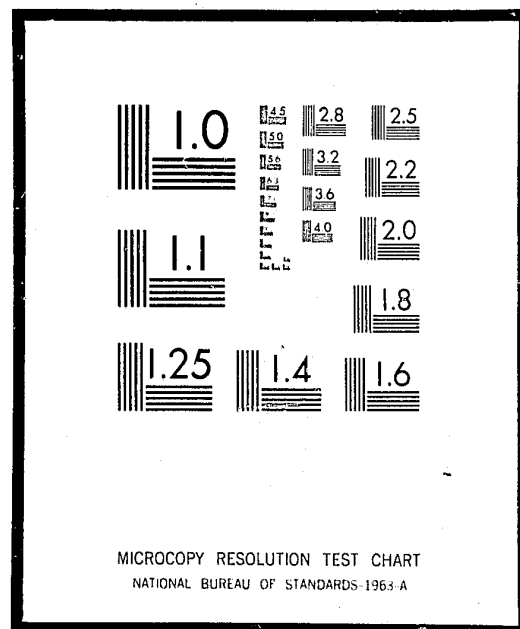


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed,

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ILLINOIS-DEPARTMENT OF CORRECTIONS

201 Armory, Springfield, Illinois

(217) 782-4777

December 30, 1974

FACTS ABOUT FURLOUGHS

WHAT IS A FURLOUGH?

A furlough is the temporary leave of a selected inmate from a state correctional center for one of the purposes authorized by law.

WHY DOES THE DEPARTMENT OF CORRECTIONS HAVE THE AUTHORITY TO ADMINISTER SUCH A PROGRAM?

The Illinois General Assembly enacted the State's first furlough law effective July 31, 1969. The law was amended in the 1972 session of the legislature and went into effect January 1, 1973. This law, Illinois Revised Statutes, Chapter 38, Section 1003-11-1, authorizes the Department of Corrections to conduct furloughs.

WHAT ARE THE PURPOSES FOR WHICH FURLOUGHS MAY BE GRANTED?

The law provides as follows:

"(a) The Department may extend the limits of the place of confinement of a committed person under prescribed conditions, so that he may leave such place on a furlough. Whether or not such person is to be accompanied on furlough shall be determined by the Chief Administrative Officer. The Department may make an appropriate charge for the necessary expenses of accompanying a person on furlough. Such furloughs may be granted for a period of time not to exceed 14 days, for any of the following purposes:

1. to visit a spouse, child (including a stepchild or adopted child), parent (including a stepparent or foster parent), grandparent (including stepgrandparent) or brother or sister who is seriously ill or to attend the funeral of any such person; or
2. to obtain medical, psychiatric or psychological services when adequate services are not otherwise available; or
3. to make contacts for employment; or
4. to secure a residence upon release on parole or discharge; or
5. to visit such person's family; or
6. to appear before various educational panels, study groups, educational units, and other groups whose purpose is obtaining an understanding of the results, causes and prevention of crime and criminality, including appearances on television and radio programs.

(b) Furloughs may be granted for any period of time under paragraph 15 of Section 55a of The Civil Administrative Code of Illinois."

WHAT IS THE VALUE OF FURLOUGHS?

Offenders are less likely to return to crime after release from prison if they have a decent job, residence, and family situation. Furloughs help to ensure this support. In addition, they help to bridge the offender's reentry into the community from prison. They aid the Parole Board in decision-making by providing a chance for the prospective releasee to demonstrate how he handles responsibility. They provide a better alternative than conjugal visits for relieving homosexuality in prison. The furlough program improves inmate morale by providing a sense of hope. In summary, furloughs are a necessary part of prison reform and crime reduction programs.

HOW MANY OTHER STATES HAVE A FURLOUGH PROGRAM?

Illinois' furlough program is not unique; 43 other states as well as the federal corrections system have furlough programs.

WHAT IS THE SUCCESS RATE OF THE ILLINOIS' FURLOUGH PROGRAM?

6457 furloughs have been granted through June 30, 1974. Of this total, seven resulted in new arrests and 28 in AWOL's. This means that 99.4% were successful.

HOW DOES ILLINOIS' FURLOUGH PROGRAM COMPARE WITH OTHER STATES?

According to the American Correctional Association located in College Park, Maryland, Illinois' furlough program is conservative compared to other states. For example, Connecticut in a one-year period furloughed 5640 persons. In New York State, since July, 1972, 9501 inmates were furloughed. The American Correctional Association has noted, "It is impossible for any state to have a perfect record and for all intents and purposes Illinois has produced a near perfect record which probably cannot be topped by any other state."

WHEN WAS THE FIRST FURLOUGH RECORDED IN ILLINOIS?

The first furlough was made September 12, 1969, from what was then the Joliet State Penitentiary. This was for the purpose of attending a funeral. Furloughs began at Pontiac and Dwight in 1969, Vienna in 1971, Menard and Vandalia in 1972, and Sheridan in 1973.

WHAT ARE THE CRITERIA USED FOR FURLOUGHS?

Refer to the attached Department of Corrections Administrative Regulation 817 which governs the entire program.

WHAT PERCENTAGE OF THE TOTAL PRISON POPULATION IS ON FURLOUGH ON ANY GIVEN DAY?

On an average day, approximately one-half of 1% of the State's total 6400 prison population is on furlough.

HOW LONG IS THE AVERAGE FURLOUGH?

Furloughs average 48 hours; however, the duration may be anywhere from a few hours to attend a funeral to three-day family visits.

WHO PAYS FOR THE FURLOUGH?

In most cases the resident or his family is required to pay for a furlough. However, there are exceptions; such as when the resident is on an emergency medical furlough or when there is a funeral and the family cannot afford to pay the resident's expenses to the funeral and back.

HOW MANY TIMES MAY A PERSON GO ON FURLOUGH?

The frequency with which furloughs are granted varies with the individual person depending upon his need.

WHY ARE PERSONS SENTENCED FOR VIOLENT CRIMES ALLOWED FURLOUGHS?

It is important to recognize that 98% of all men and women who are sentenced to prison one day will return to the community. Since at least 1953 the law has provided that even those with lengthy sentences are eligible for parole consideration after 11 years and 3 months. The law recognizes both that there is an appropriate degree of punishment and that most people are capable of changing their behavior. Offenders who have spent many years in prison need a furlough program as much as or more than others to re-establish family ties and find jobs. In such cases, furloughs are granted only when there is probability of release on parole or expiration of the maximum sentence.

WHY ARE THOSE RESIDENTS WHO HAVE BEEN DENIED PAROLE ALLOWED TO GO ON FURLOUGH?

When a resident is denied parole, a new parole hearing date is established. A resident must meet the requirement of being within a specified time of his new parole hearing date before a furlough is granted. The resident must also meet all other furlough eligibility criteria.

HOW DOES THE DEPARTMENT INFORM LAW ENFORCEMENT OFFICIALS ABOUT PERSONS ON FURLOUGH?

The Department makes available certain data on all persons approved for furlough fifteen (15) days in advance to states attorneys and places such information in LEADS (Law Enforcement Agency Data System) which may be accessed by law enforcement officials.

ILLINOIS DEPARTMENT OF CORRECTIONS

Furlough Screening Process

As of July 1, 1974, the Department of Corrections, after careful selection and screening, had granted 6,547 furloughs to adult prisoners. Among them there was a total of 35 who broke the rules (mainly absence without leave or late returns), but only seven committed new offenses. No one is maintaining that "only seven" is unimportant. But seven of 6,547 is a 99.9 per cent success rate and certainly does not reflect lack of screening, poor judgment or a careless attitude.

The screening process which takes place in each individual case for the consideration and granting of a furlough is similar at all of the adult institutions.

The basic screening process is as follows:

1. Criteria for furlough eligibility as stated in Administrative Regulation 817 is posted by all institutions and is available to all adult institution residents for determination of eligibility.
2. A resident who meets basic furlough eligibility criteria requests of his Correctional Counselor that he be allowed to apply for a furlough.
3. The Correctional Counselor does an initial evaluation to determine if the resident's request for furlough is legitimate, whether the resident's institutional behavior warrants consideration for a furlough, and whether the past behavior of the resident in society warrants consideration for a furlough.
4. If the Correctional Counselor determines that the resident merits consideration for a furlough, he may assist the resident in completion of the application form.
5. The application form is validated and signed by the Counselor and sent to the Casework Supervisor or Clinical Services Supervisor. The Supervisor, with the help of the record office, then checks the resident's master file to verify the date of parole eligibility, the amount of time credited to the resident, reviews the current offense, previous history of the resident, and his institutional record.
6. If the Supervisor determines that the resident is eligible, the application and material is sent to the Furlough Screening Committee. Furlough Screening Committees are composed of different people in each institution but generally have either the Clinical Services Supervisor or the Assistant Warden for Programs, a Lieutenant or Captain or Assistant Warden for Operations, and a member of the Education department.
7. The Screening Committee reviews the resident's application and file taking into account: personal history, current offense, institutional adjustment, Counselor's recommendation, parole potential, current work situation, any history of drug or alcohol abuse, previous furlough history, family situation, and the plan for the requested furlough.

8. If a determination is made by the Furlough Screening Committee that the resident should be granted a furlough, the recommendation is then forwarded to the Superintendent of the institution for his final review and approval or disapproval.
9. In cases which are not Class I felons or murderers, if the Superintendent of the Institution determines that the furlough should be approved, the resident is then notified of the approval and a date set for the furlough. If it is a family and home furlough, a form is sent to the address and person who the resident has requested to be furloughed to, filled out and returned to the institution. Travel and time arrangements are made for the furlough and checked out by the Counselor.
10. The record office also fills out the forms for the information to be put into the LEADS notification system and this is sent to the Chicago Office Apprehension Unit allowing 15 days for the Apprehension Unit to receive the information and record it into the LEADS system.
11. Following a detailed briefing, the resident is placed on furlough on the approved date, with written authorization, rules of conduct, and the stipulated time of return.

There are additional screening steps in cases of Class I felons and murderers before furloughs may be granted.

1. The entire case workup of any Class I felon or murderer approved for furlough by the Superintendent of the Correctional Center is sent to the office of the Administrator of Institutional Services. The information sent to Institutional Services must include results of a recent psychiatric examination, the statement of facts from the committing jurisdiction, previous Parole and Pardon Board decisions, FBI sheets, and the resident's Program Considerations Report prepared by Clinical Services staff. This information is again thoroughly reviewed by the Administrator of Institutional Services and a final decision made. The institution is then notified of the decision and proceeds accordingly.

There are some cases in which either institutional staff or the Administrator of Institutional Services determine that the furlough needs to be supervised by staff as stated in Administrative Regulation 817. Supervision can be done either eyeball to eyeball contact, by a daily contact, telephone contact or by the resident reporting regularly to a field services counselor. In these cases, the institution will contact the Regional Administrator for Field Services in the region where the furlough is to be granted and request that supervision be provided. The institution will also request the type of supervision that they are requiring. This assignment will then be given to a Regional Correctional Parole Counselor who will provide the actual supervision. Within five days after the furlough has been completed, the Correctional Parole Counselor must file with the Regional Administrator a Correctional Parole Counselor's report related to the resident's performance while on the furlough.

DEPARTMENT OF CORRECTIONS
 UPDATED FURLOUGH STATISTICS THROUGH DECEMBER 31, 1974

TABLE I
 FURLOUGHS: INCEPTION THROUGH JUNE 30, 1974

Type of Furlough	Residents	Number of AWOLS*	Number of Incidents**	Total Number of Furloughs Resulting in Either AWOL or Incidents
Home and Family	3977	26	6	32
Medical	1066	0	1	1
Educational	551	0	0	0
Employment	226	0	0	0
Family Illness	239	1	0	1
Funeral	398	1	0	1
Totals	6457	28	7	35

The success rate for AWOLS and incidents is 99.4%
 The success rate for incidents alone is 99.9%

TABLE II
 FURLOUGHS: JULY 1, 1974 THROUGH DECEMBER 31, 1974

Type of Furlough	Residents	Number of AWOLS*	Number of Incidents**	Total Number of Furloughs Resulting in Either AWOL or Incidents
Home and Family	1288	10	3	13
Medical	746	0	0	0
Educational	161	0	0	0
Employment	53	0	0	0
Family Illness	19	1	0	1
Funeral	78	0	0	0
Totals	2345	11	3	14

The success rate for AWOLS and incidents is 99.4%
 The success rate for incidents alone is 99.9%

* - AWOL—When a resident has violated the Administrative Regulations as to the time of return to the Correctional Center.

** - Incidents—When a resident has been arrested and/or is suspected of involvement in a new criminal offense.

TABLE III
 FURLOUGHS: INCEPTION THROUGH DECEMBER 31, 1974

Type of Furlough	Residents	Number of AWOLS*	Number of Incidents**	Total Number of Furloughs Resulting in Either AWOL or Incidents
Home and Family	5265	36	9	45
Medical	1812	0	1	1
Educational	712	0	0	0
Employment	279	0	0	0
Family Illness	258	2	0	2
Funeral	476	1	0	1
Totals	8802	39	10	49

The success rate for AWOLS and incidents continues at 99.4%
 The success rate for incidents alone continues at 99.9%

* - AWOL—When a resident has violated the Administrative Regulations as to the time of return to the Correctional Center.

** - Incidents—When a resident has been arrested and/or is suspected of involvement in a new criminal offense.

The AMERICAN CORRECTIONAL ASSOCIATION

Founded 1870

4321 Hartwick Road, Suite L208 • College Park, Maryland 20740 • (301) 864-1070



September 6, 1974

STATUS OF FURLOUGH AWOLS:

Inception through December 31, 1974

INSTITUTION	AWOLS	RETURNED	OUTSTANDING	DATES ON OUTSTANDING AWOLS
Stateville	1	1	0	—
Joliet	1	1	0	—
Sheridan	2	2	0	—
Dwight	1	0	1	October, 1974
Pontiac	7	7	0	—
Vandalia	10	10	0	—
Menard	11	8	3	July, 1973 October, 1973 November, 1974
Vienna	6	4	2	June, 1973 October, 1974
Menard Psychiatric	0	0	0	—
TOTALS	39	33	6	—

Honorable Daniel Walker
Governor of Illinois
State Capitol
Springfield, Illinois

Dear Governor Walker:

The American Correctional Association, which is the only nationwide membership organization representing professional corrections personnel and which brings together persons from all professional disciplines in corrections, wishes to support the State of Illinois in its inmate furlough program.

Each state which has successfully operated an inmate furlough program is to be congratulated. Bringing corrections into the 20th century is no easy task, and each state must assume some risks in trying to be meaningful and relevant to the public at large and the persons who come in immediate contact with corrections.

Your Department of Corrections, led by Director Allyn Sielaff, has produced a most impressive record since the furlough program began in 1971. The Department has released 6,457 inmates in all types of community release programs prior to complete release, and 99.4% of the inmates returned and did not commit any criminal act while in this status.

It is impossible for any state to have a perfect record, and for all intents and purposes Illinois has produced a near perfect record which probably cannot be topped by any other state.

Your Department has shown that it has the capability of proper screening and selection and has leaned toward a conservative approach. For instance, Connecticut furloughed 5,640 persons in fiscal year 1974 and their success rate was 99.7%. They have released almost as many inmates in 1973-74

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Honorable Daniel Walker

-2-

September 6, 1974

as your Department has done since 1971, and your state is considerably larger than Connecticut.

In New York State, since July 1972, some 9,501 inmates were allowed to return on furlough status with over a 99% success rate. Governor Wilson is pleased with this result and hopes that the experimental program is made permanent.

There are similar experiences of great success in furlough programs in states such as Ohio, Oregon, Massachusetts and the Federal Bureau of Prisons. Well over half the states and the Federal system have furlough programs, and most other states are pressing vigorously for a furlough law.

Furloughs are significant to a modern, progressive correctional system. They do tend to reinforce family relations, self-esteem of the inmate, and they serve as a bridge to the open community. It is a strong aid to a positive release program.

We are sure your Department takes into consideration every aspect of an inmate's situation and that they do not release a dangerous person. The record shows that concern.

Hopefully your program can continue and be enlarged over the next several years. You have the support of our Association.

Peace,

Anthony P. Travisono
Anthony P. Travisono
Executive Director

APT:jt

cc: John Braithwaite,
President, ACA

American Association of Wardens and Superintendents

Affiliated with the American Correctional Association

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Vienna, Illinois 62996

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September 9, 1974

Honorable Daniel Walker
Governor, State of Illinois
Springfield, Illinois

Dear Governor Walker:

Recent press and public criticism of the Illinois Department of Corrections' furlough and work release programs has come to the attention of the American Association of Wardens and Superintendents.

The Executive Officers of the Association, being duly authorized to speak for the Association, have concurred in my taking the liberty to convey our thoughts and position relative to this criticism of the Illinois Department of Correction furlough and work release programs.

We have sought and obtained the following facts regarding the overwhelming success rate of both these programs. From the inception of the furlough program in 1971, there have been 6,457 furloughs, of which there have been 35 who have then become absent without leave, or only a .5% failure rate. The instances of new crime have been seven, or a .1% failure rate. Compilation of this reflects an overall success rate of 99.4% since the inception of the program.

From work release during the same period there have been 2,797 furloughs, of which there have been 11 absent without leave, for a .4% failure rate. There have been six instances of crime, or a .2% failure rate. This gives to this aspect of the work release program a rate of 99.4% success as well.

These figures reflect to us that there has been extremely prudent selection and highly responsible management of these very worthwhile programs.

We are all vitally concerned with the crime problem in our Country, but we must be ever mindful of the need to take minor risks for the avoidance of even greater risks. The overwhelming majority of men who are incarcerated today in our Nation's prisons will, in the very near future, again be free to roam our streets and either pose a hazard to or make a contribution to our society. It matters a great deal that we develop and maintain every possible tool that might tend towards their successful return to society as contributing rather than menacing individuals.

Resident Furloughs (Institutional)

Supersedes AR 817 dated 3/25/74

I. **POLICY OF DEPARTMENT:** To provide opportunities for residents of adult institutions and facilities to leave their places of confinement for specified periods of time for the purpose of re-establishing family ties and other reasons outlined in the Illinois Revised Statutes.

II. **EXPLANATION:**

A. Chief Administrative Officers may grant approval for a furlough to any resident. The granting of such furloughs must, however, be in concert with the Illinois Revised Statutes and may be for one of the following reasons:

1. To visit a spouse, child (including a stepchild or adopted child), parent (including a stepparent or foster parent), grandparent (including stepgrandparent), brother or sister, or primary parental figure who is critically ill, or to attend a funeral of one of these persons.
2. To obtain medical, psychiatric or psychological services not otherwise available.
3. To contact prospective employers for employment upon discharge.
4. To secure a suitable residence for use upon parole or discharge.
5. To appear before various educational panels, study groups, educational units and other groups whose purpose is to obtain an understanding of the results, causes and prevention of crime and criminality, including appearances on television and radio programs.
6. To visit his or her family at home for a period of three days for the purpose of readjusting to the free society.
7. To provide an opportunity for participation in educational field trips or to attend institutions of higher education, vocational or technical schools, high schools, or other schools in the state. Such education shall be financed by the resident or by a grant or scholarship, including vocational rehabilitation funds, school aid funds of any kind, or state, federal or private funds when approved by the Director of the Department of Corrections. Educational furloughs may not exceed 14 days and may or may not require the resident to be accompanied by custodial, educational or other institutional personnel.

B. The following guidelines and policies shall be utilized to assist in deciding whether a resident is eligible for a furlough:

1. Visiting a relative who is critically ill or attending the funeral of such relative.
 - a. Definite verification of the death or illness should be obtained from a reliable source, such as a parole counselor, hospital administrator,

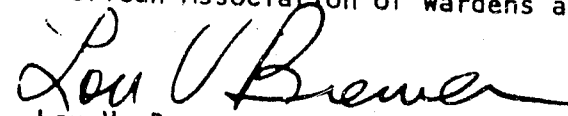
2.

Throughout the Country the appropriate use of furlough and work release for training, education, work experience, family and social reintegration are among the most meaningful and successful tools recently employed.

It is our experienced observation that to turn back on these programs in the light of their overwhelming success, especially as indicated in the success rates of the Illinois program, would not only be an instant mistake, but one for which our society would long suffer.

The pressures of your office and the views of those who do not choose to look at the total picture undoubtedly places you in an extremely difficult position when this kind of criticism mounts. We offer the opinions and the services of the American Association of Wardens and Superintendents to aid you in any way in assessing this situation or in communicating the real seriousness of these considerations.

Most respectfully submitted,
On behalf of the
American Association of Wardens and Superintendents


Lou V. Brewer
First Vice President

cc: Vernon Housewright, Vienna, Illinois, President, AAWS
William Johnson, Dayton, Ohio, Second Vice President
E. T. Pogue, Carson City, Nevada, Secretary
Roger W. Crist, Deer Lodge, Montana, Treasurer
Hoyt Cupp, Salem, Oregon, Sergeant at Arms

P.S. You may feel free to call upon any of the officers of the Association for verification or other assistance relative to these views.

Resident Furloughs (Institutional)

- county coroner or a physician. In addition, no furlough shall be granted to a resident for the purpose of attending a funeral during the evening hours. If the funeral is scheduled to take place at night, the resident may be allowed to visit the funeral home or attend a graveside ceremony during daylight hours.
- b. Residents furloughed for these purposes will be under direct supervision of an employee of the institution during the entire duration of the furlough. The cost of the employee's time and transportation must be assumed by the resident or someone outside the institution, and the fee assessed must be paid to the institution. Prior approval of the Administrator of Institution Services is required before granting such a furlough in the case of a resident serving a sentence for murder or a Class I felony.
2. Medical Furlough.
- a. The recommendations of the institutional physician should always be followed in regard to the necessity of such a furlough. Continuous 24-hour supervision is required by an institutional employee. Medical emergencies are to be handled as conditions warrant by authority of the Chief Administrative Officer of the institution concerned, always with supervision.
3. Contacting prospective employers for employment upon discharge.
- a. The resident shall be within 30 days of his release or final discharge date, or shall already have been granted a parole. Exceptions to this rule may be made only after consultation with the Administrator of Institution Services.
- b. The resident shall indicate that he has made definite preparations to look for employment.
- c. A furlough of more than one day's duration or for out-of-state travel must have the prior approval of the Administrator of Institution Services. Residents classified as minimum security without supervision may go on such a furlough unescorted.
4. To secure a suitable residence for use upon release, parole or discharge.
- a. The resident shall be within 30 days of his release or final discharge date or shall already have been granted a parole. Exceptions to this rule may be made only after consultation with the Administrator of Institution Services.
- b. The resident shall have some definite plan for seeking a residence.

Resident Furloughs (Institutional)

5. Appearance before various educational panels or groups.
- a. A furlough granted for this purpose must be approved by the Administrator of Institution Services. In addition, consent by the resident or his parents for his appearance before the educational panel or group must be obtained. An appearance before various educational panels or groups out-of-state will not be approved.
- b. Under no circumstances shall any employee accompanying the resident be allowed to participate in the event unless such participation has been agreed upon before leaving the institution. This fact should be explained to the employee and the resident prior to the event.
6. Family and home visits.
- a. **Definition:** Family members include legal spouse, children (including stepchildren and adopted children), parents (including a stepparent), brothers or sisters, and primary parental figures. A "common law" spouse will be considered to be a family member if the resident can provide evidence of former residence and a meaningful "common law" relationship with the individual and that he has assumed some responsibility for her/him.
- b. **Eligibility:** Eligibility criteria are subject to continuous review and periodic change. Chief Administrative Officers are, therefore, to ensure that all residents and staff are made aware of current eligibility criteria as established by the Administrator of Institution Services and the Director of the Department of Corrections, and issued via Adult Division directives.
- c. **Number of Residents on Furlough on any Given Day:** The maximum number of residents allowed on home furlough on any given day is subject to continuous review and periodic change. Chief Administrative Officers are, therefore, to ensure that all residents and staff are made aware of the current maximum number of residents allowed on home furlough on any given day, as established by the Administrator of Institution Services and the Director.
- d. **Duration:** The home furlough shall be for a period not to exceed three days (72 hours). In addition, travel time not to exceed 24 hours may be approved by the Chief Administrative Officer.
- e. **Requirements:** A resident may submit an application for a furlough only if he meets the current eligibility criteria.
- (1) Residents who are classified as minimum security may be granted this type of furlough during the six-month period

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prior to their parole eligibility date. Residents who are still serving time against their minimum sentence shall not be eligible for a home furlough until they are within six months of their parole eligibility date. A resident can receive more than one such furlough during this six months period prior to his parole eligibility date.

- (2) Any resident who has appeared before the Parole and Pardon Board and has been granted a parole may receive a home furlough (regardless of his institution security classification) prior to his release date, at the discretion of the Chief Administrative Officer.
- (3) Residents who have been classified for minimum security and have appeared before the Parole and Pardon Board and have been denied a parole shall not be eligible for a home furlough until they are within six months of their next Board hearing date.
- (4) All institutions within the Adult Division shall establish a screening committee for the purpose of making recommendations to the Chief Administrative Officer regarding those residents who are eligible and have applied for a home furlough. Included on the committee shall be a senior member of the institution's Clinical Services staff.
- (5) Approval of such furloughs following the criteria of Administrative Regulation and the above provisions is at the discretion of the institution's Chief Administrative Officer, except in the case of a resident serving a sentence for murder or a Class I felony, in which case the approval of the Administrator of Institution Services is required.

Exceptions: Those residents in Class I who have been paroled need not be referred to the Administrator of Institution Services.
- (6) The resident or his family must show evidence of his or their ability and willingness to pay all his expenses while on furlough.
- (7) Evidence of a suitable residence during the furlough must be indicated.

7. Educational furlough.

- a. **Eligibility:** Eligibility criteria are subject to continuous review and periodic change. Chief Administrative Officers are, therefore, to ensure that all residents and staff are made aware of current eligibility criteria, as established by the Director.

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- b. Provision of this type of furlough shall be on an individual case-by-case basis with the approval of a program by the institution's Chief Administrative Officer, the Administrator of Institution Services and the Director. Submission of requests for this type of furlough must come to the Administrator of Institution Services, with all information required by the following paragraph of this regulation, with personal approval of the institution's Chief Administrative Officer clearly indicated in the body of the request.
- c. **Procedure:** When it is determined that a resident meets all established criteria, the Chief Administrative Officer of the institution or facility shall submit his recommendation to the Administrator of Institution Services for approval. In explaining the basis for a recommendation, the information provided shall include the resident's previous record of convictions; his adjustment record during incarceration; his educational accomplishments and future goal; the name and address of the field trip or educational institution to be attended; dates and length of the seminar or course of study; funding; and any other pertinent information. Registration plans may be finalized upon receipt of approval by the Administrator of Institution Services.

C. Furlough Supervision

1. Furlough supervision by Field Services personnel shall be required generally in those cases involving crimes against persons in which weapons were involved and violence occurred; sex crimes in which children were involved; or in any case which the Chief Administrative Officer deems necessary for public safety.
2. Supervision shall be defined as face-to-face contact or telephone conversation with the parole counselor while the resident is on furlough.
3. The following procedures will be utilized:
 - a. **Institution:** Upon approval of a furlough requiring close supervision, the institution will forward a Request for Investigation, with a covering transmittal letter, to the institution's Field Services Office. The submission will be timely enough for the following to take place.
 - b. **Field Services Office:** Upon receipt of the Request for Investigation, the Field Services Office will forward the request with a transmittal form requesting arrangements for close supervision to the appropriate Adult Parole Services Office for action. The Field Services Office will forward this information within five working days of the receipt of the Request for Investigation from the institution.
 - c. **Adult Parole Services:** It will be the responsibility of Adult Parole Services to establish the contact set-up for the resident's furlough

Resident Furloughs (Institutional)

when the furlough investigation is conducted. For example, if the investigation requires close supervision by face-to-face contact, it is the requirement of the Parole Counselor to structure the meetings between himself and the resident when he conducts the furlough investigation. If the supervision requested is for daily telephone calls, then the Parole Counselor will determine who is to call whom at what time. Requests for Investigation will be completed within five working days of receipt of the request from the Field Services Office.

Upon completion of the investigation, the Parole Counselor will return the investigation request and transmittal form, along with a memorandum detailing the method of contact to the Field Services Office.

- d. **Field Services Office:** Upon receipt of the completed investigation forms and the memorandum detailing instructions for resident/Parole Counselor contact, the Field Services Office will convey in writing to the resident the instructions for his contact with the Parole Counselor while on furlough. One copy of the instructions will be entered in the master record jacket, and another copy will be sent to the Parole Counselor with the letter of transmittal.
- e. **Adult Parole Services:** Upon completion of the furlough, the Parole Counselor will send a memorandum indicating compliance/non-compliance with the instructions for supervision. This report will be forwarded to the Field Services Office within five working days after completion of the furlough, along with the transmittal form.
- f. **Field Services Offices:** The Field Services Office will forward the above report to the institution Clinical Services supervisor for action and/or filing into the master record jacket.

D. Notification Procedure

- 1. Notification to local jurisdictions shall be required in all furlough cases and will be effected through the use of the Law Enforcement Agency Data System (LEADS). The procedure for entry into LEADS is as follows:
 - a. **General Information:**
 - (1) Name
 - (2) Race
 - (3) Sex
 - (4) Institution and number
 - (5) Offense
 - (6) Sentence
 - (7) Indictment number
 - (8) Date and time of furlough (time out--time in)
 - (9) City or town to which the resident is to be furloughed
 - (10) County from which the resident was convicted

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- 2. The above information is then compiled and sent to Herbert Bailey, 1640 State of Illinois Building, 160 North LaSalle Street, Chicago 60601, so that entry can be effected at least 15 days prior to the effective furlough date.
- 3. Each entry will be assigned a LEADS number, which will be sent back to the institution for verification.

Insight

Program of temporary release of convicts,
hailed as a reform, now faces stiff challenge

Prison furloughs: Good or bad?

By Larry Green

On Sept. 12, 1969, a prisoner walked out of Joliet State Penitentiary to attend a funeral. For the Illinois prison system, it was a landmark.

That temporary release was the beginning of a program that penologists and criminologists believe was a giant step into 20th Century prison reform in the state.

Now the program is immersed in a controversy that could ultimately lead to its destruction — or change it so much that many of the goals it was designed to accomplish might be lost.

Since that day in 1939, thousands of other prisoners have left their cells to go to funerals, to see doctors, to look for jobs and homes or just to spend time getting reacquainted with their families.

Since June, 1972, about 6,500 prison furloughs have been allowed in Illinois. Of those furloughed, 7 inmates have been

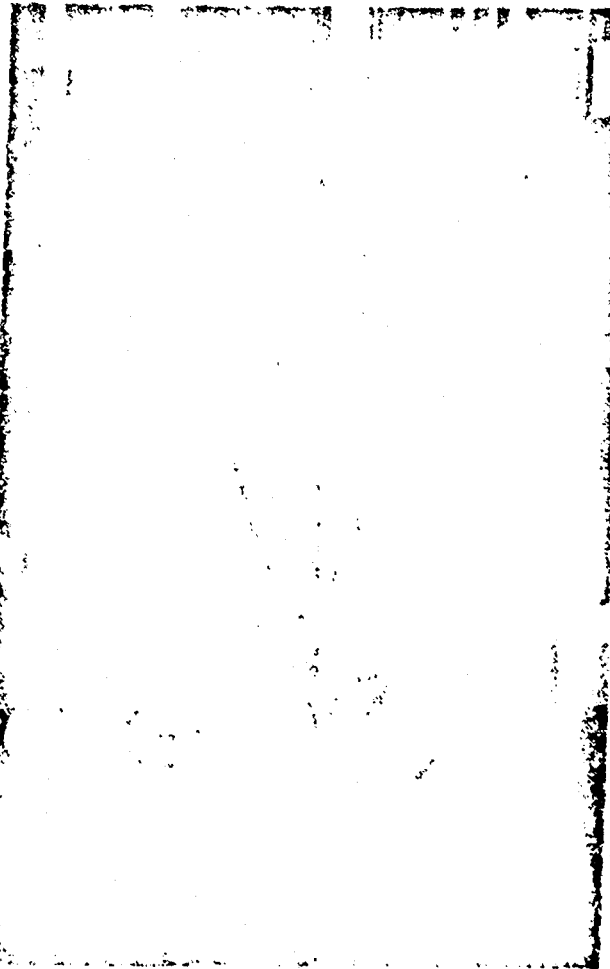
An editorial, "Bolster prison furlough plan," and letters from readers on this subject appear on Page 11.

arrested or suspected of committing crimes. Another 28 have failed to return to prisons.

This gives the Illinois system a 99.4 per cent success rate. That's one of the best in the nation, according to Anthony P. Travisono, executive director of the American Correctional Assn.

"IT IS IMPOSSIBLE for any state to have a perfect record, and for all intents and purposes, Illinois has produced a near-perfect record which probably cannot be topped by any other state," Travisono said. The Illinois record also is better than the furlough record of the federal prison system.

Experts in the area of correctional institution reforms, both conservative and liberal, have long advocated furlough programs to reduce the shock to a paroled convict suddenly re-entering society from regimented and sexually segregated



Furloughs can ease shock of re-entering society.

ed furlough plans or have begun the process of adopting them.

States Atty. General Carey has attacked the program with

mushrooming fervor in the press and courts. He is critical of the way it is administered, asserting that "vicious criminals are being freed to roam the community. He says the furlough system is being misused, is responsible for frightening victims and witnesses and adds to the public's growing general disrespect for the criminal justice system.

Carey's criticism reached a crescendo after one prisoner, jailed for an attack on his wife, allegedly killed her while he was out on a leave.

On the other side of the controversy, and reluctant to get into a public hubbub, is Allyn Sielaff, state director of corrections, who sees the program as a vital link in the state's efforts to rehabilitate prisoners and prepare them for a return to society.

SIELAFF, WHO HAS BROAD legislative authority to administer the program as he sees fit, admits to having expanded and liberalized the furlough system since taking office 19 months ago. And he admits indirectly that there may have been mistakes in granting some furloughs.

In an interview, Sielaff said three of seven prisoners whose leaves were singled out by Carey as a misuse of the program are no longer eligible for furloughs.

The 1969 Illinois law that set up the furlough system was redrafted by the Legislature in 1972. It permitted prisoners to visit family members who are seriously ill, to go outside the walls for medical treatment for themselves and to attend funerals. These prisoners are almost always escorted by state corrections department employees.

The Legislature also gave the state corrections director the authority to use his discretion in granting special furloughs of up to 14 days so prisoners could look for jobs or homes, attend school or apply for admission to educational institutions and visit their families. These special-furlough prisoners are not escorted, although they are put under the "control" of a parole officer while they are outside prison walls.

An elaborate screening system, which frequently involves psychiatric reviews as well as a series of administrative

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reviews, precedes each prisoner release. Sielaff said. Murderers and sex offenders get special screening.

FURLOUGHS ARE SUPPORTED by corrections authorities.

"As an alternative to straight incarceration, we think furloughs are a very good half-step in the right direction," said Alvin J. Bronstein, executive director of the American Civil Liberties Union Foundation's National Prison Project.

"All evidence we have (indicates) that systems that have furlough systems are reducing the prospects of recidivism," Bronstein said from Washington in a telephone interview. "It is a greater danger for a system not to have any furloughs than it is to furlough people."

Travisano, who directs the conservative American Correctional Assn., also defends the temporary release program.

"It is one of the better tools that has evolved over the past few years," he said.

"One of the major problems of the prison system is that we separate people from the environment of their family and friends. We found a great number of men emotionally and physically divorced from their families. The furlough system is one way to keep in touch to let their families know they are physically there."

TRAVISANO ALSO SAID furlough programs help "soften the system," while giving prisoners hope and building trust on both sides.

"Bringing corrections into the 20th Century is no easy task, and each state must assume some risks in trying to be meaningful and relevant to the public at large and the persons who come in immediate contact with corrections," Travisano said.

Hans W. Mattick, noted criminologist and director of the Center for Research in Criminal Justice at the University of Illinois at Chicago Circle, described the furlough program as "a way of enabling a man to test freedom in a graduated way while he is still under effective control by the state."

"We know he is going to be eligible for parole, and this is a good way to test how he tolerates freedom," said Mattick,

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Insight

who is also chairman of the Illinois Department of Correction's Adult Advisory Board.

"Penal authorities know that 98 per cent of all persons who enter prison are going to be released eventually. It would be counterproductive to handle them in such a way so as to destroy all their sources of strength in the community.

"Secondly, furloughs also serve as a form of motivating prisoners to good behavior and to a productive use of their prison time."

THE AMERICAN CORRECTIONAL Assn. calls the Illinois program conservative.

From July, 1973, to June, 1974, the state of Connecticut furloughed almost as many prisoners as Illinois did in two years, a remarkable statistic considering the size of that New England state. It had a success rate of over 99 per cent, according to the correctional association.

New York has released on furlough about 22,000 prisoners since 1972, with .3 per cent re-arrested. Another 1 per cent failed to return.

Furloughs have been successful in New York state. "taking a lot of the belligerence out of a lot of inmates, and can be regarded as a tool for maintaining discipline in the institutions," said William J. Baker, deputy New York commissioner of correctional services, in an interview.

IN ATTACKING THE ILLINOIS PROGRAM, Carey has accused state director Sielaff of abusing his discretion in releasing desperate criminals.

Carey plans to present a number of reforms to the next session of the Legislature which would, in effect, drastically cut back on the number and scope of furloughs.

Though most are hesitant to say it for the record, some corrections authorities and criminologists see the attacks by Carey, a Republican, against a system administered by Democrats, as political. Carey denies this.

AFTER CAREY'S ATTACKS ON the furlough program began, the tough-minded Adult Advisory Board, headed by Mattick and composed of persons representing a wide range of community interests and cultures, conducted an intense five-hour review of the state's furlough program and concluded it was "conservatively run and well managed."

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