation Measurement:

Quantitative data will be gathered on a sample of fifty randomly selected residents whose commitment offenses were alcohol-related from the total of 1975-76 population of program participants who remained in the program until date of release.

Objective 9:

To determine if the project implemented any of the specific recommendations made in earlier evaluative studies and if other changes have been made since 1974.

Evaluation Measurement:

The project director and other knowledgeable people will be interviewed. Findings resulting from site visits will also be useful.

III: Limitation of Study

This quasi-experimental research design was designed to answer basic questions about the program for local decisionmakers and project staff; it was not structured to prove a causal relationship between participants' work release experience and post-release recidivism or work release employment. It did not seek to provide empirical evidence on the value of work release as a rehabilitative tool.

The 1974 findings in an experimentally-designed study by Professors Waldo and Chiricos of Florida State University, utilizing experimental and control groups in Florida and South Carolina, revealed that work release was not positively correlated to lower rates of recidivism or to more favorable employment experiences during the post-release period. However, the study emphasized that work release was considered to be economically feasible, more humane, and was preferred to incarceration by most of the subjects in the experimental groups.

IV. Implementation Strategy and Dissemination of Report

The evaluation findings and any subsequent recommendations will be reviewed with the project director to obtain input concerning their accuracy and appropriateness. Full copies of the report will be distributed to the Sheriff's Office, the project director, and the Bureau of Criminal Justice Planning and Assistance. Copies of the executive summary will be disseminated to the members of the Metropolitan Criminal Justice Advisory Council and the Office of Intergovernmental Affairs for the City of Jacksonville. Full copies of the report will be made available upon request.

OBJECTIVE 1 - To compare the reported number of applicants who were accepted, temporarily rejected, or rejected by the screening committee in 1973 and in successive years.

The number of applications submitted to the Work Furlough Program by sentenced offenders has increased dramatically in the past four years. During fiscal year 1975 there were 1,133 applications which required screening; the number rose to more than 1,600 in Fiscal Years 1976 and 1977; however there were 2,451 applications submitted in Fiscal Year 1978, an increase of 116 percent over the Fiscal Year 1975 level.

Not all applications are considered by the Review Board because some are prescreened. In the past four fiscal years the Review Board has reviewed between 48.5 to 64 percent of all applications submitted. It has accepted between 33.2 and 61.5 percent of the cases it has reviewed. The numbers of cases accepted and rejected have escalated in the past five fiscal years; 340 cases had been accepted and 147 cases had been rejected in Fiscal Year 1974; in Fiscal Year 1978 the number of cases accepted had risen to 697 and those rejected to 475. The number temporarily rejected has remained relatively stable; it ranged from 87 in Fiscal Year 1975 to 125 in Fiscal Year 1978. This data is summarized in Table 1 on page 14. Between 72 and 87 percent of the participants in the program have been classified as work furlougees. Their number has risen from 356 in Fiscal Year 1975 to nearly 600 in the past three fiscal years. The proportion of applicants accepted for student release has remained at 2 or 3 percent of the total number of participants; there 15 student releases in fiscal years 1975 and 1978 and 21 student releases in each of the intervening fiscal years. There were 122 pre-releasees in Fiscal Year 1975, or approximately one-fourth of all work furlough participants; the proportion of pre-releasees in the program declined to 13 percent in fiscal year 1976. Project staff have not included the pre-release categories in subsequent monthly reports. This information is included in Table 2 on page 15.

The number of applications submitted to the Work Furlough Program in Fiscal Year 1978 was more than double the number submitted in Fiscal Year 1975. Accordingly, the number of applicants who were accepted and rejected have also increased dramatically; however, the number which were temporarily rejected has remained more stable.

The majority of applicants were placed in work release status: 2,109, or 82 percent of a total 2,570 participants in the program in the past four fiscal years have been on work release status; 72, or 3 percent have been on student release; and 389, or 15 percent have been on pre-release or vocational development status.

TABLE 1

CUMULATIVE STATISTICS ON DISPOSITION OF APPLICATIONS
TO WORK FURLOUGH PROGRAM FY 1974 - 1978 *

<u>Year</u>	<u>Number Of Applications Received & Screened</u>	<u>Number Cases Reviewed By Board</u>	<u>Percent Reviewed</u>	<u>Accepted</u>		<u>Temporarily Rejected</u>		<u>Rejected</u>	
				<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
10/1/73 - 9/30/74	N/A *	615	N/A	340	55.3	128	20.8	147	23.9
10/1/74 - 9/30/75	1,133	603	53.2	371	61.5	87	14.4	145	24.0
10/1/75 - 9/30/76*	1,638	1,048	64.0	499	47.6	139	13.3	385	36.7
10/1/76 - 9/30/77*	1,632	893	54.7	542	33.2	172	19.3	261	48.2
10/1/77 - 9/30/78*	2,451	1,188	48.5	697	58.7	125	10.5	475	40.0

*The above statistics include cases which were reviewed more than once, notably those which had been initially temporarily rejected but were later reviewed and recorded as a separate disposition. Accepted cases may also include applications cancelled due to reduction in sentence, other administrative factors, or request of participants. For these reasons the total number of dispositions by the Review Board may not equal the total number of cases reviewed.

TABLE 2

CATEGORIES OF WORK FURLOUGH PARTICIPATION
FOR FISCAL YEARS 1975 - 1978

	<u>FY 75</u>		<u>FY 76</u>		<u>FY 77</u>		<u>FY 78</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Applicants Accepted For Work Release (Employment)	356	72.2	597	84.0	574	87.1	582	82.2
Applicants Accepted For Student Release or Attending School	15	3.0	21	3.0	21	3.2	15	2.1
Applicants Accepted For Pre-Release	122	24.8	92	13.0	N/A	N/A	N/A	N/A
5 Applicants Accepted For Vocational Development	N/A	N/A	N/A	N/A	64	9.7	111	15.7
Total:	493	100.0	710	100.0	659	100.0	708	100.0

During 1976 the program discontinued reporting on pre-releasees accepted into the program and reported the number accepted in vocational development. It should be noted that the work furlough, student release, pre-release and vocational development categories are not mutually exclusive. Pre-releasees may have been employed and/or attended school; others on student release may also have worked on a part-time basis. This accounts for what may appear to be inflated figures.

Objective 2: To determine if the project is continuing to serve the same type of population of residents as was reported in an earlier evaluative study during the project's more formative years.

Baseline data on two earlier cohorts of work furlough participants was reported in the 1974 evaluative study conducted by the Office of Criminal Justice Planning. An analysis of the demographic, prior arrest, and commitment offense data on the three cohorts revealed the program has continued to serve the same types of male participants. Statistics on the three cohorts of 250 males drawn from 1971-72, 1972-73, and 1975-76 revealed that the proportions of black and white participants varied less than three percentage points during the three periods noted. White participants comprised 64.4 percent, 66 percent, and 67.2 percent of the cohorts in 1971-72, 1972-73 and 1975-76, respectively. The average age for males has dropped from 35 during the earliest period to 32.9 in Fiscal Year 1976. Educationally, the second and third cohorts were quite similar: over 60 percent of Cohort 2 had not completed high school compared to 56.8 percent in Cohort 3 (1975-76). During the more recent period the average number of years of education for males was 10.4 years: 9.3 years for black males and 10.9 for white males. However, the percentage of males who had attained the post secondary educational level doubled from 6.4 percent to 13.2 percent from 1972-73 to 1975-76. Table 3 on page 19 provides comparative data on cohorts.

Seventy percent of males in the 1975-76 cohort reported they had dependents: the average number was 1.9. Similarly, two thirds of the males in the two earlier cohorts had dependents; however, the number of dependents has been steadily declining from 4.5 in 1971-72 to 2.86 in 1972-73 to 1.9 in 1975-76. It is interesting to note that the proportion of married male work furlough participants has also declined from 65.6 percent in 1971-72 to 54 percent in 1975-76 respectively; these figures include legal and common law marriages.

The proportion of married work furlough participants has declined from 65.6 percent in the first cohort to 55 percent in the second cohort and 54

percent in the Fiscal Year 1976 cohort (including common law marriages).

The skill levels of males in the three cohorts were similar however the classification system used by project staff has changed: the proportion of professional and skilled participants to the total number of participants on the three male cohorts was 39.7 percent; 31.6 percent; and 41.6 percent respectively for 1971-72, 1972-73 and 1975-76 male samples.

The first two cohorts of participants included 17.2 percent and 11.6 percent first offenders, respectively, compared to 6 percent in the 1975 cohort. When admitted into the work furlough program, the average number of arrests for non-first offenders in the 1975-76 male cohort was 6.64. The data reported on the earlier cohorts revealed the average number of prior arrests for non-first offenders was 12.5 in 1971-72 and 8.79 in 1972-73.

Comparison of 1975-76 Male and Female Samples

Since female participants were not accepted during the project's early years, there is no baseline data on females. However, the thirty-four 1975-76 female participants differed considerably from their male counterparts that year. Black females outnumbered white females nearly two to one, the reverse of the male cohort in which white males outnumbered black males by a comparable ratio. There were twenty-two black females and twelve white females. Females tended to be slightly younger than male participants: 29.1 years on the average to 32.9 years for males; the median was 25 years for female participants to 36 years for males. The mean educational level attained by female participants upon entering the program was slightly higher than that of the males: 11.12 to 10.4 years, respectively. Male and female participants who attained post-secondary levels comprised 13.2 percent and 14.7 percent of the totals for males and females, respectively. Fewer women, proportionally, had dependents than male counterparts: 41.2 percent of women reported no dependents compared to 29.2 percent of the men. Four or one-third of the twelve white female participants had

dependents compared to 16 or nearly 73 percent of black female participants in 1975-76. Data on the sample's mean hourly wage is presented on page 29.

A smaller proportion of the women were married: 23.5 percent to 54 percent for men in the 1975-76 sample. A larger proportion of the women were classified as semi-skilled or unskilled than the men: 79.4 to 50.8 percent respectively. Nearly 15 percent of the female population and 10 percent of the male sample were reported to be first offenders with no arrests prior to commitment to Fairfield Correctional Institution. The majority of men and women had one through four prior arrests: 46.8 percent of men and 50.0 percent of females. Ten males and one female had twenty or more previous arrests. The most frequent numbers of prior arrests were 2 (41 sample members) and 3 (37 sample members).

Tables 27 through 33 in the Appendix on pages 53-59 present detailed information on the 1975-76 sample of males and females in the Work Furlough Program.

Nearly half of the total commitment offenses attributed to males in the 1971-72, 1972-73, and 1975-76 cohorts involved alcohol-related offenses such as driving while intoxicated, driving under the influence, and public/disorderly intoxicification. No other offense was as well represented in all three cohorts. Those committed for driving without a valid drivers license included 29 males in the 1971-72 cohort and 69 males in the 1975-76 cohort. The 1972-73 cohort revealed a somewhat higher proportion of participants sentenced for assault, violation of probation, and breaking and entering than did the other two cohorts. The 1975-76 cohort included some commitment offenses which had not been included in the earlier cohorts. See Table 4 on page 20.

Nine of the 34 females had been committed for alcohol-related offenses, driving with license suspended/revoked and reckless driving; six for forgery; and five each for worthless checks and welfare fraud. See Table 32 on page 58.

COMPOSITE OF DEMOGRAPHIC DATA *

	1971-72 Male Cohort N=250	1972-73 Male Cohort N=250	1975-76 Male Cohort N=250	1975-76 Female Participants N=34
<u>AGE</u>				
Mean Age	35	32.4	32.9	29.1
Median Age	N/A	29		
Age Range	17-62	17-67	18-68	20-54
<u>RACE</u>				
% White Participants	64.4%	66.0%	67.2%	35.3%
% Black Participants	35.6%	34.0%	32.8%	64.7%
<u>EDUCATION LEVEL</u>				
8th Grade Uncompleted	N/A	21.6%	11.6%	5.9%
High School Uncompleted	N/A	39.2%	45.2%	44.1%
High School/GED Completed	N/A	32.8%	30.0%	35.3%
Post Secondary Work	N/A	6.4%	13.2%	14.7%
<u>MARITAL STATUS</u>				
Single	24.0%	28.0%	22.4%	35.3%
Married/Common Law	65.6%	55.0%	54.0%	23.5%
Divorced	22.0%	16.0%	17.2%	14.7%
Other *	-	-	6.4%	26.5%
<u>DEPENDENTS</u>				
% With Dependents	66.0%	66.4%	70.8%	59.0%
Average # Of Dependents	4.5	2.9	1.9	1.4
<u>EMPLOYMENT ASSESSMENT</u>				
Skilled	35.3%	30.8%	39.2%	11.8%
Laborer	59.2%	64.4%	-	-
Student	1.2%	4.0%	-	-
Professional	4.4%	.8%	2.4%	8.8%
Semi-Skilled	-	-	36.4%	41.2%
Unskilled	-	-	14.4%	38.2%
N/A	-	-	7.6%	-
<u>STATUS</u>				
% Of First Offenders	17.2%	11.6%	6.0%	17.6%
Average Number Of Rearrests For Non-First Offenders	12.5	8.8	6.28%	4.82%

*The 1971-72 and 1972-73 male cohorts comprised the total population of the first two groups of 250 participants served by the Work Furlough Program. The 1975-76 male cohort was a randomly-selected, representative sample, and the 1975-76 female cohort comprised the entire female population of that fiscal year (see Research Design, page 7).

COMPARISON OF COMMITMENT OFFENSES OF THE
1975-76 SAMPLES WITH BASELINE DATA

	1971-72 Male Cohort N=250	1972-73 Male Cohort N=250	1975-76 Male Cohort N=250	1975-76 Female Populatio N=34
Alcohol-Related Offenses	47.6%	43.6%	42.0%	17.3%
Leaving Scene Of Accident	1.2%	-	2.0%	-
Driving With License Suspended/Revoked	11.6%	-	19.6%	17.3%
Reckless Driving				
Assault/Battery	7.6%	7.3%	1.1%	1.9%
Violation of Probation	2.8%	7.3%	2.8%	-
Breaking & Entering	4.4%	7.3%	4.8%	-
Forgery	4.4%	4.5%	0.6%	11.5%
Drug-Related Offenses	2.8%	4.9%	3.7%	1.9%
Carrying Concealed Weapon	2.8%	3.7%	0.6%	-
Resisting Arrest	2.4%	4.5%	-	-
Grand Larceny	1.6%	4.5%	2.6%	-
Petit Larceny	1.2%	2.8%	1.7%	1.9%
Robbery	1.2%	-	2.0%	-
Worthless Checks	2.4%	-	2.3%	9.6%
Possession Stolen Property	1.2%	1.6%	1.4%	3.8%
Receiving Stolen Property	-	-	1.4%	-
Auto Theft	-	2.0%	-	-
Shoplifting	-	-	0.6%	5.8%
Welfare Fraud	-	-	-	9.6%
Disposing of Property Under Lien	-	-	-	1.9%
Other Offenses	4.4%	5.6%	10.8%*	17.3%**

*The 38 other offenses committed by males include (a) Failure To Appear: 11, (b) Reckless Driving: 7, (c) Resisting Police Officer Without Violence: 1, (d) Attempting to Elude Police: 6, (e) Trespassing: 3, (f) Careless Driving: 3, (g) Assistance To Rape: 1, (h) Giving False Identification: 1, (i) Contempt of Court: 1, (j) Violation of Restriction of Business Purpose: 1, (k) Speeding: 1, (l) Failure To Dim Lights: 1, and (m) No Valid Inspection Certificate: 1.

** The 9 other offenses committed by females are 9 convictions for Reckless Driving.

OBJECTIVE 3 - To gather statistics on the length of time residents in the 1975-76 Sample spent at the work release center.

Acceptance into the work release program may occur at different points during the offender's institutional sentence. Some apply before they are sentenced and are admitted into the program on the first day of the sentence. Others apply after they have served a portion of their sentences.

The mean number of days in the program for 243 males in the 1975-76 sample for whom there was available data was 41.6 days which was slightly lower than the mean of 45.7 days for females that year. White males averaged one more day in the program than did black males; however, white females had stays which averaged six days longer than their black counterparts. The range for number of days in the program was 3 to 197 days for males and 2-125 days for females. The median number of days from arrival to release was 25 days for males and 43 days for females.

One hundred thirty-two males, more than half of the 1975-76 male sample, spent thirty or less days in the program; 22.4 percent spent 31-60 days; and 22 percent spent between 61 and 197 days. Fifteen or 44.1 percent of the 1975-76 female sample spent thirty or less days in the program; 14.7 percent spent 31-60 days and 35.3 percent from 61 to 115 days. Additional data is summarized in Table 5 which follows.

There was no available baseline data on times in the program for earlier samples. Therefore it was not possible to determine if participants' times in the program has increased, decreased, or remained constant.

TABLE 5

DAYS IN THE PROGRAM
(From Arrival To Release)

Males

<u>Number Of Days</u>	<u>White Males</u>	<u>Percent</u>	<u>Black Males</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
1-30 Days	89	35.6%	43	17.2%	132	52.8%
31-60 Days	36	14.4%	20	8.0%	56	22.4%
61-90 Days	16	6.4%	4	1.6%	20	8.0%
91-197 Days	23	9.2%	12	4.8%	35	14.0%
N/A	4	1.6%	3	1.2%	7	2.8%
TOTAL:	168	67.2%	82	32.8%	250	100.0%

Black Males: Mean = 1.3 Months
Range = 7-178 Days

White Males: Mean = 1.4 Months
Range = 3-197 Days

Average All Males: Mean = 1.4 Months
Range = 3-197 Days
Median = 25 Days

Females

<u>Number of Days</u>	<u>White Females</u>	<u>Percent</u>	<u>Black Females</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
1-30 Days	5	14.7%	10	29.4%	15	44.1%
31-60 Days	1	2.9%	4	11.8%	5	14.7%
61-90 Days	3	8.8%	4	11.8%	7	20.6%
91-125 Days	2	5.9%	3	8.8%	5	14.7%
N/A	1	2.9%	1	2.9%	2	5.9%
TOTAL:	12	35.2%	22	64.7%	34	100.0%

Black Females: Mean = 1.4 Months
Range = 2-125 Days

White Females: Mean = 1.6 Months
Range = 7-110 Days

Average All Females: Mean = 1.5 Months
Range = 2-125 Days
Median = 43 Days

OBJECTIVE 4 - To obtain information on the number of residents in the 1975-76 Sample who absconded and the number and reasons for terminations prior to release from the work release program.

Proportionally, more males were released from Fairfield Correctional Institution upon satisfactory completion of their institutional sentences than were females: 225 or 90.0 percent of the 1975-76 male sample were released from the program compared to 28 or 82.4 percent of female participants that year. It was found that 25 males or approximately 10 percent had been removed from the program because of rule violation and/or administrative reasons. Similarly, 6 or 17.6 percent of the females were removed for rule violation, administrative reasons or escape. The sole escapee in the 1975-76 male and female samples was a female. Table 6 summarizes data on release and termination of participants from the program.

TABLE 6 TYPES OF TERMINATION FROM PROGRAM

	<u>Males</u>	<u>Percent</u>	<u>Females</u>	<u>Percent</u>
Released	225	90.0%	28	82.4%
Removed For Rule Violation	20	8.0%	3	8.8%
Removed For Administrative Reasons	4	1.6%	2	5.9%
Removed For Rule Violation/ Administrative Reason	1	.4%	-	-
Escape	-	-	1	2.9%
Total:	250	100.0%	34	100.0%

OBJECTIVE 5: To assess the cost-effectiveness of the program

The project's monthly reports provide statistics on the average daily population, average per capita cost, institutional expenditures, participant earnings and amounts disbursed for board charges, support to families, and taxes. This information is summarized in Tables 7 through 10 on pages 26 and 27.

The daily per capita cost computed by staff of Fairfield Correctional Institution has been based solely on operating expenditures and has not included project-generated income or the value of goods and services donated by components of the Sheriff's Office, notably meat and produce supplied by the farm at Jacksonville Correctional Institution for which records have not been maintained. For this reason, the project's estimated per capita costs for Fiscal Year 1975 and successive years have been underestimated. The figures for project-generated income for specific fiscal years are available but it has not been possible to estimate the proportion of these funds which had actually been expended during the fiscal year in which the income had been generated.

Project staff had reported an average daily per capita cost of \$8.66 for Fiscal Year 1975 and total operating costs of \$325,117.52. The City of Jacksonville supplied most of the funds for operating expenses; however, participant board charges provided \$40,985 and expended LEAA Part C Action Funds and 5 percent state matching funds amounted to approximately \$36,715 for that period of time.

Although the average per capita cost at Fairfield Correctional Institution was underestimated, it was still considerably lower than the City's average per capita cost of \$18.15 at Jacksonville Correctional Institution for Fiscal Year 1975. The cost of housing an average daily population of work furlough participants and trustees numbering an average of 103 inmates per day at

Jacksonville Correctional Institution for that entire fiscal year would have cost the City \$682,349.25, or \$357,231.73 more than it cost at Fairfield Correctional Institution. This computes to a cost ratio of 2.1 : 1.

To devise a limited cost-benefit ratio for Fiscal Year 1975, funds reported as paid by participants for such items as board charges, payment for direct taxes and payment for support to families, were subtracted from Fairfield Correctional Institution's annual operating expenses. The resulting cost-benefit ratio for housing inmates at Jacksonville Correctional Institution to that of Fairfield Correctional Institution would be 3.6 : 1. If all of the work furlough participants had been incarcerated at the Jacksonville Correctional Institution during Fiscal Year 1975 instead of at Fairfield Correctional Institution, their reported earnings during Fiscal Year 1975 would have been lost to the local economy. Therefore, the deduction of all participants' earnings from the operating costs at Fairfield Correctional Institution would have resulted in a cost-benefit ratio of 11.6 : 1 to house the work furlough participants at Jacksonville Correctional Institution rather than at Fairfield Correctional Institution.

These calculations do not include the following cost estimates because baseline data was unavailable: the amount of public assistance families of work furloughees might have received if work furloughees had been unable to work during the period of institutional sentence; additional capital outlays at Jacksonville Correctional Institution to handle the overflow population; and projected long-term costs to the criminal justice system due to possible variations in recidivism rates between the two institutions. It is expected that the cost-benefit ratio would have been higher if projections for the above cost estimates had been available.

TABLE 7

ESTIMATED AVERAGE DAILY AND REPORTED EXPENDITURES
FOR FAIRFIELD CORRECTIONAL INSTITUTION

<u>Estimated Cost Per Client Per Day</u>	<u>Total Expenditures*</u>
FY 1975 - \$ 8.66	\$325,117.52
FY 1976 - \$13.06	\$314,739.58
FY 1977 - \$15.69	\$382,573.90
FY 1978 - \$13.45	\$420,421.76

*Includes food, gas, electric, water, rent, vehicles, other supplies and personnel.

TABLE 8

AVERAGE DAILY POPULATION

<u>Fiscal Year</u>	<u>Work Furlough Participants</u>		<u>Total *</u>
1974	38	26	65
1975	45	56	103
1976	49	20	76
1977	57	23	84
1978	59	22	85

*The balance of the average daily population was comprised of week-end commitments.

TABLE 9

FAIRFIELD CORRECTIONAL INSTITUTION REPORTED EXPENDITURES
FISCAL YEARS 1975-1978

<u>EXPENDITURES</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>FY 1977</u>	<u>FY 1978</u>
A. <u>Items</u>				
1. Food	58,181.67	47,926.89	55,195.19	56,573.05
2. Gas	4,715.93	6,901.30	7,737.82	8,085.20
3. Electric	7,415.76	5,850.96	5,544.00	5,544.00
4. Water	2,288.04	2,288.04	2,288.04	2,288.04
5. Rent	6,966.96	6,966.46	6,967.05	6,966.96
6. Vehicles	6,598.77	4,090.81	5,486.75	2,292.42
7. Other Supplies	22,890.35	15,698.92	18,182.64	17,166.66
8. Personnel	317,110.75	225,016.20	281,172.40	319,265.69
B. <u>Total Expenditures:</u>	325,117.52	314,739.58	382,573.90	420,421.76
C. <u>Cost Per Client Per Day:</u>	8.66	13.06	15.69	13.45

In Fiscal Year 1978 the daily per capita operating costs at Jacksonville Correctional Institution and Fairfield Correctional Institution had increased to \$21.05 and \$13.45, respectively. The corresponding cost ratio was 1.57 : 1. If board payments generated during Fiscal Year 1978 were deducted from total operating expenditures the resulting cost ratio for housing inmates at Jacksonville Correctional Institution would have been 2.09 : 1. Work furloughes have earned over two million dollars from 1971 to September 30, 1978. Board charges paid by work furlough participants have reduced operating expenses considerably. There is no way to compute the program's positive effects on participants, their families, and the community at large. However, the National Advisory Council on Criminal Justice Standards and Goals for corrections has emphasized the rehabilitative strengths of work furlough programs, as noted on page 1 of this study. Table 10 provides data reported by project staff on allocation of work furlough participants' earnings from 1971-78.

TABLE 10

ALLOCATION OF PARTICIPANTS EARNINGS FOR FISCAL YEARS 1971 -1978

	<u>Gross Earnings</u>	<u>Percent Paid For Board</u>	<u>Percent Paid Family Support</u>	<u>Percent Paid For Taxes</u>	<u>Percent Available To Participants</u>	<u>Total</u>
2/1/71-9/30/71*	35,768.69	30.4%	24.9%	6.7%	38.0%	100
10/1/71-9/30/72	96,385.44	24.1%	28.7%	8.0%	39.2%	100
10/1/72-9/30/73	177,063.95	17.9%	26.4%	10.6%	45.1%	100
10/1/73-9/30/74	243,428.23	15.8%	24.8%	9.8%	49.6%	100
10/1/74-9/30/75	266,354.56	15.4%	26.2%	10.3%	48.2%	100
10/1/75-9/30/76	387,574.19	10.6%	26.8%	9.8%	52.8%	100
10/1/76-9/30/77	457,174.89	15.7%	26.0%	10.3%	48.0%	100
10/1/77-9/30/78	499,556.81	20.8%	22.7%	11.3%	45.1%	99

*Portion of Year

Participant Earnings In Program

Analysis of data on male and female participants in the 1975-76 samples revealed there was a considerable difference in hourly wages received by program participants. The mean hourly wage earned by the 154 white males who were employed while in the Work Furlough Program was \$3.91; the mean hourly wage of 78 blacks was \$3.64. Females averaged considerably less per hour: \$2.41 for 8 white females and \$2.34 for black females. Information on hourly wages of work furlough participants is summarized in Table 11 on page 29; Table 12 on page 31 compares data on wage gains and losses before and during work furlough participation for the 1975-76 male and female samples.

Approximately 150, or 60 percent, of the males in the sample had maintained the wage they had earned prior to participation in the work furlough program; 44, or 17.6 percent received lower wages while in the program and 41, or 16.4 percent, were reported to have received higher wages while on work release status. Wage gain and losses for females differed somewhat from those of sampled males. Thirteen or half of the females for whom information was available were reported to have earned the same wage they had earned prior to work furlough participation: 9 a higher wage, and 4 a lower wage.

Restitution

From October, 1977 through August, 1978 twenty-six male work furlough participants were reported to have paid a total of \$5,303.47 in restitution. Payments ranged from \$20.00 to \$750.00. The mean was \$189.41. The offenses for which restitution was paid included: back child support, automobile accident, fraud, aggravated assault, grand larceny, worthless checks, burglary, stolen property, theft, and property damage.

HOURLY WAGES OF PARTICIPANTS IN WORK FURLOUGH PROGRAM

Males

	White Males	% Of Males	% Of White Males	Black Males	% Of Males	% Of Black Males	Total	% Of Sample
\$2.50 or Less	45	18.0	26.8	24	9.6	29.3	69	27.6
\$2.51-\$3.00	18	7.2	10.7	10	4.0	12.2	28	11.2
\$3.01-\$3.50	26	10.4	15.5	10	4.0	12.2	36	14.4
\$3.51-\$4.00	8	3.2	4.8	11	4.4	13.4	19	7.6
\$4.01-\$5.00	28	11.2	16.7	10	4.0	12.2	38	15.2
\$5.01-\$6.00	15	6.0	8.9	11	4.4	13.4	26	10.4
\$6.00 or More	14	5.6	8.3	2	0.8	2.4	16	6.4
Unemployed	0	0	0	3	1.2	3.7	3	1.2
Student	3	1.2	1.8	0	0	0	3	1.2
Information N/A	11	4.4	6.5	1	0.4	1.2	12	4.8
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0

Black Males: Mean Wage (Employed) = \$3.64
Range = \$2.10-\$7.59

White Males: Mean Wage (Employed) = \$3.91
Range = \$2.10-\$10.00

Females

	White Females	% Of Females	% Of White Females	Black Females	% Of Females	% Of Black Females	Total	% Of Sample
\$2.50 or Less	6	17.6	50.0	13	38.2	59.1	19	55.9
\$2.51-\$3.00	1	2.9	8.3	2	5.9	9.1	3	8.8
\$3.01-\$3.50	0	0	0	2	5.9	9.1	2	5.9
\$3.51-\$4.00	1	2.9	8.3	0	0	0	1	2.9
\$4.01-\$5.00	0	0	0	0	0	0	0	0
\$5.01-\$6.00	0	0	0	0	0	0	0	0
Unemployed	1	2.9	8.3	2	5.9	9.1	3	8.8
Information N/A	3	8.8	25.0	3	8.8	13.6	6	17.6
TOTAL:	12	35.1	100.0	22	64.7	100.0	34	100.0

Black Females: Mean Wage (Employed) = \$2.34
Range = \$1.50-\$3.47

White Females: Mean Wage (Employed) = \$2.41
Range = \$1.00-\$4.00

OBJECTIVE 6 ... To compile follow-up information on the employment of male and female work furlough residents in the 1975-76 sample one hundred and eighty days following release from the program.

Analysis of follow-up data collected by staff of Fairfield Correctional Institution on employment of participants in the 1975-76 male and female samples at intervals of 30, 60, and 180 days is summarized in Tables 13 and 14. Project staff collected data for those who were released and those who were removed from the program. Approximately three-fourths of the males and two-fifths of the females were found to have been employed after thirty and sixty days of termination from the program. During the three intervals the proportion of males who reported they were unemployed varied less than 4 percent, from 10.8 percent after thirty days to 14.4 percent after 180 days. However, the proportion of males who could not be contacted rose from 13.6 percent after 60 days to 22.4 percent after 180 days.

The proportion of females who were employed, in school, unemployed, or not contacted remained relatively constant. Unemployed females accounted for 20.6 to 26.5 percent of the total during the three intervals. Work Furlough counselors reported more difficulty in making contact with former female participants than males in the three follow-up intervals following release or removal from the program. Counselors were unable to contact 23.4 percent of females after 30 days and 32.4 percent after 180 days.

TABLE 12

WAGE GAIN/LOSS COMPARISONS: WORK FURLOUGH PROGRAM vs PRE-INCARCERATION

	<u>Males</u>						<u>Total</u>	<u>% Of Sample</u>
	<u>White Males</u>	<u>% Of Males</u>	<u>% Of White Males</u>	<u>Black Males</u>	<u>% Of Males</u>	<u>% Of Black Males</u>		
Numbers of Participants Having Work Furlough Wages Less Than Previous Wage	28	11.2	16.7	16	6.4	19.5	44	17.6
Numbers of Participants Having Work Furlough Wage More Than Previous Wage	30	12.0	17.9	11	4.4	13.4	41	16.4
Number of Participants Having Work Furlough Wage Same As Previous Wage	99	39.6	58.9	51	20.4	62.2	150	60.0
Student	2	0.8	1.2	0	0	0	2	0.8
Information Not Available	9	3.6	5.3	4	1.6	4.9	13	5.2
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0
	<u>Females</u>						<u>Total</u>	<u>% Of Sample</u>
	<u>White Females</u>	<u>% Of Females</u>	<u>% Of White Females</u>	<u>Black Females</u>	<u>% Of Females</u>	<u>% Of Black Females</u>		
Numbers of Participants Having Work Furlough Wages Less Than Previous Wage	2	5.9	16.7	2	5.9	9.1	4	11.8
Numbers of Participants Having Work Furlough Wage More Than Previous Wage	3	8.8	25.0	6	17.6	27.3	9	26.5
Number of Participants Having Work Furlough Wage Same As Previous Wage	3	8.8	25.0	10	29.4	45.4	13	38.2
Student	0	0	0	0	0	0	0	0
Information Not Available	4	11.8	33.3	4	11.8	18.2	8	23.5
TOTAL:	12	35.3	100.0	22	67.7	100.0	34	100.0

EMPLOYMENT STATUS FOLLOWING RELEASE FROM PROGRAM
FOR 1975-76 MALE SAMPLE

30 Days After Release

	<u>White Males</u>	<u>% Of Males</u>	<u>% Of White Males</u>	<u>Black Males</u>	<u>% Of Males</u>	<u>% Of Black Males</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	131	52.4	78.0	61	24.4	74.4	192	76.8
Unemployed	16	6.4	9.5	11	4.4	13.4	27	10.8
Student	1	0.4	0.6	0	0	0	1	0.4
Not Contacted	20	8.0	11.9	10	4.0	12.2	30	12.0
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0

60 Days After Release

	<u>White Males</u>	<u>% Of Males</u>	<u>% Of White Males</u>	<u>Black Males</u>	<u>% Of Males</u>	<u>% Of Black Males</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	124	49.6	73.8	60	24.0	73.2	184	73.6
Unemployed	23	9.2	13.7	9	3.6	11.0	32	12.8
Student	0	0	0	0	0	0	0	0
Not Contacted	21	8.4	12.5	13	5.2	15.8	34	13.6
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0

180 Days After Release

	<u>White Males</u>	<u>% Of Males</u>	<u>% Of White Males</u>	<u>Black Males</u>	<u>% Of Males</u>	<u>% Of Black Males</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	101	40.4	60.1	57	22.8	69.5	158	63.2
Unemployed	24	9.6	14.3	12	4.8	14.6	36	14.4
Student	0	0	0	0	0	0	0	0
Not Contacted	43	17.2	25.6	13	5.2	15.9	56	22.4
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0

TABLE 14

EMPLOYMENT STATUS FOLLOWING RELEASE FROM PROGRAM
FOR 1975-76 FEMALE SAMPLE

30 Days After Release

	<u>White Females</u>	<u>% Of Females</u>	<u>% Of White Females</u>	<u>Black Females</u>	<u>% Of Females</u>	<u>% Of Black Females</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	6	17.6	50.0	9	26.5	40.9	15	44.1
Unemployed	2	5.9	16.7	5	14.7	22.7	7	20.6
Student	0	0	0	1	2.9	4.6	1	2.9
Not Contacted	4	11.8	33.3	7	20.6	31.8	11	23.4
TOTAL:	12	35.3	100.0	22	64.7	100.0	34	100.0

60 Days After Release

	<u>White Females</u>	<u>% Of Females</u>	<u>% Of White Females</u>	<u>Black Females</u>	<u>% Of Females</u>	<u>% Of Black Females</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	5	14.7	41.7	9	26.5	40.9	14	41.2
Unemployed	3	8.8	25.0	6	17.6	27.3	9	26.5
Student	0	0	0	1	2.9	4.5	1	2.9
Not Contacted	4	11.8	33.3	6	17.6	27.3	10	29.4
TOTAL:	12	35.3	100.0	22	64.6	100.0	34	100.0

180 Days After Release

	<u>White Females</u>	<u>% Of Females</u>	<u>% Of White Females</u>	<u>Black Females</u>	<u>% Of Females</u>	<u>% Of Black Females</u>	<u>Total</u>	<u>% Of Sample</u>
Employed	5	14.7	41.7	9	26.5	40.9	14	41.2
Unemployed	3	8.8	25.0	5	14.7	22.7	8	23.5
Student	0	0	0	1	2.9	4.6	1	2.9
Not Contacted	4	11.8	33.3	7	20.6	31.8	11	32.4
TOTAL:	12	35.3	100.0	22	64.7	100.0	34	100.0

OBJECTIVE 7 - To compare the recommitment rates of work furlough participants who were in the program during Fiscal Year 1976 with data presented in an earlier study of the program including the incidence of recommitment found for the following subgroups: males vs females; pre-release status vs non pre-release status; those sentenced for substance abuse vs those sentenced for other offenses; those released from the program vs those who were removed; those in the program for less than thirty days vs those in the program for more than thirty days; and the types of criminal offenses committed after release/removal compared to commitment offenses in 1975-76 for the two samples. The Chi-Square Test was utilized on the recidivism data to determine the degree to which statements about the 1975-76 sample were generalizable to the entire 1975-76 population. These statistical results do not reflect cause and effect relationships between program participation and recidivism.

Recidivism In The 1975-76 Male and Female Samples

Each member of the 1975-76 male and female samples, which comprised 249 males and 34 females, were tracked for a 24-month period following release during Fiscal Year 1976, October 1, 1975 through September 30, 1976. As noted earlier, the sample of 34 females constituted the entire population of females that year. It was found that 149, or 59.8 percent of the males, and 24, or 70.8 percent of the females, had not recidivated during the post-release period, according to the definition of recidivism used in this study (page 9). In other words, 61 percent of the individuals in the combined samples had not been reconvicted of criminal acts during the two years following dates of release from Fairfield Correctional Institution.

One hundred or 40.2 percent of the male sample had been convicted of criminal acts during the follow-up period, as had 10, or 29.4 percent of the females in the sample. These 110 recidivists had been reconvicted of 202 offenses, 83.2 percent misdemeanors and 16.8 percent felonies. Although a greater proportion of the male sample recidivated than did the female sample, statistical testing indicates that for the fiscal year population there exists only a 76.66 percent probability that the apparent relationships between gender

and recidivism is not due to chance.

There were 180 individuals or 63.6 percent of the total sample of 283 persons who were white and 103 or 36.4 percent black. During their 24 month post-release periods 69 or 41.1 percent of the 168 white males in the sample had been convicted of one or more criminal offenses as had 31 or 38.3 percent of the 81 black males in the sample. Six or 50 percent of the 12 white females and 4 or 18.2 percent of black females in the sample had also been convicted of criminal acts. In summary, it would appear that white females had the highest recidivism rate, 50 percent; white males followed with 41.1 percent; black males were next with 38.3 percent; and black females had the lowest rate, proportionally, 18.2 percent.

Recidivism Of Pre-Release Subsample

Twenty-nine or 54.7 percent of the 53 persons who were on pre-release status recidivated within 24 months following release from the program, compared to 81, or 35.2 percent of the 230 males and females who had not been placed in pre-release status. Among those who recidivated, pre-releasees were found to have a significantly higher rate of conviction for felonies: 37.9 percent to 18.5 percent for non pre-release subsample. With levels of confidence of 99.11 percent and 95.7 percent respectively, statistical testing supported the following assertions for the fiscal year population: (1) that those clients placed at Fairfield Correctional Institution on pre-release status were more likely to become recidivists than those non pre-release participants, and (2) that among recidivists, pre-releasees were more likely to recidivate as felons than were non pre-releasees. See Table 15 on the following page and Table 34 in the Appendix.

TABLE 15

FAIRFIELD CORRECTIONAL INSTITUTION STATUS AND RECIDIVISM

	<u>Pre-Release</u>		<u>Non Pre-Release</u>		<u>Total</u>
Recidivist(s):					
Male	27		73		100
Female		2		8	10
Non-Recidivist(s):					
Male	22		127		149
Female		2		22	24
Total Number:	49	4	200	30	283

Recidivism Of Substance Offenders

Not all substance abusers in the work furlough program had been committed for substance-related offenses. However, those offenders placed in the program solely for alcohol-related offenses comprised 54.8 percent of the total sample and 53.6 percent of the recidivists during the two year follow-up period. Offenders with drug or alcohol-related commitment offenses comprised 59.7 percent (169 members) of the total sample: 63.9 percent of the male sample, and 29.4 percent of the female population.

It was found that 66 or 39 percent of the 169 participants committed to Fairfield Correctional Institution for alcohol or other drug-related offenses had been reconvicted during the two year post-release period: 15.2 percent for felonies and 84.8 percent for misdemeanors. Forty-four or 47 percent of the 114 work furloughees committed for offenses not substance-related were eventually reconvicted: 36.4 percent for felonies and 63.6 percent for misdemeanors. In addition, 38.4 percent of male and 50 percent of female substance offenders were to recidivate. From analysis of the sample, it would appear that non-substance offenders were more likely to become recidivists than substance offenders. However, statistical testing does not uphold the apparent relationship for the fiscal year population. However, with a significance level of 99 percent, the following may be applied to the entire

fiscal year population: non-substance recidivists were more likely to be reconvicted as felons than were substance offenders. See Table 16 below and Table 35 in the Appendix.

TABLE 16

<u>SUBSTANCE ABUSE AND RECIDIVISM</u>						
	<u>FCI TERM DUE TO SUBSTANCE OFFENSE</u>		<u>FCI TERM DUE TO NON SUBSTANCE OFFENSE</u>		<u>TOTAL</u>	
	<u>Alcohol</u>	<u>Other Drug</u>				
Recidivist(s):						
Male	55	8*	39		100	
Female	4	1	5		10	
Non- Recidivist(s):						
Male	92	6	51		149	
Female	4	1	19		24	
Total Number:	147	14*	90	24	283	

*Two males were placed at FCI for both alcohol-related offenses and drug-related offenses.

Recidivism and Termination From Program

Of the sample of 283 former work furlough participants it was noted that 31 (11.0 percent) had been removed from the program for either rule violations or administrative reasons. Of those offenders who were removed from Fairfield Correctional Institution, 48.4 percent had recidivated within 24 months following removal; of those released, 37.7 percent were to recidivate. Those removed from Fairfield Correctional Institution program constituted 13.6 percent of all recidivists. Former participants who were removed rather than released from Fairfield Correctional Institution had a significantly higher rate of felony reconvictions than did those released from the program.

Fifteen former clients removed from the Fairfield Correctional Institution were to recidivate within 24 months following release: nine or 60.0 percent were reconvicted of felonies; six or 40.0 percent were to be reconvicted of misdemeanors. Ninety-five (95) clients released from the program recidivated: 17.9 percent for felonies, 82.1 percent for misdemeanors. With sole regard to the sample of 283 former FCI clients, those removed from the program became recidivists in greater relative proportion than those released from the program. However, such a proposition, if applied to the fiscal year population would have a low significance level (75.29 percent reliability). Nevertheless, it may be said for the population (with substantial reliability -- 99.86 percent) that among those who recidivated, clients removed from the program were more likely to recidivate as felons than were clients released from the program. See Table 17 below and Table 36 in the Appendix.

TABLE 17

TERMINATION BY REMOVAL AND RECIDIVISM

	<u>Released</u>		<u>Removed</u>		<u>Total</u>
Recidivist(s):					
Males	87		13		100
Females		8		2	10
Non-Recidivist(s):					
Males	137		12		149
Females		20		4	24
Total Numbers:	224	28	25	6	283

Recidivism and Time in Program

One hundred forty-six or 52 percent of the 283 sampled participants had served less than 30 days at Fairfield Correctional Institution; and 137 or 48 percent had served 30 days or longer. Contrary to expectations, those in the program less than 30 days had a lower recidivism rate than those in the program for longer periods of time: 32 percent to 48 percent.

Of the sample members who recidivated, those in the program less than 30 days had a lower rate of reconviction as felons than those in the program for longer periods of time: 17.4 percent to 28.1 percent, respectively. With a level of confidence of 99.11 percent, statistical testing supports the assertion for the fiscal year population that those clients serving terms of 30 days or more were more likely to become recidivists than were those serving lesser terms. However, a low level of significance (71.04 percent) reveals that it cannot be said with assurance for the population that among those who recidivate clients serving terms of 30 days or longer were more likely to recidivate as felons than were those sentenced to shorter terms. See Table below and Table 37 in the Appendix.

TABLE 18

LENGTH OF FAIRFIELD CORRECTIONAL INSTITUTION TERM (Days)

	<u>Less Than 30 Days</u>		<u>30 Days Or More</u>		<u>Total</u>
Recidivist(s):					
Male	43		57		100
Female		3		7	10
Non-Recidivist(s):					
Male	87		62		149
Female		13		11	24
Total Number:	130	16	119	18	283

Elapsed Time and Frequency of Reconviction

Analysis of data on post-release reconvictions of the 1975-76 male and female samples revealed that within six months (180 days) following release from the work furlough program 24 males (24 percent of male recidivists) had been reconvicted of a total of 34 criminal offenses (20.7 percent of the total 164 male reconvictions) and four females (40 percent of female recidivists) had been reconvicted of 7 (18.4 percent) of the total 38 female reconvictions.

Cumulatively, within one year following date of release, there were 53 males (53 percent of male recidivists) reconvicted of a total of 81 offenses (49.4 percent of all convictions); and 7 females (70 percent of the female recidivists) were reconvicted of a total of 25 offenses (65.8 percent of all female reconvictions).

Within 18 months, it was found, there had been 80 males (or 80 percent of the male recidivists) reconvicted of 127 criminal offenses (77.4 percent of male reconvictions) and 8 females (or 80 percent of female recidivists) reconvicted of 28 offenses (or 73.7 percent of female reconvictions).

Within 24 months following release, 202 reconvictions had been attributed to 100 males and 10 females or 38.9 percent of the total 1975-76 sample of 283 persons. In other words, 40 percent of 249 males in the 1975-76 sample and 29.4 percent of the 34 females in the 1975-76 population recidivated, according to the study's definition. Males had 164 reconvictions compared to 38 for females, a total of 202.

The per capita reconviction rate of male recidivists was 1.6, compared to 3.8 for females. Table 19 which follows provides additional information on occurrence and frequency of reconvictions.

TABLE 19

FREQUENCY OF POST-RELEASE RECONVICTIONS

Time Elapsed Following Release	Frequency of Reconviction	Numbers of Recidivists		Numbers of Recidivisms	
		Males	Females	Males	Females
6 Months or Less	1	16	2	16	2
	2	6	1	12	2
	3	2	1	6	3
6-12 Months	1	19	2	19	2
	2	9	1	18	2
	3	2	0	6	0
	4	1	0	4	0
	14	0	1	0	14
12-18 Months	1	21	1	21	1
	2	9	1	18	2
	3	1	0	3	0
	4	1	0	4	0
18-24 Months	1	26	4	26	4
	2	4	0	8	0
	3	1	2	3	6
TOTAL:		118*	16*	164	38

*Male recidivists number, in fact, 100; female recidivists number 10. Fourteen male and 4 female recidivists, however, were reconvicted of offenses during 2 different post-release intervals; 2 male and 1 female recidivists were reconvicted during 3 different post-release intervals.

Reincarceration Following FCI Termination

Analysis was made of data collected on maximum institutional sentences of recidivists during the two-year follow-up period. Attention was directed to the term of incarceration specified in the sentence records. This data which is presented in Table 20 on page 42 does not include fines, probationary sentences, or the probationary terms included in split sentences of the recidivists. Of the 110 individuals reconvicted of criminal offenses following termination from FCI it was found that 65 of the 100 males and 9 of the 10 females received institutional sentences. Incarceration periods ranged from 1 day to 10 years. The remainder of the recidivists were reconvicted but did not receive institutional sentences. Approximately 50 percent of the institutional sentences were 30 days or less; nearly 70 percent, 60 days or less.

TABLE 20

INCARCERATION PERIODS OF 65 MALE AND 9 FEMALE RECIDIVISTS
DURING TWO YEAR POST RELEASE PERIOD

<u>Incarceration Period</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
10 Days Or Less	27 (4)*	4	31
15-30 Days	29 (5)	1	30
40-60 Days	18 (6)	5 (1)	23
2+ - 6 Months	14	0	14
7-12 Months	3	5 (1)	8
1+ - 3 Years	5	2	7
4-5 Years	8 (2)	2	10
10 Years	<u>1</u>	<u>0</u>	<u>1</u>
TOTAL:	105	19	124

*NOTE: A total of 19 sentences were to be served concurrent to other sentences. 27 (4) reads: 27 sentences were imposed, of which 4 of this duration were to be served concurrent to other sentences.

Comparison With Earlier Recidivism Studies

Methodological problems, principally inadequacies of definition and lack of uniform tracking procedures of former work furlough participants, prevented comparison with base data presented in two of these earlier studies. However, a study completed by an intern at Fairfield Correctional Institution in December, 1976, which utilized a sample of 143 1975-76 work furlough participants, presented findings on recidivism. As noted above, analysis of data for this study revealed there were 28 individuals in the combined male and female 1975-76 sample who were reconvicted within 180 days following release from the work furlough program, or 9.9 percent of the 283 persons in the samples. The earlier 1976 study's findings revealed that 30, or 21.1 percent of 143 former participants had been reconvicted during the follow-up

period. The rate in the earlier study is considerably higher than this study's 9.9 percent rate. However, it should be noted that the 1976 study utilized a broader definition of recidivism which included reconvictions for some traffic offenses which have since been decriminalized and convictions for Municipal Ordinances. The exclusion of these offenses would have reduced the recidivism rate in the earlier 1974 study.

It was not clarified in the above cited study whether or not the sample was the total population of work furlough participants who were in the program from August 1975 to April 1976 or a sample of the population.

Comparison of Commitment and Post-Release Offenses

One hundred or 40 percent of the 249 males in the 1975-76 sample were reconvicted of a total of 164 criminal acts during the uniform two-year tracking period following date of release from the work furlough program. The following two offenses accounted for more than half of the reconvictions: Driving While License Suspended/Revoked/Restricted and alcohol-related offenses such as Driving While Intoxicated, Driving Under the Influence of Alcohol, or Driving with Unlawfully High Blood Alcohol. The former totalled 26.7 percent of all reconvictions and the latter 24.3 percent. In thirteen cases the defendants were adjudged guilty of both offenses.

Ten or 29.4 percent of the 1975-76 female population of 34 persons were reconvicted of a total of 38 criminal acts within two years following release from Fairfield Correctional Institution. Although Acts in Connection with Obscene Materials and forgery-related offenses were the charges for which females were most frequently reconvicted. It should be noted that one female had been convicted of eight counts and another of five, greatly skewing the population's recidivism statistics. Data on recidivism offenses, including the number and percent of males and females convicted during the two year post-release period, are presented in Table 19. Data on commitment offenses for the two 1975-76 samples is presented in Table 21 on page 44; Table 22 which also follows summarizes reconviction data on pre-releases, substance offenders, and other subgroupings within the 1975-76 samples.

Reconviction Offense	Frequency Of Offense By			
Misdemeanors	Males	Percent	Females	Percent
Driving W/License Restr/Susp/Revk	45	27.4%	9	23.7%
DWI, DUI, DUBAL	44	26.8%	5	13.2%
Disorderly Intosication	16	9.8%	3	7.9%
Acts In Connection With Obscene Materials	0	-	8	21.1%
Petit Larceny	6	3.7%	0	-
Failure To Appear	4	2.4%	0	-
Resisting Or Opposing A Police Officer,	2	1.2%	1	2.6%
Reckless Driving	2	1.2%	1	2.6%
Improper Tag	3	1.8%	0	-
Petit Theft	1	0.6%	1	2.6%
Trespassing In Structure Or Conveyance	2	1.2%	0	-
Breach Of Peace	2	1.2%	0	-
Possession of Controlled Subs/Paraphanalia	2	1.2%	0	-
Drivers License Not Displayed On Demand	1	0.6%	0	-
Resisting A Police Officer Without violence	1	0.6%	0	-
Attempting To Elude Police	1	0.6%	0	-
Permit Unauthorized Person To Drive Vehicle	1	0.6%	0	-
Worthless Checks	1	0.6%	0	-
Making A False Affidavit	1	0.6%	0	-
Assault	1	0.6%	0	-
Battery	1	0.6%	0	-
Gambling	1	0.6%	0	-
Exposure of Sex Organs	1	0.6%	0	-
Possession Of Marijuana	1	0.6%	0	-
Subtotal: Misdemeanors -	140	85.4%	28	73.7%
<u>Felonies</u>				
Violation of Probation	6	3.7%	3	7.9%
Burglary	4	2.4%	0	-
Grand Larceny	4	2.4%	0	-
Uttering A Forged Instrument	0	-	4	10.5%
Aggravated Assault	3	1.8%	0	-
Possession Of Firearm By Convicted Felon	2	1.2%	0	-
Resisting Police Officer With Violence	2	1.2%	0	-
Forgery And Uttering A Forged Instrument	0	-	2	5.3%
Burglary And Possession of Burglary Tools	1	0.6%	0	-
Arrest For Escape	0	-	1	2.6%
Possession of Marijuana	1	0.6%	0	-
Leaving The Scene Of An Accident	1	0.6%	0	-
Subtotal: Felonies -	24	14.6%	10	26.3%
TOTAL:	164	100.0%	38	100.0%

TABLE 22

RECONVICTION STATUS 24 MONTHS FOLLOWING RELEASE

	<u>Numbers of Sample</u>		<u>Recidivists</u>				<u>Non-Recidivists</u>				<u>Total</u>	
			<u>Male</u>	<u>Percent</u>	<u>Female</u>	<u>Percent</u>	<u>Male</u>	<u>Percent</u>	<u>Female</u>	<u>Percent</u>	<u>Male</u>	<u>Female</u>
Recidivists Whose FCI Status Was:												
Pre-Release			27	55.1%	2	50.0%	22	44.9%	2	50.0%	49	4
Non Pre-Release			73	36.5%	8	26.7%	127	63.5%	22	73.3%	200	30
TOTAL:			100	100.0%	10	100.0%	149	100.0%	24	100.0%	249	34
Recidivists Placed At FCI For:												
Substance Abuse: Alcohol			55	37.4%	4	50.0%	92	62.6%	4	50.0%	147	8
Other Drug		8*	8*	57.1%	1	50.0%	6	42.9%	1	50.0%	14*	2
Non-Substance Offense:			39	43.3%	5	20.8%	51	56.7%	19	79.2%	90	24
TOTAL:			100	100.0%	10	100.0%	149	100.0%	24	100.0%	249	34
Recidivists Whose FCI Termination Was:												
Release			87	38.8%	8	28.6%	137	61.2%	20	71.4	224	28
Removal			13	52.0%	2	33.3%	12	48.0%	4	66.7	25	6
TOTAL:			100	100.0%	10	100.0%	149	100.0%	24	100.0	249	34
Recidivists Whose FCI Term Was:												
Less Than 30 Days			43	33.1%	3	18.8%	87	66.9%	13	81.2%	130	16
30 Days Or More			57	47.9%	7	38.9%	62	52.1%	11	61.1%	119	18
TOTAL:			100	100.0%	10	100.0%	149	100.0%	24	100.0%	249	100.0

*Two males were placed at FCI for both alcohol-related and drug-related offenses.

OBJECTIVE 8 - To gather information on the number of times a subsample of fifty residents, who were randomly selected from the total number of residents in the Sample for whom alcohol therapy had been prescribed, actually participated in alcohol therapy sessions while in residency. Attention will be focused on the length of residency as well.

In an effort to obtain data on educational and treatment-related activities of the persons in 1975-76 samples in accordance with time constraints, a randomly selected subsample of fifty individuals was selected from the total pool of males and females in the 1975-76 samples who had been sentenced for alcohol-related offenses. The subsample consisted of 27 white males; 16 black males; 5 white females and 2 black females. Twenty-five males and four females, nearly 60 percent of those in the subsample, were residents at Fairfield Correctional Institution for thirty days or less. An additional 21 percent spent between one to two months in the program. The remaining eight residents for whom there was available data on admission and departure dates spent three months or more in the program. The median number of days was 19 days for females and 24 days for males; the mean was 42.3 days for females and 34.5 days for males. The range was 8-97 days for females and 7-155 days for males. Table 23 summarizes information on the number of days the subsample spent in the program.

TABLE 23

DAYS IN THE PROGRAM

<u>Days</u>	<u>White Males</u>	<u>Per-cent</u>	<u>Black Males</u>	<u>Per-cent</u>	<u>Total</u>	<u>Per-cent</u>	MEAN - White Males 31.9 Days Black Males 39.7 Days Avg. Males 34.5 Days
1-30	18	41.9%	7	16.3%	25	58.1%	RANGE- White Males 7-98 Days Black Males 8-155 Days Avg. Males 7-155 Days
31-60	4	9.3%	5	11.6%	9	20.9%	MEDIAN-Males 24 Days
61-90	2	4.7%	-	-	2	4.7%	
91-155	3	7.0%	2	4.7%	5	11.6%	
N/A	-	-	2	4.7%	2	4.7%	
Total:	27	62.9%	16	37.3%	43	100.0%	

<u>Days</u>	<u>White Females</u>	<u>Per-cent</u>	<u>Black Females</u>	<u>Per-cent</u>	<u>Total</u>	<u>Per-cent</u>	MEAN - White Females 38.2 Days Black Females 52.5 Days Avg. Females 42.3 Days
1-30	3	42.9%	1	14.3%	4	57.1%	RANGE- White Females 9-81 Days Black Females 8-97 Days Avg. Females 8-97 Days
31-60	-	-	-	-	-	-	MEDIAN-Females 19 Days
61-90	2	28.6%	-	-	2	28.6%	
91-97	-	-	1	14.3%	1	14.3%	
Total:	5	71.5%	2	28.6%	7	100.0%	

During Fiscal Year 1976 residents were required to attend alcohol treatment sessions on Mondays and Thursdays. A review of data in the files of those in the subsample revealed males had attended from 2 to 44 sessions and females from 2 to 27 sessions. The median for males and females was six and five sessions, respectively; the mean number of sessions for males was 9.5 and for females 11.6 sessions. Nine males and six females, or 30 percent, of the subsample attended sixteen or more alcohol treatment sessions. Table 24 provides additional information on frequency of alcohol treatment sessions.

TABLE 24

FREQUENCY OF ALCOHOL TREATMENT SESSIONS

<u>Number Of Sessions</u>	<u>White Males</u>	<u>Percent</u>	<u>Black Males</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
1-5	12	27.9%	5	11.6%	17	39.5%
6-10	9	20.9%	4	9.3%	13	30.2%
11-15	1	2.3%	3	7.0%	4	9.3%
16-20	1	2.3%	-	-	1	2.3%
21-30	4	9.3%	1	2.3%	5	11.6%
More Than 30	-	-	1	2.3%	1	2.3%
N/A	-	-	2	4.7%	2	4.7%
Total:	<u>27</u>	<u>62.7%</u>	<u>16</u>	<u>37.2%</u>	<u>43</u>	<u>99.9%</u>

MEAN - White Males 8.7 Sessions
 Black Males 11 Sessions
 Avg. Males 9.5 Sessions

RANGE- White Males 2-28 Sessions
 Black Males 2-44 Sessions
 Avg. Males 2-44 Sessions

<u>Number of Sessions</u>	<u>White Females</u>	<u>Percent</u>	<u>Black Females</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
1-5	3	42.9%	1	14.3%	4	57.1%
6-10	-	-	-	-	-	-
11-15	-	-	-	-	-	-
16-20	1	14.3%	-	-	1	14.3%
21-30	1	14.3%	-	-	1	14.3%
More Than 30	-	-	1	14.3%	1	14.3%
Total:	<u>5</u>	<u>71.5%</u>	<u>2</u>	<u>28.6%</u>	<u>7</u>	<u>100.0%</u>

MEAN - White Females 10.4 Sessions
 Black Females 14.5 Sessions
 Avg. Females 11.6 Sessions

RANGE- White Females 2-23 Sessions
 Black Females 2-27 Sessions
 Avg. Females 2-27 Sessions

In addition, it was noted that subjects in the subsample participated in more than fifteen other developmental activities. This information is presented in Table 25 which reveals that a number of subjects participated in multiple developmental activities while in the program in addition to alcohol treatment sessions.

TABLE 25. SUBSAMPLE'S TREATMENT AND EDUCATIONAL ACTIVITIES

<u>Developmental Activities</u>	<u>White Males</u>	<u>Black Males</u>	<u>White Females</u>	<u>Black Females</u>	<u>Total</u>
Survival School	3	2	-	-	5
Literacy Training	-	-	-	-	-
DWI School	1	-	-	-	1
Drug Treatment Program	-	-	-	-	-
Adult Basic Education	1	-	-	-	1
Attitudinal Modification	-	-	-	-	-
GED/High School Completion	1	-	-	-	1
Maintenance	7	4	1	-	12
Medical Treatment	2	2	-	-	4
Support Payments	11	8	-	1	20
Job Development	7	3	3	-	13
Job Placement/Follow-Up	20	10	5	2	37
Post Secondary Education	2	-	-	-	2
Vocational Counseling	4	5	3	-	12
Vocational Testing	-	-	-	-	-
Vocational Training	-	1	-	-	1
Personal Counseling	5	2	1	-	8
Educational Placement	-	1	-	-	1
Information & Referral Services	-	1	-	-	1
No Treatment Plan	-	1	-	-	1
N/A	1	-	-	-	1
Total:	<u>65</u>	<u>40</u>	<u>13</u>	<u>3</u>	<u>121</u>

Data on treatment and educational activities reported by the Work Furlough staff indicates that there have been annual fluctuations in the number of residents who received alcohol treatment. During Fiscal Years 1975 and 1978, 271 and 244 residents received alcohol treatment compared to 520 and 555 who received treatment in Fiscal Year 1976 and Fiscal Year 1977, respectively. The same type of situation existed with drug treatment in Fiscal Year 1976 and Fiscal Year 1977 when 49 and 74 residents were treated compared to 190 and 194 in Fiscal Year 1975 and Fiscal Year 1978, respectively. Since the commitment offenses of the

majority of work furlough residents have been alcohol or drug related, any reduction in the City's alcohol or drug treatment resources restricts the rehabilitative services available to residents while in residency at Fairfield Correctional Institution. Table 26 provides additional information on treatment and educational activities in the past five fiscal years.

TABLE 26

PROJECT REPORTED DATA ON TREATMENT AND EDUCATIONAL ACTIVITIES

	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>FY 1977</u>	<u>FY 1978</u>	<u>Total</u>
Number of Participants Receiving Alcohol Treatment	300	271	520	555	244 *	1890
Number of Participants Receiving Drug Treatment	N/A	190	49	74	194	507
Number Of Participants Attending Survival Classes	N/A	145	183	113	217	658
Number of Residents Attending ABE or GED	N/A	N/A	N/A	128	184	312
Annual Total:	300	606	752	870	839	3367

*No alcohol treatment activities were scheduled between January and September 1978 because of staffing limitations at the City's Alcohol Treatment Program.

OBJECTIVE 9 - To determine if the project implemented any of the specific recommendations made in earlier evaluative studies of the project as well as noting other changes which have evolved since 1974.

A considerable amount of change has occurred at Fairfield Correctional Institution in the past several years. According to the facility superintendent, many of the innovations instituted at Fairfield Correctional Institution are the result of implementation of recommendations from ongoing evaluation by project staff and outside evaluators which has resulted in positive growth and change. Of the twenty-six recommendations made by external evaluators, eighteen have been implemented; five have been partially implemented, and two, or less than 10 percent, have not been implemented.

One of the major changes which has occurred since 1975 is the acceptance of some "hard core" work furlough applicants who formerly had been excluded from the program because of more stringent admission criteria. In addition, the proportion of non week-end participants sentenced for alcohol-related offenses has decreased. These changes have been attributed in part to efforts by local correctional personnel to reduce the population of the Duval County Jail to comply with Federal Court Orders. This has resulted in utilization of alternatives to incarceration for lower risk inmates which has left more hard core offenders in the system. In addition, there has been a steady decrease in the proportion of work furlough participants sentenced for alcohol-related offenses due to the fact that more of these offenders are being placed on week-end commitment rather than work furlough status.

Other changes which have resulted from implementation of recommendations by external evaluators include upgraded case-recording and data collection procedures, more follow-up on clients, an increase in minority staff members, and revised screening procedures, to cite a few. A summary of former

recommendations and their implementation is included in the appendix with pertinent comments by the project director.

The following two recommendations made by external evaluators have not been implemented because of cost and staffing limitations: the program has not been relocated in "more appropriate quarters" with private rooms for work furlough participants; and alternatives to utilizing trustees in housekeeping services or housing trustees who work at Fairfield Correctional Institution elsewhere have not been implemented. A third recommendation, to hire a part-time Statistician/Researcher, had been implemented but this function has since been assumed by other project staff.

Recommendations

Only two recommendations are made as a result of this study. The Work Furlough Project has been assessed as a project of high quality which has proven its cost-effectiveness and value to the community at large as well as to work furloughees and their families. It has served as a model project for those in other jurisdictions who have visited the project or requested information about it from staff. For these reasons, it is recommended that the project be institutionalized. In time, due consideration should be given to expansion of the program.

Secondly, the project staff should adopt the following definition of recidivism, promulgated by the National Advisory Council on Criminal Justice Standards and Goals: Recidivism should be considered as (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status.

APPENDIX A: Demographic and Other Data, 1975-76 Sample

DISTRIBUTION BY SEX, AGE AND RACEMales

<u>Age</u>	<u>White</u>	<u>Percent</u>	<u>Black</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
18-20	22	8.8	10	4.0	32	12.8
21-24	41	16.4	8	3.2	49	19.6
25-34	47	18.8	19	7.6	66	26.4
35-55	55	22.0	41	16.4	96	38.4
56+	3	1.2	4	1.6	7	2.8
TOTAL:	168	67.2	82	32.8	250	100.0

Black Males: Mean Age = 35.7 Years
 Mode = 48 Years (5 individuals)
 Range = 18-68 Years

White Males: Mean Age = 31.6 Years
 Mode = 22 Years (15 individuals)
 Range = 18-65 Years

All Males: Mean Age = 32.9 Years
 Mode = 22 Years (17 individuals)

Females

<u>Age</u>	<u>White</u>	<u>Percent</u>	<u>Black</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
18-20	2	5.9	1	2.9	3	8.8
21-24	3	8.8	11	32.4	14	41.2
25-34	3	8.8	5	14.7	8	23.5
35-55	4	11.8	5	14.7	9	26.5
56+	0	0	0	0	0	0
TOTAL:	12	35.3	22	64.7	34	100.0

Black Females: Mean Age = 28.7 Years
 Mode = 23 Years (5 individuals)
 Range = 20-54 Years

White Females: Mean Age = 29.8 Years
 Mode = 20, 28 Years (2 individuals)
 Range = 20-50 Years

EDUCATION: DISTRIBUTION BY RACE

Males

	White Males	% Of Males	% Of White Males	Black Males	% Of Males	% Of Black Males	Total	% Of Sample
0-6	9	3.6	5.3	11	4.4	13.4	20	8.0
7-9	30	12.0	17.9	23	9.2	28.1	53	21.2
10-12	102	40.8	60.7	42	16.8	51.2	144	57.6
13-14	18	7.2	10.7	5	2.0	6.1	23	9.2
15-16	9	3.6	5.4	1	0.4	1.2	10	4.0
TOTAL:	168	67.2	100.0	82	32.8	100.0	250	100.0
12	61	24.4	36.3	14	5.6	17.1	75	30.0
13+	27	10.8	16.1	6	2.4	7.3	33	13.2
16	5	2.0	3.0	0	0	0	5	2.0

Black Males: Mean Education = 9.3 Years
 Mode = 10 Years (18 Individuals)
 Range = 0-15 Years

White Males: Mean Education = 10.9 Years
 Mode = 12 Years (61 Individuals)
 Range = 0-16 Years

All Males: Mean Education = 10.4 Years

Females

	White Females	% Of Females	% Of White Females	Black Females	% Of Females	% Of Black Females	Total	% Of Sample
0-6	0	0	0	1	2.9	4.5	1	2.9
7-9	4	11.8	33.3	3	8.8	13.6	7	20.6
10-12	6	17.6	50.0	15	44.1	68.2	21	61.8
13-14	1	2.9	8.3	1	2.9	4.5	2	5.9
15-16	1	2.9	8.3	2	5.9	9.1	3	8.9
TOTAL:	12	35.2	100.0	22	64.6	100.0	34	100.0
12	6	17.6	50.0	6	17.6	27.0	12	35.2
13+	2	5.9	16.7	3	8.8	13.6	5	14.7
16	1	2.9	9.1	2	5.9	9.1	3	8.8

Black Females: Mean Education = 11.0 Years
 Mode = 12 Years (6 Individuals)
 Range = 3-16 Years

White Females: Mean Education = 11.4 Years
 Mode = 12 Years (6 Individuals)
 Range = 9-16 Years

All Females: Mean Education = 11.12 Years

TABLE 29

SKILL LEVELMales

<u>Skill Level</u>	<u>White Males</u>	<u>Percent</u>	<u>Black Males</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
Professional	6	2.4%	-	-	6	2.4%
Skilled	72	28.8%	26	10.4%	98	39.2%
Semi-Skilled	58	23.2%	33	13.2%	91	36.4%
Unskilled	16	6.4%	20	8.0%	36	14.4%
N/A	16	6.4%	3	1.2%	19	7.6%
TOTAL:	168	67.2%	82	32.8%	250	100.0%

Females

<u>Skill Level</u>	<u>White Females</u>	<u>Percent</u>	<u>Black Females</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
Professional	2	5.9%	1	2.9%	3	8.8%
Skilled	2	5.9%	2	5.9%	4	11.8%
Semi-Skilled	5	14.7%	9	26.5%	14	41.2%
Unskilled	3	8.8%	10	29.4%	13	38.2%
TOTAL:	12	35.3%	22	64.7%	34	99.0%

TABLE 30

MARITAL STATUSMales

<u>Status</u>	<u>White Males</u>	<u>Percent</u>	<u>Black Males</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
Married	85	34.0%	42	16.8%	127	50.8%
Single	36	14.4%	20	8.0%	56	22.4%
Widowed	1	.4%	1	.4%	2	.8%
Divorced	36	14.4%	7	2.8%	43	17.2%
Separated	8	3.2%	6	2.4%	14	5.6%
Common Law	2	.8%	6	2.4%	8	3.2%
TOTAL:	168	67.2%	82	32.8%	250	100.0%

Females

<u>Status</u>	<u>White Females</u>	<u>Percent</u>	<u>Black Females</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
Married	3	8.8%	4	11.8%	7	20.6%
Single	2	5.9%	10	29.4%	12	35.3%
Widowed	-	-	1	2.9%	1	2.9%
Divorced	3	8.8%	2	5.9%	5	14.7%
Separated	3	8.8%	5	14.7%	8	23.5%
Common Law	1	2.9%	-	-	1	2.9%
TOTAL:	12	35.2%	22	64.7%	34	99.9%

TABLE 31

DEPENDENTS.. Males

<u>Number Dependents Other Than Self</u>	<u>White Males</u>	<u>Percent</u>	<u>Black Males</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
0	55	22.0%	18	7.2%	73	29.2%
1-2	72	28.8%	21	8.4%	93	37.2%
3-4	31	12.4%	32	12.8%	63	25.2%
5-8	9	3.6%	10	4.0%	19	7.6%
N/A	1	.4%	1	.4%	2	.8%
TOTAL:	168	67.2%	82	32.8%	250	100.0%

Average Number of Dependents Per Black Male = 2.4

Average Number of Dependents Per White Male = 1.6

Percent of Black Males With Dependents = 76.8%

Percent of White Males With Dependents = 67.3%

Females

<u>Number Dependents Other Than Self</u>	<u>White Females</u>	<u>Percent</u>	<u>Black Females</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
0	8	23.5%	6	17.6%	14	41.2%
1-2	3	8.8%	8	23.5%	11	32.4%
3-4	1	2.9%	7	20.6%	8	23.5%
5-8	-	-	1	2.9%	1	2.9%
TOTAL:	12	35.2%	22	64.6%	34	100.0%

Average Number of Dependents Per Black Female = 1.8

Average Number of Dependents Per White Female = 1.5

Percent of Black Females With Dependents = 72.7%

Percent of White Females With Dependents = 33.3%

TABLE 32

COMMITMENT OFFENSES OF 1975-76 F. C. I. SAMPLES

<u>Commitment Offenses</u>	<u>Males</u>	<u>Percent</u>	<u>Females</u>	<u>Percent</u>
Alcohol-Related Offenses	148	42.0%	9	17.3%
Leaving Scene Of Accident	7	2.0%	-	-
Driving With License Suspended/Revoked	69	19.6%	9	17.3%
Reckless Driving	7	2.0%	9	17.3%
Assault/Battery	4	1.1%	1	1.9%
Violation of Probation	10	2.8%	-	-
Breaking & Entering	17	4.8%	-	-
Forgery	2	0.6%	6	11.5%
Drug-Related Offenses	13	3.7%	1	1.9%
Carrying Concealed Weapon	2	0.6%	-	-
Resisting Arrest	-	-	-	-
Grand Larceny	9	2.6%	-	-
Petit Larceny	6	1.7%	1	1.9%
Robbery	7	2.0%	-	-
Worthless Checks	8	2.3%	5	9.6%
Possession Stolen Property	5	1.4%	2	3.8%
Receiving Stolen Property	5	1.4%	-	-
Auto Theft	-	-	-	-
Shoplifting	2	0.6%	3	5.8%
Welfare Fraud	-	-	5	9.6%
Disposing of Property Under Lien	-	-	1	1.9%
Other Offenses	31	8.8%	-	-
Total:	352	100.0%	52	99.8%

Note: Many participants had been convicted of multiple offenses.

TABLE 33

PREVIOUS ARRESTS

<u>Number Of Prior Arrests</u>	<u>Number Of Males</u>	<u>Percent Of Males</u>	<u>Number Of Females</u>	<u>Percent Of Females</u>	<u>Total</u>	<u>Percent</u>
0	10	4.0%	5	14.7%	15	5.3%
1-4	117	46.8%	17	50.0%	134	47.2%
5-9	81	32.4%	9	26.5%	90	31.7%
10-14	21	8.4%	1	2.9%	22	7.7%
15-19	11	4.4%	1	2.9%	12	4.2%
20-24	3	1.2%	1	2.9%	4	1.4%
25+	7	2.8%	0	-	7	2.5%
TOTAL:	250	100.0%	34	99.9%	284	100.0%

MEAN: Male Sample: 6.38
 Female Sample: 4.38
 Total Sample: 6.14

MODE: Male Sample: 2
 Female Sample: 3
 Total Sample: 2

TABLE 34

FCI PLACEMENT STATUS AND POST-FCI RECIDIVISM

		FCI Placement Status									
		PRE-RELEASE				NON PRE-RELEASE				TOTAL	
		Male	Percent	Female	Percent	Male	Percent	Female	Percent	Total	Percent Male/Female
Recidivists	Male Felon	10	20.4%			11	5.5%			21	8.4%
	Male Misdemeanant	17	34.7%			62	31.0%			79	31.7%
										Subtotal (Males)	100
	Female Felon			1	25.0%			4	13.3%	5	1.4%
Non-Recidivists	Female Misdemeanant			1	25.0%			4	13.3%	5	1.4%
										Subtotal (Females)	10
	Males	22	44.9%			127	63.5%			149	59.8%
	Females			2	50.0%			22	73.3%	24	7.4%
TOTAL:	Males	49	100.0%			200	100.0%			249	100.0%
	Females			4	100.0%			30	100.0%	34	10.0%
										283	

TABLE 35

MAJOR OFFENSE OCCASIONING FCI PLACEMENT AND POST FCI RECIDIVISM

		SUBSTANCE								NON-SUBSTANCE				TOTAL	
		Alcohol				Other Drug									
		Male	Per- cent	Fe- male	Per- cent	Male	Per- cent	Fe- male	Per- cent	Male	Per- cent	Fe- male	Per- cent	Total	Percent Male/Female
Recidivists	Male Felon	7	4.7%			1	7.1%			13	14.4%			21	8.4%
	Male Misdemeanant	48	32.7%			7*	50.0%			26	28.9%			79	31.7%
	Subtotal (Males) 100														
	Female Felon			1	12.5%			1	50.0%			3	12.5%	5	14.
	Female Misdemeanant			3	3.8%			0	-			2	8.3%	5	14.
		Subtotal (Females) 10													
Non-Recidivists	Males	92	62.6%			6	42.9%			51	56.7%			149	59.8%
	Females			4	50.0%			1	50.0%			19	79.2%	24	70.
TOTAL:	Males	147	100.0%			14*	100.0%			90	100.0%			249	100.0%
	Females			8	100.0%			2	100.0%			24	100.0%	34	100.
														283	

Note*Includes 2 males who were placed at FCI for both alcohol-related offense(s) and other drug-related offense(s).

TYPE OF TERMINATION AND POST-FCI RECIDIVISM

Type of FCI Termination

		RELEASED				REMOVED				TOTAL	
		Male	Percent	Female	Percent	Male	Percent	Female	Percent	Total	Percent Male/Female
29 Recidivists	Male Felon	14	6.2%			7	28.0%			21	8.4%
	Male Misdemeanant	73	32.6%			6	24.0%			79	31.7%
	Subtotal (Males)									100	
	Female Felon			3	10.7%			2	33.3%	5	14
Non-Recidivists	Female Misdemeanant			5	17.9%			0	-	5	14
	Subtotal (Females)									10	
	Males	137	61.2%			12	4.8%			149	59.8%
	Females			20	71.4%			4	66.7%	24	70
TOTAL:	Males	224	100.0%			25	100.0%			249	100.0%
	Females			28	100.0%			6	100.0%	34	100
										283	

TABLE 37

LENGTH OF FCI TERM AND POST-FCI RECIDIVISM

		FCI Term									
		LESS THAN 30 DAYS				30 DAYS OR MORE				TOTAL	
		Male	Percent	Female	Percent	Male	Percent	Female	Percent	Total	Percent Male/Female
Recidivists	Male Felon	6	4.6%			15	12.6%			21	8.4%
	Male Misdemeanant	37	28.5%			42	35.3%			79	31.7%
								Subtotal (Males)		100	
	Female Felon			2	12.5%			3	16.7%	5	14
Non-Recidivists	Female Misdemeanant			1	6.3%			4	22.2%	5	14
								Subtotal (Females)		10	
	Males	87	66.9%			62	52.1			149	59.8%
	Females			13	81.3%			11	61.1	24	70
TOTAL:	Males	130	100.0%			119	100.0%			249	100.0%
	Females			16	100.0%			18	100.0%	34	100
										283	

APPENDIX B : Report on Implementation of
Previous Recommendations

RESPONSES OF PROJECT DIRECTOR TO RECOMMENDATIONS
FROM EVALUATION BY OFFICE OF CRIMINAL JUSTICE PLANNING IN 1974

1. Initiate record keeping procedures that will enable staff to have knowledge of:
- a) Cost per client per day;
 - b) Percent of population by grouping (first offender, revolving door, pre-release)
 - c) Recidivism rate (current);
 - d) Profile of client;
 - e) Correlation between type of client and recidivism rate;
 - f) Percent inmates placed in higher paid and/or more advanced positions than previous employment.

 X Implemented Partially Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

- a) The cost per client, per day is reported in the Fairfield Correctional Institution Monthly Report.
- b) The percent of population by grouping is recorded on the Fairfield Correctional Institution demographic forms.
- c) Current recidivism rates are reported in the Quarterly Report.
- d) A complete profile of each client is kept in each individual file.
- e) "Type of Client" correlations have been found between alcohol offenders and recidivism and other profiles known to staff members.
- f) The percent of inmates placed in higher paid and/or more advanced positions than previous employment are recorded on the Fairfield Correctional Institution demographic forms.

2. Alter the nature of the population of Fairfield House by admitting a larger number of non-alcoholic offenders. Thus, more people in the high-risk category will be accepted for the normal 90 day period rather than in the pre-release status.

 X Implemented Partially Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Multiple offender rapists, child molesters and those with extremely violent histories continue to be excluded since the public safety remains the first priority in Work Furlough selection procedures. Since 1974 increasing numbers of persons convicted of offenses such as assault on a Police Officer and narcotics offenses have participated in Work Furlough. These developments are reflected in the population of Work Furlough residents in residence August 30, 1978. Twenty-nine residents had been sentenced for felonies and 17 for misdemeanors of which 10 were for alcohol-related offenses.

In 1975 there were only 479 week-end commitments at Fairfield Correctional Institution. In 1976 there were 987 week-end commitments, a 100% increase and most of these were alcohol offenses. This increase in the number of alcohol related offenders being sentenced to weekends rather than Work Release has been steady right up to the present time. Along with it, there was a steady decrease in the number of alcohol offenders on Work Furlough.

The project's statistics for the period October 1, 1977-September 30, 1978 revealed 607 or 70 percent of the commitment offenses of work furlough participants had been misdemeanors; 257 or 30 percent were felonies.

3. Arrange for specific individual counseling sessions at least once a week with each inmate.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Both informal and structured counseling sessions have demonstrated value and are regularly conducted by Work Furlough staff. There is no need for a "list of inmates receiving counseling services" since all of them do. Reference to individual files will reveal the number, type and frequency of such services. It is a rare event when a resident is involved in counseling session only once a week. Since 1975, all counselors have individual offices separated from administrative work areas.

4. Initiate follow-up procedures on all clients. Utilize existing correctional officers assigned to Fairfield House to conduct this follow-up.

☐ Implemented ☒ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Follow-up of former Work Furlough participants is necessarily limited to the 30, 60 and 90 day telephone contacts to gather data on job retention and recidivism. Data gathering uniformity lacking.

5. Work with existing job development programs to enable job placement counselor more time to work with inmates.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Our experience over the past six years has demonstrated that existing job development programs such as that of F.S.E.S., Walnut House, FJC Job Seekers, Urban League, etc., though effective with other populations, have met with little success in finding jobs for our Work Furlough participants who have often been referred to them. Our own job development efforts at Fairfield Correctional Institution have been responsible for 98% of all Work Furlough participant job placements. If a "central job development center" is ever implemented, we would welcome "becoming a member."

6. Initiate "Employer Contact" forms to enable staff to have current knowledge of employer's attitudes as well as employee's attitudes concerning employment positions.

☐ Implemented ☒ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Such forms are unnecessary and would duplicate existing forms in use by Work

Furlough. Employer satisfaction/employee satisfaction is routinely determined and recorded by our officers and counselors during job-site visits to current employers. Prospective employers contacted in the process of locating job interviews number in the thousands in any given year. Our job resource file contains information on over 2000 employers. We receive constant feedback on employer/employee satisfaction which is almost always favorable.

Use of these forms apparently had been recommended to improve job development in quantity and quality goals. In general, we continue to meet these goals. Over 85% of all unemployed Work Furlough participants have been placed in jobs and most of the jobs have been as good, or better, than the participants' previous employment.

7. Improve current job placement so that inmates have meaningful employment. Efforts should be made to place inmates in better, higher paid positions than his most recent past employment. It should be noted here that this has been written into the 1974 LEAA grant as a measurable objective.

X Implemented _____ Partially Implemented _____ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

About half the number of new Work Furlough Participants come to us already established in jobs they want to stay with. Others who are unemployed and have a marketable skill are, for the most part, placed in jobs within their area of experience with wages similar to their previous employment. Still others arrive unemployed with no marketable skills and poor work histories. Such persons receive vocational counseling and referral for vocational training; efforts are made to find them the best job possible.

For the 39 persons working on August 31, 1978 in the program:

- a) 28 were employed at the same job as previous to Work Furlough and all were at the same or higher wages. Average wage was \$4.13.
- b) Of the 11 people who arrived here unemployed but are now working different jobs than those held previously: Average wage previous job was \$4.21 and average wage Work Furlough job was \$4.56. Of these 11 people 7 were employed in jobs with higher wages: Previous average wage was \$4.08 and Work Furlough average wage was \$5.24. Four were employed in jobs with lower wages: Previous average wage was \$4.36 and Work Furlough average wage was \$3.38. Finally, for all 39 persons who were working on August 31, 1978 in the program: Average wage prior to Work Furlough was \$4.05 and Work Furlough average was \$4.25.

8. Bring on-site job visits up to 100%.

X Implemented _____ Partially Implemented _____ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

No comment.

9. This team concurs with Fairfield in that it needs a part-time position entitled Statistician/Researcher.

 Implemented X Previously Implemented But Not Implemented Currently

COMMENTS BY PROJECT DIRECTOR:..

There is no longer a need for this position since data collection is now adequately handled by existing staff.

10. Maintain the "pre-release" correctional officer on a permanent basis at Fairfield, rather than on a rotational basis.

 X Implemented Previously Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

There is now a full-time permanent person filling the "pre-release" Correctional Officer position.

11. Reinstate recidivism survey with assistance from Identification Section of the Sheriff's Office.

 X Implemented Previously Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Reinstate recidivism survey. The Identification Section of the Sheriff's Office and Work Furlough have been gathering and reporting recidivism data continuously since 1975. This data is presented in quarterly and final reports.

12. Include Work Release background information on initial application given to all incoming inmates at Correctional Institution (Prison Farm) by classification officer.

 X Implemented Previously Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Applicants no longer meet Board, but do get a copy of rules and fact sheet at time of initial interview before selection decision.

13. Make contact with Jacksonville Public Library to initiate library service to inmates, especially trustees, at Fairfield House.

COMMENTS BY PROJECT DIRECTOR:

Fairfield Correctional Institution has had its own library since 1975. Also Public Library Bookmobile is scheduled to come to Fairfield Correctional Institution on a regular basis.

14. Begin use of volunteers to work with and assist inmates.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Fairfield has used many volunteers, one of whom has been here for three years. We also use Learn To Read tutors, both inmates and private citizens.

15. Allow "yard visiting" for inmates and families on visiting days.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Fairfield has had "yard visiting" since 1975.

16. Install vending machines in correctional officer's office to allow inmates and staff access to candy, cokes, and cigarettes.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

Fairfield has four vending machines.

REPORT BY PROJECT DIRECTOR TO RECOMMENDATIONS
FROM 1975 EVALUATION BY BUSHER AND WAYSON

1. At the time each Work Furlougee is terminated from the program, the Client Service Counselor assigned dictate into the furlougee's case folder an assessment of the man's adjustment while in Work Furlough status, including but not limited to the extent to which he:
- a) Succeeded in achieving any goals checked on his Goal Preference Checklist;
 - b) Satisfied his employer with his work performance;
 - c) Established or re-established himself with his family, school, and/or friendship group;
 - d) Improved his economic situation; and
 - e) Reduced the pressures which appeared to have contributed to his previous criminal behavior.

The final entry in the folder should also include:

- a) What measures, if any, were taken to assure that the furlougee would have ongoing access to rehabilitation resources and to professional supervision at the level requested or required; and
- b) A summary of his total earnings, taxes withheld, and city reimbursement and dependent support monies paid.

 X Implemented Partially Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

All of the information recommended to be included in each casefolder is now routinely noted and is retrievable from within each case folder.

2. Monthly summaries for the Work Furlough Program report both the number of days the Work Furlough population were assigned to the program and the number of days Work Furlougees actually worked at paid employment.

 Implemented X Partially Implemented Not Implemented

COMMENTS FROM PROJECT DIRECTOR:

At the time this recommendation was made Work Furlough participants were charged a flat rate of \$4.00 per working day. At the present time, Work Furlough participants pay 25% of their gross income for room and board. Monthly summaries for Work Furlough participants do reflect amount of board charged per month for each individual as well as the total for all participants.

3. Working definitions be prepared for all terms used in establishing categories for classifying persons, events, or statuses for statistical purposes.

 X Implemented Partially Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

All such definitions are contained with the Fairfield Correctional Institution Policy and Procedures Manual available to all Fairfield Correctional Institution staff.

4. Inductees be involved more actively during the group meeting phase of their orientation to Fairfield House and the Work Furlough Program.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR

To the most practical degree new Work Furlough participants actively participate in orientation groups through discussion, question and answer sessions and problem solving exercises. The largest part of the orientation process, however, is necessarily through the lecture method. Rules and regulations are required to be read verbatim as well as being explained through examples, details and answering questions.

5. The Program Director prepare brief narrative summaries to accompany the monthly statistical reports containing:

- a) An analysis of any noteworthy data;
b) Some administrative or program event of unusual consequence and/or
c) Some furlougee's achievement deserving of special attention.

☐ Implemented ☒ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR

Narrative comments frequently accompany monthly statistical reports. Such comments also accompany weekly inspection reports. Quarterly, semi-annual, and annual reports also contain a great deal of narrative summaries of the nature recommended.

6. The staff of Fairfield House prepare a small booklet for distribution to all sentenced prisoners which sets forth in easily readable form the responsibilities and privileges inherent in work furlough status and a description of the routine and activities involved in program participation. The major purposes of the booklet should be countering of misinformation about the program circulated by inmates and the development of a more realistic view of the program requirements and opportunities.

☐ Implemented ☐ Partially Implemented ☒ Not Implemented
(In Planning Stage)

COMMENTS BY PROJECT DIRECTOR

This appears to be an excellent recommendation. Material for such a booklet has been prepared and it is anticipated that there may be sufficient monies in our next Work Furlough Grant to absorb the printing costs for the booklets.

7. As soon as the Work Furlough Program regains exclusive use of Fairfield House or moves to another facility reserved for its sole use, the terms "inmates" and "prisoner" be dropped in favor of such terms as "resident", "furloughees", and "participant" - such action to be taken toward the end of assisting the growth of a sense of self worth.

☒ Implemented ☐ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

The terms "resident" and "participant" have replaced "inmate" and "prisoner" in our literature, forms and conversation.

8. Case information is often insufficient to adequately serve the program staff's case decisionmaking requirements.

☐ Implemented ☒ Partially Implemented ☐ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

A new classification program involving psychological assessment is beginning at the Duval County Jail. With growth in this new program, additional classification and program decision making information will be available on Work Furlough applicants.

9. The heavy reliance on trustees for kitchen and housekeeping services introduces incompatible influences to the Work Furlough population unit.

☐ Implemented ☐ Partially Implemented ☒ Not Implemented

COMMENTS BY PROJECT DIRECTOR:

The great expense of hiring non-residents to perform housekeeping duties is prohibitive. Many Fairfield Correctional Institution trustees are eventually placed on Work Furlough. To house trustees in a separate location is also unmanageable, at present, because of our limited staff, time and money for transportation and additional housing space in an already overcrowded prison system.

Most Work Furlough participants have only Saturdays and Sundays off while very few are off during the week. A person serving a prison sentence should not, and in fact, can not be made to work beyond forty hours per week by Florida State Statutes, thus the recommendation to have Work Furlough participants perform housekeeping duties when not working is not a sound one.

At any one time the number of not-yet-employed Work Furlough participants seldom exceeds 3 or 4 making the suggestion that they can handle all the chores an impractical one.

10. The presence of trustees at Fairfield House and the resultant overcrowding denies Work Furlough Program participants the space, privacy, and program opportunities which are necessary for receiving full benefits of their work furlough status.

 Implemented Partially Implemented X Not Implemented

COMMENTS BY PROJECT DIRECTOR:

It is agreed that ideally each resident should have his own room. Since 1975, the average number of Work Furlough participants has increased and given the space limitations of the present facility, it would be necessary to reduce the Work Furlough population as well as the trustee population to produce the low population limits recommended. The recommended ideal of eighty square feet greatly exceeds the A.C.A. Minimum Standards of sixty square feet. The auditorium, library/classroom and conference room all are given over to maximum use for educational class groups, and individual treatment, visiting and recreational activities.

11. There is a marked disparity between the number of blacks represented in the Work Furlough population and the number serving in staff and decisionmaking positions.

 X Implemented Partially Implemented Not Implemented

COMMENTS BY PROJECT DIRECTOR:

As of this writing, 24% of the Fairfield Correctional Institution staff are black, two of whom are Work Furlough Counselors, who are also voting members of the Work Furlough Review Board. Additionally, the counselor from Jacksonville Drug Abuse Program, who is also on the Review Board and conducts treatment groups at Fairfield Correctional Institution, is black. All of these individuals are high functioning professionals with a sound knowledge of Jacksonville's Criminal Justice System.

APPENDIX C Standard CR 5.09: Jail Release Programs
from Florida's Criminal Justice
Standards and Goals

Standard CR 5.09

Jail Release Programs

Every jurisdiction operating locally based correctional facilities and programs for convicted adults should immediately develop release programs drawing community leadership, social agencies, and business interest into action with the criminal justice system.

1. Since release programs rely heavily on the participant's self-discipline and personal responsibility, the offender should be involved as a member of the program planning team.

2. Release programs have special potential for utilizing specialized community services to meet offenders' special needs. This capability avoids the necessity of service duplication within corrections.

3. Weekend visits and home furloughs should be planned regularly so that eligible individuals can maintain ties with family and friends.

4. Work release should be made available to persons in all offense categories who do not present a serious threat to others.

5. The offender in a work-release program should be paid at prevailing wages. The individual and the work-release agency may agree to allocation of earnings to cover subsistence,

transportation cost, compensation to victims, family support payments, and spending money. The work-release agency should maintain strict accounting procedures open to inspection by the client and others.

6. Program location should give high priority to the proximity of job opportunities. Various modes of transportation may need to be utilized.

7. Work-release may be operated initially from an existing jail facility, but this is not a long-term solution. Rented and converted buildings (such as YMCA's, YWCA's, motels, hotels) should be considered to separate the transitional program from the image of incarceration that accompanies the traditional jail.

8. When the release program is combined with a local correctional facility, there should be separate access to the work-release residence and activity areas.

9. Educational or study release should be available to all inmates who do not present a serious threat to others. Arrangements with the local school district and nearby colleges should allow participation at any level required (literacy training, adult basic education, high school or

general educational development equivalency, and college level).

10. Arrangements should be made to encourage offender participation in local, civic and social groups. Particular emphasis should be given to involving the offender in public education and the community in corrections efforts.

EXISTING SYSTEM

This standard is partially implemented. In the 1975 Rules and Regulations of the Department of Offender Rehabilitation, Rule 10B-17.10 states that work and study release, as authorized by statutes should be encouraged.

A questionnaire was recently administered to local facilities throughout Florida by the staff of the Governor's Commission on Criminal Justice Standards and Goals. An analysis and evaluation is being done and the results will be available in a supplemental report. A preliminary assessment of a sample of questionnaires indicates that only a few of the facilities have study release programs and a small minority have work-release programs. None of the facilities in the sample offered a weekend furlough program. In the work-release programs, the money earned is held at the facility, sent to the inmates' homes or deposited in a savings account at a local bank.

In the Florida 1976 State Comprehensive Plan for Criminal Justice, the data indicates that out

of 137 county and municipal facilities reporting, only 13 claimed operation of a work-release program, and a mere 4 report a study release program. Programs directly related to work and study releases were also sparsely reported; 6 facilities offer vocational training; 13 offer some type of general educational program; and 3 use prisoners to do county road work.

IMPLEMENTATION STRATEGY

It is evident that in order to fully implement this standard local facilities must develop weekend furlough programs and work-release programs for eligible inmates. In the development of these programs, input from appropriate community agencies is needed. Funding should come from local and federal sources. Cost data is currently unavailable.

The Department of Offender Rehabilitation states that it does inspect educational and work programs, but that it does not have the authority to compel local facilities to utilize these programs. In order to implement Standard CR 5.03 and, therefore, compliance with this standard, amendments to Florida Statute 951.2 (Section 2b) are needed to include work-release and study release programs.

The Corrections Task Force designated this standard to receive priority emphasis for implementation in fiscal year 1976.