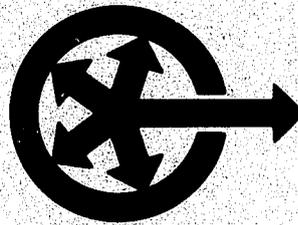


**EVALUATION
OF**

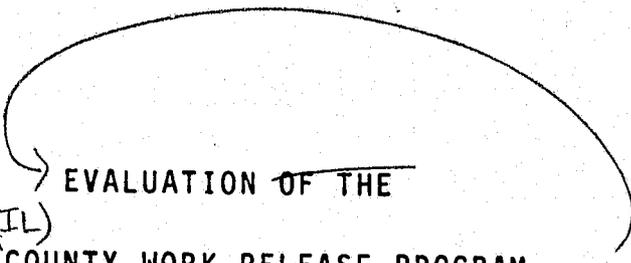
LAKE COUNTY WORK RELEASE PROGRAM



SEPTEMBER, 1975

29638

Evaluation ; Loan ⑤



EVALUATION OF THE
(IL)
LAKE COUNTY WORK RELEASE PROGRAM
))

E.J. LaMagdeleine
Sheriff

Robert H. Corder
Chief Deputy

Stanley Schabowicz
Program Director

September, 1975

FOREWORD

This monograph deals with the evaluation of the Lake County Work Release Program as is required by the terms of the Illinois Law Enforcement Commission, Grant #1196. It covers a one year period from April, 1974, to April, 1975, thus ending the three years of ILEC funding of the program.

Included is a discussion of the history of the Lake County Work Release Program as it operated out of the Lake County Jail from April, 1972, to April, 1975. The program objectives and relevant statistical data from the first, second, and third year evaluation reports have been used for comparison whenever applicable. An appendix has been added to the evaluation; it describes the attainment of the separation of the program from the County Jail. As of June, 1975, the program has been operating from a reconstructed facility at Camp Logan, Zion, Illinois.

ACKNOWLEDGMENTS

The Lake County Work Release Program is a network of relationships that encompass a large number of people who believe in an alternative to traditional correctional methods. Since April, 1972, the program's organizational constraints have taken a variety of forms, these include the separation of the program from the County Jail and its transfer to a new housing facility at Camp Logan.

The program could not have been developed and implemented without the expressed or implied interest of the past and present Sheriff, nor could it have survived without the support of the Lake County Board members.

I wish to acknowledge the valuable contribution we have received from the judges of the 19th Judicial District, the State's Attorney Office, the Division of Vocational Rehabilitation, and the Illinois Department of Correction. We are especially grateful to the Illinois Law Enforcement Commission who funded the program for the first three years.

Finally, specific acknowledgment is made to my staff for their support and assistance; without them the program would never have come to fruition.

-Stanley Schabowicz-

TABLE OF CONTENTS

	<u>Page</u>
Foreword	ii
Acknowledgment	iii
I. Introduction	
A. Background of the Program	1-4
B. Program Objectives	4-5
C. The Value of Work Release	5-6
II. The Work Release Individual	
A. Data Qualifications	6-7
B. The Work Release Process	7-8
C. A Composite Profile of an Inmate	8-10
D. Type and Length of Sentence	10-12
III. Meeting Program Objectives	
A. Youthful and First Time Offender	12-13
B. Employment Effectiveness	14-15
C. Salaries and Wages	15-17
D. Job Location and Transportation	17
E. Contribution to the Support of the Family	18-19
F. Community Resources for Educational and Medical Treatment	19-21
IV. Community Protection	
A. Community Safety	21
B. Successful and Unsuccessful Completion of the Program	21-22
C. Characteristics of Unsuccessful Completions	23-24
V. Financial Effectiveness	24-25

APPENDIX

Purpose	1
Administration	1-2
Organization and Staffing	2-5
Cost Operation of the Camp Logan Facility	5-8
Cost Comparison of Various Work Release Programs	9-11

TABLES

	<u>Page</u>
I. Illinois Law Enforcement Commission Grant Award Breakdown	3
II. A Composite Profile of an Inmate	8
III. Distribution by Sex	9
IV. Crime Classification of Offenses	10
V. Type of Sentence	10
VI. Length of Jail Sentence	11;
VII. Distribution by Age	13
VIII. Distribution by Racial Composition	13
IX. Employment Status prior to Sentencing	14
X. Employment Status during Sentencing	16
XI. Educational Level of Inmates	19

CHARTS

	<u>Page</u>
I. Community Interaction	20
II. Floor Plan of Facility (Appendix)	3

EVALUATION OF THE LAKE COUNTY WORK RELEASE PROGRAM

I. INTRODUCTION

Tradition required that prisons and jails merely hold prisoners until ordered to release them; statistics, however, have shown that such institutions actually bred more crime than what was supposedly prevented. Correctional innovations originated slowly through rational processes in criminology and criminal law. With the development of alternatives to traditional incarceration, relationships within the correctional process have been reshaped into new forms that presumably will be more suited to solving the problems regarding crime as a social phenomenon. Such movements utilize a variety of methods in penology epitomized by the words diversion, minimum penetration into the system, and community-based corrections. The latter, namely, work release, offers one of the soundest possibilities for transitions within the system through the linking of the correctional process and the community.

A. Background of the Program

In 1967 the Illinois legislature passed a law, effective January 1, 1969, that authorized court judges committing persons to any institutional setting the discretion to allow that person to leave the jail for purposes of employment. This law also included release time for "housekeeping, seeking work, attending school, or receiving medical treatment." Thus, the law enabled Illinois jails to design work release programs not only for those individuals sentenced for non-support but for sentenced misdemeanants as well.

In 1971 the law was amended (Chapter 75, Jails and Jailers, Illinois Revised Statutes) to expand the population eligibility for work release. The judiciary was authorized to place individuals convicted of any crime on work release. In addition, the law stated that should a prisoner be unemployed, the court could order the Sheriff to make every reasonable effort to secure work for him, and when necessary, provide transportation to and from his place of employment. After a person was gainfully employed, he was obligated to pay an amount not to exceed \$3.50 per day for room and board in the jail.

The New Illinois Code of Correction (Chapter 38, Criminal Law and Procedure, Article 7, Illinois Revised Statutes) effective January 1, 1973, permitted an increase in the amount paid for room and board to \$5 per day. The Code of Corrections also enabled the employer to pay the inmate directly rather than the previous practice of sending the check to the Clerk of the Circuit Court.

Currently, the person turns in his check to the work release staff who are responsible for the disbursement of monies for board fees, travel expenses, incidental expenses, dependents, court costs, and any additional costs. Any remaining balance is kept in the Office of the Circuit Clerk in a holding account and paid to the inmate upon his discharge from work release.

Though the law laid the basic groundwork for the program, prior to April, 1972, work release or "day parole" in Lake County was functioning under less than desirable conditions. The official ledger at the Lake County Jail indicates that from 1969 to 1971 a total of 43 inmates were assigned work release status, however, no records were kept on the inmates. Consequently, prior to this three year

period, personal history records, administrative documents on inmate supervision, or employment status checks are absent. Standard operating procedures and rules which an inmate had to follow during release time were also lacking. Because staff supervision of work release inmates was nonexistent, individuals abused privileges by failing to follow their court orders.

The present Lake County Work Release Program was adopted on April 1, 1972, after the Illinois Law Enforcement Commission (ILEC) awarded a three year grant. Following is a breakdown of the three year funding.

TABLE I
ILLINOIS LAW ENFORCEMENT COMMISSION
Grant Award Breakdown

Grant Period	Awarded	Source of Funds
April 1, 1972-April 30, 1973	\$ 24,800 <u>37,770</u> 62,570	Federal/State County "in-kind"*
April 15, 1973-April 14, 1974	18,600 <u>16,263</u> 34,863	Federal/State County "in-kind"*
April 1, 1974-March 31, 1975	12,350 <u>650</u> 13,000	Federal/State County "hard-cash match"***

*In-kind funds include personnel, office space, use of office equipment
**Hard cash match is cash money designated by the County to be used for grant purposes only

From April, 1972, to June 16, 1973, work release inmates were housed on a special tier at the County Jail. However, because of overcrowded conditions at the facility, the inmates were temporarily housed with the other jail population. In June of 1975 the program took on a new dimension with the relocation at Camp Logan in Zion,

Illinois. The refurbished facility has a housing capacity for 31 persons, 3 women and 28 men. (See Appendix)

B. Program Objectives

Innovations in correctional design have included transferring accountability and responsibility from the federal/state agencies to the community level. The Lake County Work Release Program was established in response to such a shift as it became increasingly evident that within the county there existed a need for a community-based correctional alternative other than jail. The third year goals and objectives of the program were designed to fulfill this need. The objectives are arranged in a hierarchical fashion in order from the most immediate to the most long-range.

Ultimate Objective: *To prevent, control, and/or reduce future criminal behavior*

Intermediate Objective: *To provide rehabilitation programs to criminal offenders and to reintegrate a person into the community as a productive and law-abiding person*

Enabling Objective: *To cooperate with all agencies within the criminal justice system and to utilize their services and other available community resources*

Immediate Objective: *To protect the community from additional criminal acts during the correctional process; to relieve the overcrowded conditions of the Lake County Jail; to serve as a non-secure housing facility that is an alternative to penal confinement at the jail; to permit a convicted person to retain his/her employment; to pay his/her debts and to contribute to the support of his/her family while serving a sentence.*

While the reduction of future crime is the ultimate objective for most correctional programs, the means of achieving such a goal are varied. With increased use of community-based corrections, the

Lake County Work Release Program approaches this goal through the maximum utilization of such resources to develop effective programs that deal with the offender's successful and safe reintegration back into the community. Positive completion of each objective enhances the ultimate goal of reduced criminal behavior. In this manner the program's objectives are linked and forged together with the community in every phase of its operation.

C. The Value of Work Release

With growing citizen awareness, accountability has become a key word in governmental agencies. Evaluation in this term focuses primarily on the monetary and material benefits of the service being offered to the public sector. Concrete evidence and tangible results, however, are incomplete by themselves when dealing with a social service agency such as work release.

Our three year statistical data indicates that the most efficient and effective method of reintegrating an offender back into the community is through employment. By maintaining this stability, the individual is able to support himself and his family thus avoiding undue financial stress. By motivating the offender through the incentive of a day's work for a day's pay, he is closer to an orderly social life. According to our American economic philosophy, employment is a necessary convention of life.

Holding a steady job is an important factor in determining whether an offender will become involved in a criminal activity again. In the day-to-day activities within the community, the individual is required to make decisions for his own behavior. Instead of a brutalized attitude experienced during confinement, the individual has an opportunity to regain his self-esteem and dignity by assuming his daily

responsibilities.

Crime is a collection of troubles for the offender who reaps the legal penalties and the community who experiences the financial loss and erosion of trust caused by crime. The cost of supporting such a system, however, is reduced by promoting a work release program. The mandatory \$5 per day board fee along with federal and state taxes generates a money flow back into the economic system. (See Appendix) For the short-term offender, the program forces him to become a paying member of society; no longer is the community forced to underwrite the full cost of supporting such a system. Through such an approach, emphasis has been placed on a common-sense awareness of the problem that is advantageous to the offender as well as the community.

II. THE WORK RELEASE INDIVIDUAL

A. Data Qualifications

The collection of reliable and accurate data is the basis of any evaluation. Unfortunately, a comprehensive data collection tool has not been developed; therefore, the data described is limited to the information from inmates' files, probation pre-sentence investigations, interviews with staff members, jail records, and criminal records compiled by the Lake County Sheriff's Department.

The reliability of the data concerning social and demographic characteristics of the inmate population is questionable. For the most part, this type of information was obtained from the inmates themselves at the time of their initial interview. Verification of all personal data on the inmates was not feasible during the three year period.

Information concerning offenses and sentences was obtained through the States Attorney's Office and the Circuit Clerk's Office, while employment data was verified by the work release staff at the time the inmate was placed on the program. Data regarding past criminal records were compiled from the Sheriff's Department and the Illinois and federal crime reports. We planned for a comprehensive follow-up study on former inmates to determine the number of individuals reintegrated successfully into the community, however, the lack of resources prevented such an evaluation and we were forced to depend on the records of law enforcement agencies.

B. The Work Release Process

After the court had sentenced an offender to work release, an interview was initiated by a work release coordinator. Areas covered encompassed personal, marital, family, education and employment history, health and mental background, financial obligations, and previous offense record. Arrangements were made for travel procedures and time limits to and from the place of employment if the inmate was employed. The coordinator collected information on acquired job skills and discussed alternatives for upgrading present employment. In this way the interview became the starting point for the coordinator to determine the inmate's needs and to plan a course of action providing educational, psychological, or medical services according to those needs.

If an inmate was unemployed, the staff concentrated on obtaining employment. This type of focus tended to increase employment or vocational services while it decreased the need for possible contacts with various other sources of treatment programs. Through the coordi-

nator's assistance, the offender became aware of job openings and vocational training that were available within the community, thus, further reducing the impasse between the prisoner and the community.

At the end of the interview the inmate received and signed a copy of the program rules and regulations that detailed his obligations for successful completion of the work release sentence.

C. Composite Profile of an Inmate

The following is a composite profile of what can be best described as a "typical inmate" during the third year of the Work Release Program.

TABLE II
A COMPOSITE PROFILE OF AN INMATE
Third Year
April, 1974--March, 1975

Characteristic	Average Value	% of Total
1. Sex	Male	99.0%
2. Race	White	77.1
3. Age	20.2	43.2
4. Residence Area	Lake County	93.0
5. Marital Status	Single	57.1
6. No. of Dependents	1-4	68.1
7. Educational Level	High school Incomplete	63.8
8. Military Service	None	58.8
9. Classification of Current Offense	Misdemeanor	65.2
10. Type of Sentence	Daily	70.5
11. Length of Sentence	3.6 Months	54.0
12. Prior Criminal Record as Adult	65	92.0
13. Status prior to Sentencing	Employed	62.3
14. Usual Occupational Level	Unskilled	69.1
15. Average hourly wage	\$4.05	24.0
16. Area of Employment	Lake County	72.4

While each person on the Work Release Program is treated as an individual, quantitatively describing the dominant characteristics of the total population can be useful in providing pertinent information for future program expansion. Used constructively, this data can offer valuable insight into the areas of inmate need. For example, a substantial proportion of the offenders have not completed high school; a possible solution to this inadequacy would be preparation classes (GED classes) during the evenings. The usual occupational level of the inmates also indicates that sources need to be developed for vocational training to raise the skill level of the majority of program participants.

During the third year of operation, 69 men and 1 woman participated in the Work Release Program which represented a 6% increase in the inmate population over the previous two years.

TABLE III
DISTRIBUTION BY SEX

Sex	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Male	68	94	66	100	69	99
Female	4	6	0	--	1	1
TOTAL	72	100%	66	100%	70	100%
Three Years Combined:						
	#	%				
Male	203	98				
Female	5	2				
	208	100%				

In terms of the classification of offenses, the majority of individuals were charged with misdemeanors. During the last two years the percentage of convicted misdemeanants and felons participating

in the program remained unchanged. However, in the third year there was a marked decrease in the number of convicted felons and a subsequent increase in convicted misdemeanants.

TABLE IV
CRIME CLASSIFICATION OF OFFENSES

Classification	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Felony	34	47	31	47	25	35.7
Misdemeanor	39	53	35	53	45	64.3
TOTAL	73*	100%	66	100%	70	100%

*One person sentenced twice

D. Type and Length of Sentence

Work release inmates serve one of two major types of sentences daily or weekend. The largest group, comprising 67% in the third year served a daily sentence. These individuals, released for work or for other approved activities, returned to the County Jail each evening and remained in custody over the weekends. The second alternative sentence, weekends, allowed the individual free movement within the community but he reported to the County Jail for confinement on Saturdays and Sundays.

TABLE V
TYPE OF SENTENCE

Sentence	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Daily	65	89	52	79.7	47	67.1
Weekends	8	11	14	20.3	23	32.9
TOTAL	73*	100%	66	100%	70	100%

Three Years Combined:

	#	%
Daily	164	78.4
Weekend	45	21.6
TOTAL	209*	100%

*One person sentenced twice

Table V indicates that there was an increase in the number of weekend only sentences to 32.9% as compared to 20.3% in the second year and 11% in the first year. During the three year period we were able to identify this increase in weekend sentences by looking at the inmate's residence. During the first two years, 62% of the individuals receiving weekend sentences did not reside in Lake County. For these individuals a weekend sentence was more practical, a factor undoubtedly noted by the sentencing judge. This relationship continued to exist in the third year as 7 or 30% of the weekenders lived or worked outside Lake County.

TABLE VI
LENGTH OF JAIL SENTENCES

Days	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Under 30	14	19.2	11	17.2	30	42.9
30-90	28	38.3	34	51.6	22	31.4
91-180	21	28.8	11	15.6	10	14.3
181-360	9	12.3	7	10.9	7	10.0
Over 360	1	1.4	3	4.7	1	1.4
TOTAL	73*	100%	66	100%	70	100%

Three Years Combined:

Under 30	55	26.3
30-90	84	40.2
91-180	42	20.0
181-360	23	11.1
Over 360	5	2.4
TOTAL	209*	100%

*One person sentenced twice

The length of all sentences is determined by the nature of the offense. During the three years of the program's existence, sentences have ranged from one day to two years (the maximum sentence allowed under Illinois law). Using the formula of 30 days in a month, four weeks in a month, two days in a weekend and 360

days in a year, the average sentence was calculated at 108 days or 3.6 months as compared to last year's average sentence of 117.6 days and the first year's 124.4 days. Such a decrease in the length of sentences corresponds to the yearly decrease of residents charged with more serious crimes.

III. MEETING PROGRAM OBJECTIVES

A. Youthful and First Time Offender

At the initial stage of the program, we had a definite target population in mind, that of the youthful and first time offender. However, enforcement of this desired admission standard is not within the Sheriff's jurisdiction since the Illinois law states that it is the exclusive prerogative of the courts to decide who is to be placed on work release. In some cases, the program staff is consulted prior to sentencing and "recommends" to the court whether the individual should be placed on work release. In just as many cases, however, a person is sentenced to work release without prior staff notification. The target population has been reached, as the program did serve a majority of youthful offenders. In the third year approximately 88.5% of the inmates were between the ages of 17 and 31, with 75.6% falling between the ages of 17 and 24. Overall in the full three years of the program's operation, 86% of the inmates were between the ages of 17 and 31.

Determining whether or not an individual is a first time offender can be a difficult task. Crime reports are at best incomplete and can only show the number of arrests, original charges, and the disposition if it is known. For the purposes of this evaluation, a thorough attempt was made to gather all available data

to reconstruct a prior criminal record for each inmate and while this was done, inaccuracies still exist with much of the necessary information classified as unknown.

TABLE VII
DISTRIBUTION BY AGE

Age	First Year		Second Year		Third Year	
	#	%	#	%	#	%
17-24	46	64.0	45	68.2	53	75.6
25-31	13	18.1	13	19.7	9	12.9
32-38	4	5.5	2	3.1	2	2.9
39-45	4	5.5	2	3.0	3	4.3
46-60	4	5.5	4	6.0	3	4.3
Over 60	1	1.4	0	--	0	--
TOTAL	72	100%	66	100%	70	100%
Three Years Combined:						
	#	%				
17-24	144	69.3				
25-31	35	16.8				
32-38	8	3.8				
39-45	9	4.3				
46-60	11	5.3				
Over 60	1	.5				
	208	100%				

TABLE VIII
DISTRIBUTION BY RACIAL COMPOSITION

Race	First Year		Second Year		Third Year	
	#	%	#	%	#	%
White	54	75.0	46	69.7	59	84.3
Black	18	25.0	20	30.3	11	15.7
TOTAL	72	100%	66	100%	70	100%
Three Years Combined:						
	#	%				
White	159	76.4				
Black	49	23.6				
	208	100%				

B. Employment Effectiveness

During the third year, 48 or 68.6% of the persons participating in the program were employed prior to sentence or assignment to work release. Their length of employment prior to sentencing ranged from two weeks to twenty five years; the average length of time for those employed was over three years with the same employer. Because a work release program was available to the offender, he was able to maintain his employment status with the same company and avoid forfeiting benefits such as seniority and medical insurance.

TABLE IX

EMPLOYMENT STATUS PRIOR TO SENTENCING

Status	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Employed	44	61	34	51.5	48	68.6
Unemployed	27	38	28	42.4	20	28.6
Other*	1	1	4	6.1	2	2.8
TOTAL	72	100%	66	100%	70	100%
<u>Three Year Combined:</u>						
	#	%				
Employed	126	60.6				
Unemployed	75	36.0				
Other*	7	3.4				
TOTAL	208	100%				

*Attending vocational, GED preparation classes, college, in the military service, or receiving medical treatment

Approximately 32% of the inmates were unemployed at the time of sentencing in the third year. Hence, time and effort was spent to locate employment for these individuals. Based upon the employer survey which was conducted during the first year, receptive employers were contacted; their numbers have steadily grown since the program's

inception. Cooperation has been excellent; several companies have been outstanding in the number of offenders they have accepted and trained on the job. On the whole, the majority of area employers are willing to give a deserving inmate a new opportunity and a job.

Certain important facts about Lake County should be recognized and understood. First, Lake County is a highly industrialized area. Because of this, there are a wide range of operations which require a large unskilled and semi-skilled labor force. Second, Lake County has experienced unemployment rates well below the national average during the last three years. Third, the program has had from its onset a considerable amount of support from both the business and organized labor sector. All of these factors enhance the program's operation and future.

C. Salaries and Wages

The wages earned by inmates while on the program ranged from \$2 an hour as a laundromat attendant, to \$9.15 an hour for a union carpenter. An average salary of \$4.05 an hour was computed for the 48 persons employed during the third year. In some instances inmates were able to increase their income by working overtime and weekends if requested by their employer.

Recalling that the interview was the initial stage of the work release process, this became the starting point for the staff members to gather relevant information about the skills and job preferences of the inmate. The coordinator, using this information as a springboard for action, contacted employers immediately for job possibilities.

Of the number of inmates who entered the program unemployed, eight were able to find a job at some time during their sentence. In a few cases, the inmate or his relative was able to locate suitable employment.

TABLE X
EMPLOYMENT STATUS DURING SENTENCING

Status	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Employed	58	81	44	67	56	80
Unemployed*	13	18	18	27	14	20
Other**	1	1	4	6	0	--
TOTAL	72	100%	66	100%	70	100%

*Unemployed:

First Year: 7 persons had sentences of less than a week; 4 persons were full time students; 2 persons received medical treatment.

Second Year: 5 persons had sentences of less than a month; 5 persons were full time students; 3 persons were in vocational training; 3 persons received medical treatment; 2 persons had lengthy criminal records

Third Year: 6 persons were involved in vocational training; 5 persons were charged with crime in another jurisdiction; 2 persons had a sentence of less than a week; 1 person received medical treatment

**Other:

First Year: 1 military service

Second Year: 4 persons were in the military service

Efforts to locate employment for a few offenders were hampered by the fact that they were classified as having little or no saleable skill. Vocational training was possible through the use of community resources; among these, the Division of Vocational Rehabilitation (DVR) and the Vocational Rehabilitation Center (VRC). By utilizing the

resources of VRC, the inmate was placed in a "job readiness program" where he was able to acquire and upgrade his skills for employment. While at VRC an inmate received an average hourly wage of \$1.75. After the individual progressed through the training, a job was located to match the training preparation.

Although the distribution of hourly wages was scattered and the average salary was high, there were still incidents where the inmates were paid a small or minimum wage. This most likely presented a problem to the offender who found himself in the same financial situation he had prior to sentencing. A follow-up study of offenders' job situations in anticipated in the future, however, this is beyond the scope of the third year evaluation report.

D. Job Location and Transportation

A clear majority of the employed inmates held jobs within Lake County. The financial implications are obvious; monies earned within the community are generally spent in the same area by either the inmate himself or his family.

Transportation to and from work is a traditional source of problems for all employed people and the work release inmate is no exception. However, some of the employed inmates owned their own cars or had access to public transportation. A few of the individuals were able to walk to their place of employment. This is still another factor which inhibits the job opportunities for unemployed inmates entering the program. Without an automobile at the inmate's disposal, job placement is limited to a certain geographic location. However, the work release vehicle was used for transporting inmates to and from work.

E. Contribution to Support of the Family

The amended law of 1971 permitted the employer to pay the inmate directly. The offender turned his check over to a coordinator and through the Circuit Clerk's Office, individual accounts were established for each inmate from which regular deposits and withdrawals were made. Payment schedules were drawn up by the inmate and staff member to distribute the earnings. For example, monies were returned on a regular basis for personal travel and spending. After room and board fees, court ordered fines, costs, and restitutions were deducted, the balance was retained in a holding account for the inmate's use upon his release. In a few cases, the amount of savings in this holding account became quite substantial.

Through inquiries to the Illinois Department of Public Aid, we have been able to ascertain that third year inmates' families did not receive any form of public aid. This reflects a substantial amount of savings to the taxpayers if one family was able to stay off public assistance rolls. Thus, the primary breadwinner, who was sentenced to work release, was able to retain his job and to continue to support his family.

The number of dependents in the third year of the program who relied on work release inmates for support remained at the same level, with 23 or 33% supporting dependents. Of the 48 inmates with dependents, 46 were employed while they were on the program and contributed regularly toward their family support.

As the Office of the Illinois Department of Public Aid records indicate that 45 families in Lake County are recipients of welfare checks because the head of the family is incarcerated in the County Jail and/or a state correctional institutions. The monthly allotment

under the ADC for a family of two is \$261 (for 3 people; 1 adult and 2 children). These 45 families applied for welfare checks during the first four months of 1975.

F. Community Resources for Educational and Medical Treatment

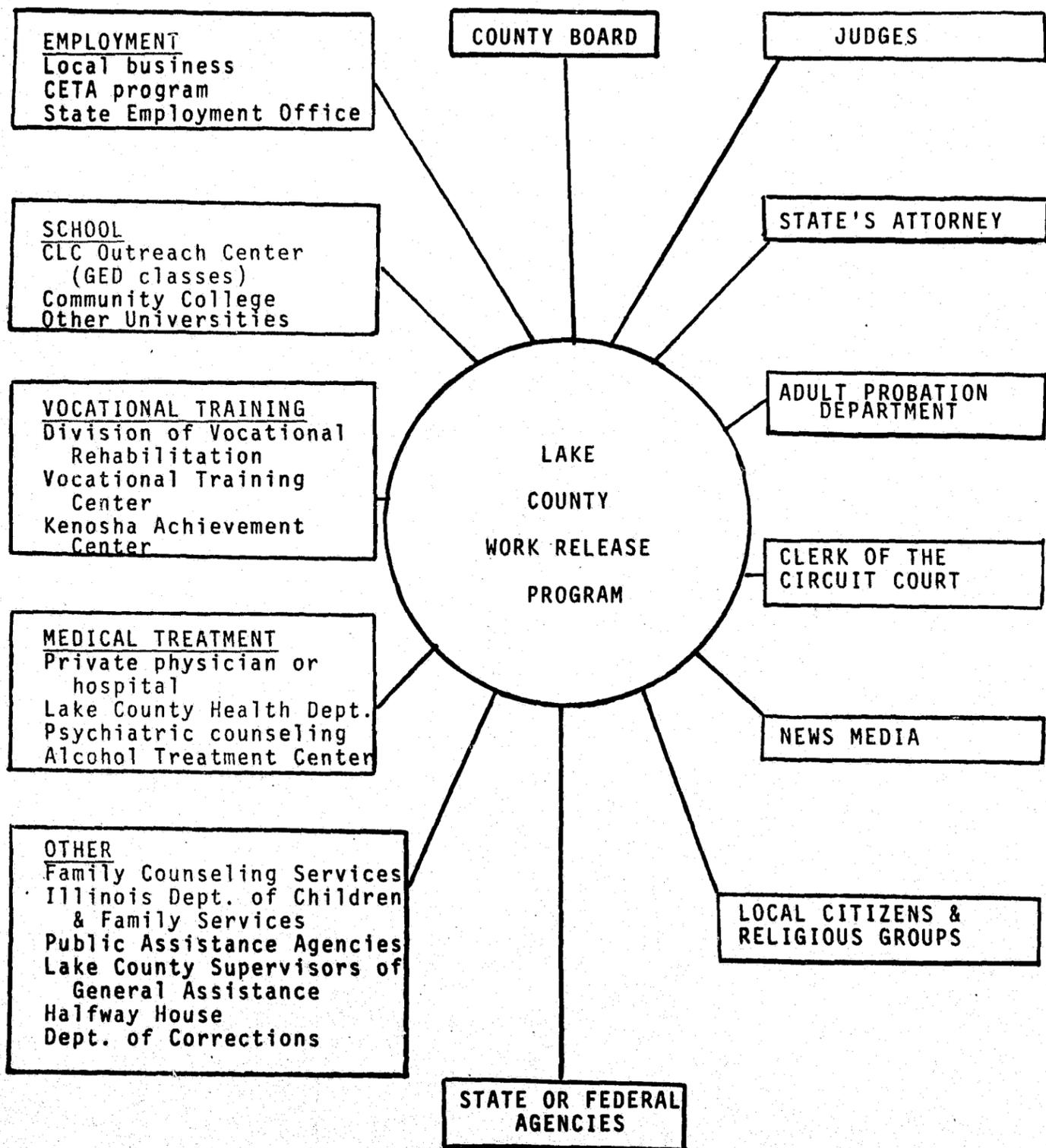
At the close of the program's third year we had six inmates enrolled in rehabilitation centers in Lake County; among these were DVR and VRC. Inmates were enrolled for classes, drug treatment programs, medical testing, and psychological counseling.

A serious attempt has been made to motivate inmates who have not completed high school to attend GED classes. Unfortunately, several factors can inhibit further educational training. Foremost, was the attitude of the inmates themselves who profess to have no interest in completing their education. Another factor is class scheduling. For inmates with a short sentence that begins in the middle of a semester, it is not feasible to enroll in a class which they may not complete.

TABLE XI

EDUCATIONAL LEVEL OF INMATES

Level	First Year		Second Year		Third Year	
	#	%	#	%	#	%
Grade School Incomplete	3	4.2	3	4.6	11	15.7
Grade School Graduate	4	5.5	2	3.0	7	10.0
High School Incomplete	36	50.0	32	48.5	37	52.9
High School Graduate	22	30.6	16	24.2	10	14.3
Some College	7	9.7	11	16.7	2	2.8
College Graduate	0	--	2	3.0	3	4.3
TOTAL	72	100%	66	100%	70	100%



Unmeasurable, but certainly important in the work release process, is the personal counseling between the inmates and the staff. Although they were not held with the frequency that would be desired, individual contact between the inmate and the staff members have served as a valuable function in determining the success or failure of the work release privilege.

IV. COMMUNITY PROTECTION

A. Community Safety

By its very nature, work release may involve a risk to community safety. The offender sentenced to work release is not physically confined away from the community but rather is free to travel back and forth to work each day. This can cause a certain amount of anxiety on the part of the citizens in terms of community safety and well being. Thus, it is important to measure the extent of this risk and the success of the community's protection by discussing the number and seriousness of new offenses committed by inmates while on the program.

Out of the 70 persons participating in the program during the third year, 12 were still on the program as of March 31, 1975. The remaining 58 individuals had completed the program and were no longer under the supervision of the staff. In terms of meeting program objectives, the safety of the community was maintained. Of the 208 persons participating in the program over the three year period, only five walked away and subsequently were rearrested.

B. Successful and Unsuccessful Completion of the Program

In order to develop a more accurate picture as to how these 58 persons completed the program, we have divided the discharges into successful and unsuccessful categories. We can say that during the

third year there were 7 inmates or 10% of the total population that were considered unsuccessful while on the program. Of these, inmates violated some rule or regulation of the program and sat out the remainder of their sentence in jail. Two other individuals also violated a rule but were sentenced to another correctional institution. Only two inmates out of the 70 program participants walked away; they were apprehended and returned to the jail. One of the participants served out his sentence in the jail and the other was sentenced to the State Penitentiary.

For purpose of this evaluation, we need to further analyze how the seven unsuccessful completions of the program affected community safety. The escape charge is self-explanatory; a warrant was issued and the inmates were arrested. The five violations of the rules and regulations of the program governing inmates' behavior can best be broken down in three categories. They were: (1) offenses concerning employment, either being fired or changing jobs without notifying the staff; (2) offenses involving contraband being brought back into the jail; (3) failure to adhere to the time limits established for returning from work.

Offenses above were strictly individual acts contrary to the rules of the program and in no way affected any other person but the inmate himself. The violations were simply infractions of the rules of the program. It can, therefore, be concluded that the safety of the community has in no way been jeopardized by the existence of the work release program.

C. Characteristics of Unsuccessful Completions

While a comprehensive standard can not be developed to predict inmate outcome on work release, an attempt to better understand the

possible reasons for the number of unsuccessful completions was made by analyzing socio-demographic characteristics and crime related data.

In categories of marital status, educational level, race, number of dependents, classification of current offenses, or length of sentence, little difference was found between the program failures and the total population. Considerable differences were detected in categories of age, usual occupational level, and prior criminal records as adults. Almost 72% of the program failures included ages between 17 and 20 as compared to 44.3% of the total program population. The usual occupational level for the program failures was unskilled at 85.5% again in comparison to a figure of 51.4% for the total population.

Most significant in comparing successful and unsuccessful completions were previous records of arrest and convictions as an adult. Seven inmates or 95% had prior records of criminal arrests. Most had lengthy crime reports and three had previously been incarcerated in a correctional institution.

It is obvious that those offenders who were unsuccessful would at best be considered "undesirable" candidates for work release. Based upon employment data and previous criminal histories, they exhibited little potential in the ability to complete the program and function responsibly while on work release. The above data was gathered as a small sample. There are inmates who would fall into the same description who successfully complete the program. In some cases, however, being sentenced to work release presents a far greater challenge than sitting out time in prison.

V. FINANCIAL EFFECTIVENESS

Cost effectiveness of the work release program is an important fact to consider when evaluating the benefits received from the existence of such a program. Because of the complicated nature of the "in-kind" funding from the county, the problem arises of arbitrarily assigning monetary value to the cost of office space, telephone, existing personnel, and existing equipment. Pulling such figures from the total budget appropriation of the Sheriff's Department can only be based on an estimate because actual operating costs of the jail complex are not separated.

During the three year period the program was implemented with two distinct budgets; the ILEC fiscal budget from April to April and the county fiscal budget from December to December. The county budget, adopted for the fiscal year 1974-1975, was \$276,000 with approximately \$70,000 used for remodeling of the Camp Logan Facility (See Appendix).

In accordance with ILEC fiscal guidelines, all income generated from the program was used for the implementation of the program. However, since April 1, 1975, income (fees from room and board) generated from the program is deposited weekly into the County General Corporate Fund. The program is no longer subject to ILEC fiscal guidelines.

During 1972 employed inmates were charged \$3.50 per day for room and board. From January, 1973, to this date all persons on work release are charged \$5 per day as authorized by law. When the program began in the Lake County Jail, some inmates were not charged for box lunches when they did not request a lunch; for other persons, fees were waived because they were attending schools, receiving

medical treatment, and/or vocational training. However, since July 16, 1975, we are charging all gainfully employed persons \$5 per day regardless of whether or not they take box lunches. This policy was adopted after an opinion on the subject was issued by the Lake County State's Attorney. During the three year period we have collected \$17,135 in fees for room and board from inmates on the program.



**SHERIFF'S DEPARTMENT
LAKE COUNTY WORK RELEASE PROGRAM**

P.O. BOX 500, CAMP LOGAN
ZION, ILLINOIS 60099

E. J. La Magdeleine
Sheriff

Stanley Schabowicz
Program Director

APPENDIX

COMMUNITY CORRECTIONAL FACILITY (CAMP LOGAN)

Purpose

The purpose of the community correctional facility is (1) to perform a function as a non-secure facility operating as an alternative to traditional incarceration in the Lake County Jail and to alleviate the overcrowded jail; (2) to provide through the Camp Logan facility a rehabilitation process and/or programs to the criminal offender of the 19th Judicial District; (3) to utilize educational programs and vocational training in existence throughout the community as resources; (4) to supervise residents engaged in employment; and (5) to analyze the objectives and evaluate the program according to the county's correctional needs.

Administration

All persons sentenced by the court to the facility are referred to as residents and are in the custody of the Sheriff. However, any changes in the resident's legal status must be approved by the sentencing court.

The community correctional facility is located in the remodeled one-story Illinois National Guard Mess Hall at Camp Lgan. It had been a military reservation in the past, but is presently transferred and owned by the Department of Conservation. The facility is set up without the physical security devices usually identified with penal institutions. There are no bars, no fences, no watch towers, and the windows are without any special locking devices. The building together with approximately 13.6 acres of open land has been leased from the

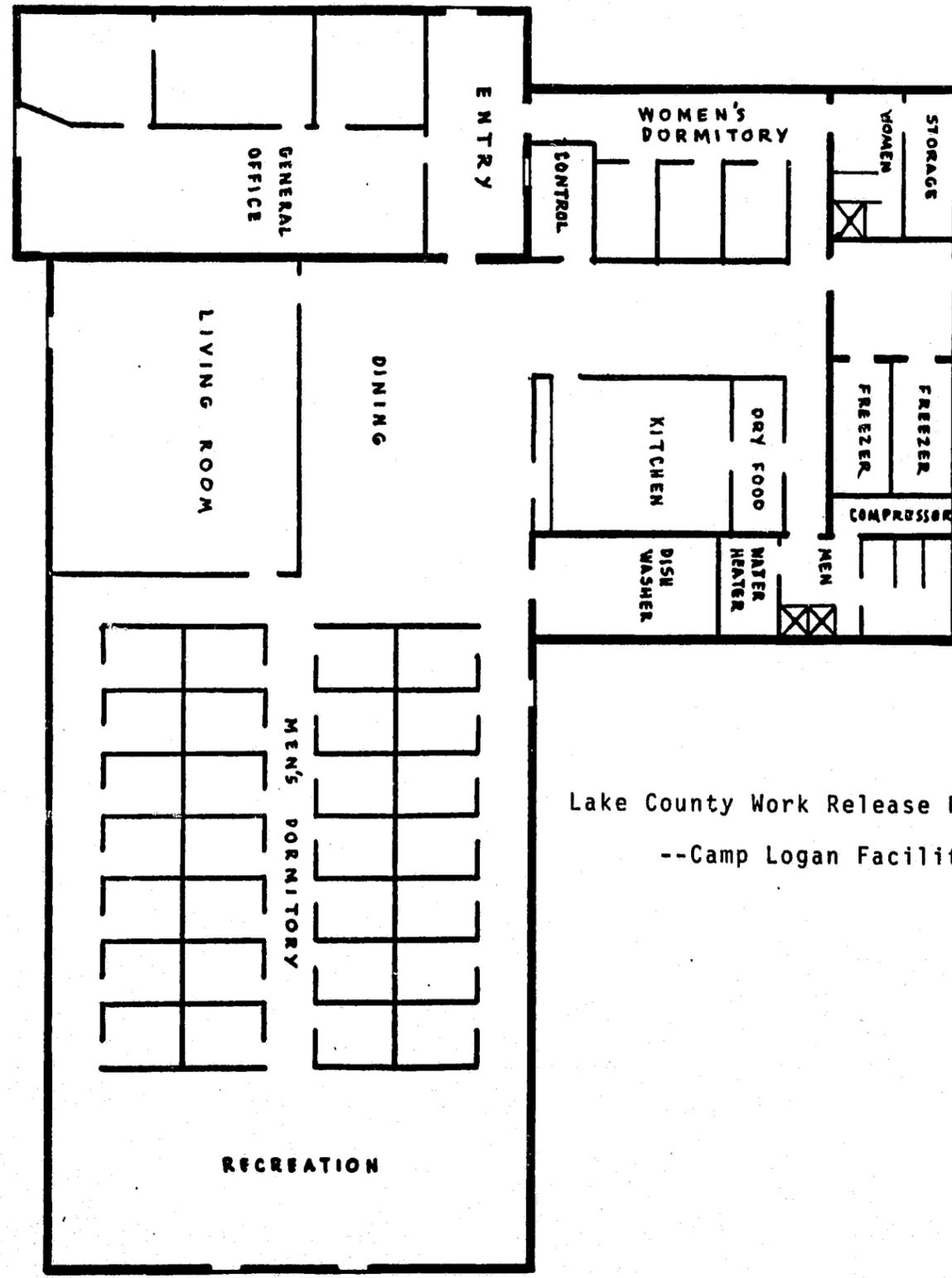
State of Illinois for the fee of \$100 per year. The present three year lease, unless renewed, will expire in July of 1977.

The facility consists of staff offices, a dining area, kitchen, and living area. (See Floor Plan of Facility). The living room provides equipment for playing cards, chess, checkers, and pool. Table tennis is set up in a special recreation area within the building. The living room also contains a color television set, sofas, and easy chairs. A pay telephone and vending machines with cigarettes, soft drinks, and candy are also provided. A washer and dryer have been installed; these may be used by the residents without cost.

There are 31 individual cubicles to house 28 male and 3 female residents. The cubicles for females are located in a separated area; and an other color television is located there. Each cubicle is 6'8" by 9'3" and has each one has a curtain which may be drawn for privacy. Radios and stereos are permitted in the cubicles, but use of these items are limited by the rules of the facility. Each cubicle has a bed, locker, table, desk, chair, wastebasket, and a wall board above the desk where personal pictures may be posted. Pictures and other items are not permitted on the walls. Residents must keep their cubicles and effects in order; each day between the hours of 8 a.m. to 5 p.m., inspections are conducted by the staff.

Organization and Staffing

There are fourteen salaried staff members at the Camp Logan facility. This includes the director, one fiscal coordinator, one residence coordinator, two field coordinators, seven control coordinators, two cooks, (one full time and one part time).



FLOOR PLAN

Lake County Work Release Program
--Camp Logan Facility--

The Fiscal Coordinator is responsible for the fiscal management and keeps accounting systems of the program transactions; (such as board fees collected) and deposits these in the County's Treasurer's Office; issues checks to residents for authorized expenditures and deposits checks and money in the bank to an individual account; types correspondence, requisitions, vouchers, account statements, and other records.

The Residence Coordinator supervises the activities of the Field Coordinators; prepares investigative reports on residents and reports to a judge and/or testifies in court on the adaptability of a resident in the program; works with the State's Attorney Office, Probation Department, and other agencies who are interested in the program; investigates reports of misconduct and/or violation of the rules and regulations of the facility.

The Field Coordinator interviews residents after their assignment to the program to determine their employment status, qualification, and/or eligibility for specific employment. He contacts prospective employers and arranges interviews between employers and residents. He also collects fees for board and approves disbursement of monies from the resident's account for authorized expenses; confers with and refers resident to employers, schools, vocational training, and other social agencies; appears in court as a witness in cases where a resident is charged with violation of court orders and/or rules of the facility and makes field visits at the places where residents are employed.

The Control Coordinator receives new residents, assigns cubicles, and issues bedding and other supplies; collects county property before

a resident is discharged from the program upon expiration of the court sentence. He also routinely checks residents and their personal belongings for contraband articles; enforces rules and regulations of the facility and initiates emergency procedures when necessary.

The Cook prepares all meals; requisitions foodstuffs and prepares weekly menu. The cook also prepares bag lunches for the residents to take to their jobs.

Of the fourteen staff members, six persons have college degrees. Two of these are females who have experienced no more difficulty in relating to and controlling the residents than their male counterparts. The non-degree staff includes four control coordinators. Staff members are not law enforcement officials and do not affect the delivery of law enforcement services nor do they carry firearms while on or off duty.

Cost Operation of the Camp Logan Facility

With the relocation of the program from the County Jail to Camp Logan along with the facility's operation on a separate budget from the Sheriff's Department, we were able to identify cost data for each month's period. By accumulating the monthly expenses the cost per day per man can be calculated. This figure was obtained by totaling the operating expenses and dividing the total by the days of the month.

This figure, the cost per day, was divided by the average population during the month. (The average population figure for the month was obtained from the average number of residents housed at the facility during a 24-hour period beginning immediately after midnight. This information was gathered from the Daily Activity Reports of the hourly population counts.)

**OPERATING COSTS OF THE LAKE COUNTY
WORK RELEASE PROGRAM
July and August, 1975**

Item	July	August
PERSONNEL		
Full time Salaries	\$11,140.04	\$10,252.77
Part time Salaries	635.26	329.18
	<u>11,775.30</u>	<u>10,581.95</u>
Staff includes: (1) Director; (1) Control Coordinator, in charge; (1) Residence Coordinator; (2) Field Coordinators; (1) Fiscal Coordinator; (7) Control Coordinators; (1) Full time Cook; (1) Part time Cook; (One coordinator on medical leave without pay)		
FOOD	1,137.01	1,125.17
Covers canned goods, meat, produce, milk, bread, and eggs purchased		
CONTRACTURAL SERVICES	662.41	558.57
Includes the following: electricity, water, pest control, garbage removal, LP Gas used for cooking and heating, towel service for kitchen, and Xerox machine rental		
TELEPHONE	121.75	120.23
AUTOMOBILE MAINTENANCE	207.04	139.41
Insurance, parts, labor, oil, and gas		
RENT (\$100 a year)	8.33	8.33
BUILDING AND GROUND SUPPLIES	86.07	139.84
EQUIPMENT MAINTENANCE	40.00	9.70
TOTAL	<u>14,037.91</u>	<u>12,683.20</u>

**BREAKDOWN OF PER DAY OPERATING
COSTS FOR THE MONTH OF
July and August, 1975**

	July	August
Actual Operating Costs for month	\$14,037.91	\$12,683.20
Total Income during period		
	<u>July</u>	<u>August</u>
Board Fees Collected	956.20	3,194.44
Other Income*		29.45
		<u>3,223.89</u>
TOTAL OPERATING COSTS	<u>13,081.71</u>	<u>9,459.31</u>
Per Day Cost (Based on 31 day month)	421.99	305.14
Per Man Cost (Based on average population of 20 for July and 18 for August)	21.20	16.95

*Vending machine and pay telephone commission

According to the breakdown of per day costs during the months of July and August, there is a notable decrease in the operating costs. One factor this can be attributed to is the increase in board fees collected during the month of August. For example, no longer are board fees waived for residents who did not wish to carry a bag lunch to work, as the ruling from the State's Attorney Office went into effect at the end of July. During the month of August, all gainfully employed residents paid the flat rate of \$5 a day for room and board with \$3,194.44 collected in fees.

Some items listed in the operating cost table will fluctuate from the summer to winter months. The cost of electricity and LP Gas (used for heating the building) will increase and, thus, the operating costs will rise. The population rate will also vary as the resident's sentence lengths differ. However, if the facility had operated at full

capacity (with the population at 31) the daily operating cost would have been substantially reduced to \$13.61 for July and \$9.84 for August. During this two month period the actual utilization of the facility was 65% for July and 58% for August based on a full capacity utilization rate of 100 percent. The average percent utilization is simply the average daily resident population divided by the total capacity of the facility.

The same method of a per day cost determination was used in a report of the County Jail that encompassed the same period of time, namely, the months of July and August. Through the same procedure, figures were obtained for personnel, food, medical fees, contractual services, rental fees, telephone, uniforms, bedding supplies, automobile maintenance, operational supplies, and equipment maintenance expenditures during this two month period. The average population figure for inmates housed at the County Jail was 74 for the month of July and 49 for the month of August. Broken down into a per man cost, the figure of \$19.68 and \$28.30 were reported for this period. Full population capacity of the jail complex is 102; the utilization percentage was calculated at 73% for July and 48% for August.

In order to draw a clearer picture of a cost comparison of cost per day per man figures between the work release facility and the County Jail certain factors should be noted. Medical fees, uniforms, bedding supplies, and certain operational supplies are paid for by the residents out of their earnings at the Camp Logan Facility. Secondly, the board fees collected from employed residents further reduces the per day cost of running the facility.

Cost Comparison of Various Work Release Programs

The following data compares the operating costs of work release programs geographical distributed across the country during their 74-75 fiscal period. Representing the western section, the Alameda County Work Furlough Program is located in Redwood City, California, and is a department of the Sheriff's Office. Full capacity within their facility is 150 with the average daily population at 103. The second program, situated in the midwest, is the Polk County Men's Residential Facility in Des Moines, Iowa, under the auspices of the Department of Court Services. The average population is 48 and full population capacity is 55. Thirdly, an eastern work release program was chosen that is located in Bucks County, Doylestown, Pennsylvania, that functions under a board comprised of members of the Sheriff's Department, Court Services, and local citizens. Their population at full capacity is 80 and the average daily population during the 74-75 year was 70.

COST PER DAY AND PER TERM
FOR FOUR WORK RELEASE PROGRAM*

Program	1974 Budget	No. of Inmate Days	Cost Per Day	Avg. Length of Term	Cost Per Term
Alameda County, California	713,682	40,046	\$19.01	65 days	\$1,237
Bucks County, Pennsylvania	301,000	---	12.45	180 days	2,241
Polk County, Iowa	620,655	58,400	23.03	180 days	4,146
Lake County, Illinois	211,922 65,000** 276,922	15,550	16.95	105 days	1,780

*The smaller the program's inmate population, the higher the cost per inmate per day or term. Larger program's tend to have higher inmate to staff ratios, while smaller programs tend to have higher staff to inmate ratios

**The 74-75 appropriation for remodeling of the Camp Logan Facility was \$65,000, however, approximately \$70,000 was expended for such purposes.

The means for the cost comparison analysis was the "cost per day" along with the "cost per term." The figure for the cost per term was calculated by multiplying the cost per day by the average length of term or stay at the facility. Based on the logic that intensive treatment of a resident in a correctional program necessarily costs more, the argument can be drawn that such a program enables the offender to be released sooner than in traditional correctional programs.

From the calculation of cost per day, Lake County is conservative in terms of expenditures ranking in the middle of the cost per day figures of Alameda and Bucks County. Note that the average population in the Alameda program is 103 and 110 in the Bucks County Program. The general principle is that as the population increases, the cost per day decreases. Working within such a framework, the Lake County Program at full capacity during the month of July, for example, would cost \$9.84 per man, however, the population figure would be only 31. If the Lake County Program were at a higher population level, the cost would fall below that reported by the Alameda program.

The average length of time spent on the work release program was 105 days and the cost per term was again among the lowest at \$1,780. Again, if the program were operating at full capacity, the cost per term would be \$1033 which is less than the Alameda program. Thus, the length of term served by the inmates on the program resulted in a substantial financial savings on a cost-per-term basis.

Looking at the cost per day figures alone, however, discounts the multitude of variables that are entangled in the computation of each cost per day figure. Correctional cost is calculated in a wide variety

of manners, thereby making a precise comparison impossible. For example, Polk and Bucks County used in this comparison analysis also depend on federal funding with such an indication excluded from their cost figures. If these programs were to incorporate the staff members paid through this federal money, for instance, their per day cost would rise. Still another example of the variables is that capital expenses are usually not included in the calculation of correctional cost.

DEPARTMENT OF CORRECTIONS

ARMORY BUILDING SPRINGFIELD, ILLINOIS 62706

August 14, 1975

Mr. Stanley Schabowicz
Lake County Work Release Program
Box 500, Camp Logan
Zion, Illinois 60099

Dear Mr. Schabowicz:

Enclosed is your copy of the report of a recent inspection of the Lake County Work Release Center. This report has been prepared to assist you and your community in the operation of the facility.

I am pleased to note the work being done to provide corrections to the Lake County area. Your program appears effective. The inspection report indicates that the facility is well run.

If this Bureau can be of any further assistance, please call me at (217) 782-5964.

Sincerely,


Oliver E. O'Kier, Chief
Bureau of Detention
Standards and Services

cc: Honorable Harry D. Strouse, Jr., Chief Judge
Honorable Fred H. Geiger, Resident Circuit Judge
Honorable John J. Kaufman, Resident Circuit Judge
Mr. E. J. La Magdaleine, Sheriff of Lake County
Mr. Jack Hoogasian, State's Attorney
Chairman, County Board
Mr. Edward M. Vass, Regional ILEC Director
Mr. Roy W. Leathers, Corrections Compliance Specialist