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An Evaluation of the Pre-Release Programs
of the State Correctional Institution at
PITTSBURGH

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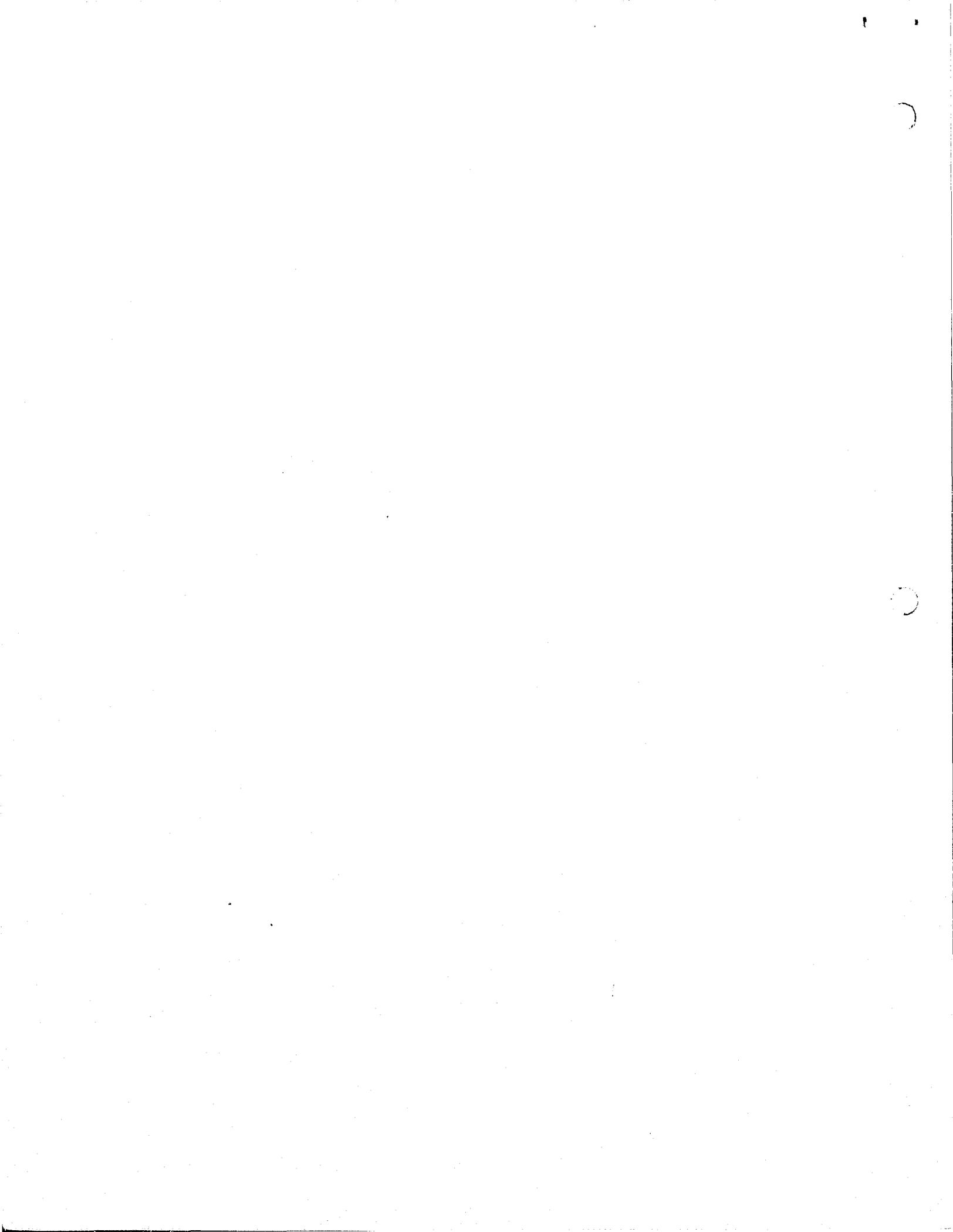
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THE PROBLEM

The major objective of this project is to examine the pre-release programs at the State Correctional Institution at Pittsburgh. The questions under consideration are:

- Which inmates are granted pre-release status? Is there a difference between the inmate granted pre-release and the one refused? If so, what is the difference?
- What do the inmates and ex-inmates think about the pre-release programs? What improvements would they make in them?
- What do the counselors involved in the pre-release programs, the parole agents, and the judges feel about the programs? How would they improve them?
- What impact, if any, do the pre-release programs have on post-incarceration success or failure?

The concept of pre-release developed after social scientists and criminologists produced study after study showing that the rehabilitative ideology of contemporary corrections was not resulting in a reduction of criminal activity after release from the institution. Penologists now believe in a "reintegrative" theory of incarceration.

Historically, man has always found ways to justify punishing his fellow man. Originally social groups would ostracize or take revenge on the offender. Beginning in the eighteenth century, prisons were opened as a means of isolating and controlling those guilty of criminal and deviant acts. By the late nineteenth century, the focus of incarceration was on reforming the offender. The current correctional policy includes re-entry preparation of the inmate. La Mar Empey calls the development of punitive theory the "Four R's" -- Revenge, Restraint, Reformation and Reintegration.¹

Reintegration policies are expected to help the inmate in his decision-making and social adjustment abilities. Along with the change of correctional emphasis is a shift from humanitarian treatment of the inmate

to an emphasis on the responsibility of the institution to work with the inmate in correcting his anti-social behavior and in applying his new abilities when he returns to his community.²

In addition to the emphasis on reintegrating the offender back into society, the twentieth century has witnessed the growth of community-based correctional facilities. These developed largely as a result of the deepening dissatisfaction with prisons. The change in theory from rehabilitation to reintegration is centered around the perceived deleterious effects of isolating the offender and the need for transitional programs between the institution and the community. It is the contention of the people espousing this new theory that it is unrealistic to expect the offender to return directly to the community from the institution and be able to handle the problems, confusion, and stress of day-to-day living.³ Treatment in the community is considered to be more humane and effective since the offender is able to maintain family ties as well as not being subjected to the unnatural conditions of imprisonment.

According to Sykes, the prison represents a social system in which the attempt is made to create and maintain total social control over the offender.⁴ Penal institutions separate the free community from the inmate population either through a massive wall or by situating the institution in a distant area. The penitentiary not only serves to physically isolate the offender from the community, but also psychologically to compress him. In his study of a maximum security prison during the late 1950's, Sykes noted that, "It is not solitude that plagues the prisoner, but life en masse."⁵

Each inmate has to undergo a series of personal degradations and deprivations during his incarceration. Many penal researchers have found that inmates develop methods to mitigate the "pains of imprisonment".⁶ Through a process of assimilation and identification the new inmate becomes socialized to the patterns of alternative behavior within the institution. By joining the inmate social system, the inmate is able to "reject his rejectors".⁷

Until recently, there were no escape routes from the prison available to the inmate. He was isolated from the beneficial contacts with the community. The reintegration programs are a means of combating and counteracting the impact of both the inmate social system and the dependency festered by institutionalization.⁸ Many people began to realize that keeping a man isolated behind bars is not an effective way to teach him how to function in society. Increasingly, penologists have come to believe that:

"The task of corrections includes the building or rebuilding of solid ties between the offender and the community, integrating or reintegrating the offender into the community, restoring family ties, obtaining employment and education, and securing in the larger sense a place for the offender in the routine functioning of society."⁹

More than 96% of incarcerated individuals will some day be released back into the community. Of these, two-thirds have been in prison before and the majority will relapse to previous criminal habits.¹⁰ Pre-release programs attempt to end this trend of continuous criminal behavior. These programs are setup to provide a "series of loosely consecutive changes of an inmate's penal status which provide the resident in the correctional system with increasing freedom, thereby easing his returning to society"¹¹ It was believed that the inmate needed programs to help him overcome his feelings of anxiety and uncertainty prior to his release.

In his study of the prison system, Glaser found that many men leave the prison with expectations of rapid occupational advancement and with financial needs far exceeding the amount with which they leave.¹² Pre-release programs were designed to restore the inmate better prepared to meet his material and social needs in an acceptable manner.

Pre-release programs are included in the National Advisory Commission on Criminal Justice Standards and Goals. Standard 9.9 include establishment of furlough and week-end visits regularly planned to help the inmate

to maintain ties with family and friends. Standard 16.14 calls for the legislatures to enact the authorization of pre-release centers and halfway houses, work release programs and furloughs.¹³

Furlough programs which allow the inmate to re-enter society gradually, had been used informally in emergency situations before legislative acts were passed to include temporary home visits as a correctional tool. Halfway houses, situated in the community, were originally designed to provide a well-ordered and disciplined environment to help the offender to learn the rules for correct social adjustment which are not obtainable in the institution. These houses vary in the population they serve. Daniel Glaser considers halfway houses to be:

"This half-century's most promising correctional development for alleviating the post-release problems of prisoners...which prisoners scheduled for release are transferred some months before their release date and from which they... enter the job market and develop acceptable social relationships."¹⁴

The pre-release programs in Pennsylvania are administered through the Bureau of Corrections which was authorized to employ pre-release programs in 1968 through Article Number 173 enacted by the state legislature on July 16, 1968.¹⁵ This act vested the Bureau staff to establish pre-release centers both on and off prison grounds.¹⁶ The first centers were opened in 1969. In 1970, Article 173 was amended by Article 274 which introduced furloughs into the program.¹⁷ Acceptance into a pre-release program was considered to be a:

"Status which may be achieved by residents of Commonwealth Correctional Institutions after qualifying in accordance with criteria, procedures and policies set forth."¹⁸

These policies were explained in the Administrative Directive 805. According to this document, pre-release is a "continuum of opportunities for inmates to demonstrate self-control and individual responsibility."¹⁹ The program offers inmates progressively greater degree of freedom. The pre-release programs include:

Work Release -- whereby an inmate can leave the institution and go to a place of employment and return at a designated time.

Educational/Vocational Release -- whereby an inmate can leave the institution to go to an institute of higher learning or vocational training and then return to the prison.

Furlough -- where an inmate has a temporary leave from the institution and returns within a period not to exceed seven days.

Community Service Center (CSC) -- where the inmate is transferred to a program operated under separate jurisdiction of the Community Treatment Service Division for the remainder of his sentence.

Group Home -- whereby an inmate receives specialized services at a community facility.

Any inmate confined in a pre-release center may be released temporarily with or without supervision. It was determined that it would be the responsibility of the Bureau to determine which inmates enter the program and that each center is to be staffed 24-hours a day, seven days a week.

Furlough status was considered to be an earned privilege granted to inmates who were approved by the Superintendent. The concept of furlough was not just to be considered as a reward, but as an integral part of a treatment plan.²⁰ It was also stated in the policy of the Bureau that furloughs were to enable an inmate to exercise self-restraint and to demonstrate responsibility while offering him a chance to keep in touch with his family.²¹

Originally, the Bureau of Corrections offered only skeletal criteria for furlough selection, delegating the decision power to the individual

institution. The institutions varied on their standards. In the beginning the failure to return and commission of new crimes was 2.5%.²² With the initial success of the program, the institutions relaxed their criteria. By the second year, the failure rate had risen to 11%.²³ Due to the outcries of the judges and the community, the Bureau established minimum mandatory criteria in 1972.²⁴ These criteria included:

- 1) The inmate must submit an application to the counselor who is then responsible for coordination of information as to whether or not the applicant meets the requirements.
- 2) The inmate must be in the institution for at least one-half his minimal sentence and nine months.
- 3) No detainers greater than two years to be served elsewhere.
- 4) Medical clearance.
- 5) No misconducts within application period (nine months).
- 6) There must be no objection from the sentencing judge.

It is up to the counselor to review the application for housing, education, criminal history, work and educational history, and to provide information about the inmate's health status. The application then proceeds to the support team, which is comprised of a counselor, a work supervisor, a guard, a range officer, and a teacher from the educational and/or vocational program the inmate may be participating in at the time. With the recommendation of the support team, the application goes to the review team which is comprised of administrative and departmental heads. If the review team recommends the applicant, he then must meet the approval of the Superintendent of the institution. If the Superintendent approves, a certified letter with his signature, is sent by the counselor to the sentencing judge. If the judge does not object within twenty days, the inmate is approved for furlough and pre-release. However, if the inmate wishes to enter a CSC program, he must obtain the approval of the CSC Director. If the judge does object, a representative of the institution can attempt

a negotiation. If the judge still objects, it is the responsibility of the institution to appeal his decision to the Board of Pardons.

If the judge does not object and the inmate is approved, the institution requests that a member of the Community Treatment Services staff make a home visit to determine the suitability of the home and to explain the responsibilities of the sponsor.²⁵ The sponsor is the person with whom the inmate will be staying while on furlough. It is the counselor's duty to advise the inmate of the rules pertaining to furlough. The institution must advise the police chief in the area of the inmate's residence that he will be on furlough. In 1976, 22% of the men that were recommended by institutions were not accepted by the regional director.²⁶

Although many people believe that one important reason that Pennsylvania has not been among the states listed in the past several years as having major disturbances or riots at an institution is because of the Furlough Program.²⁷ However, the Furlough Program has come under continuous criticism since its inception. In 1973, the District Attorney's Office in Pittsburgh publicly opposed the program.²⁸ And, in an article in the Pittsburgh Press on June 23, 1973, a detective in the Pittsburgh Police Department bitterly criticized the administration of the Furlough Programs by the staff at Western Penitentiary.²⁹

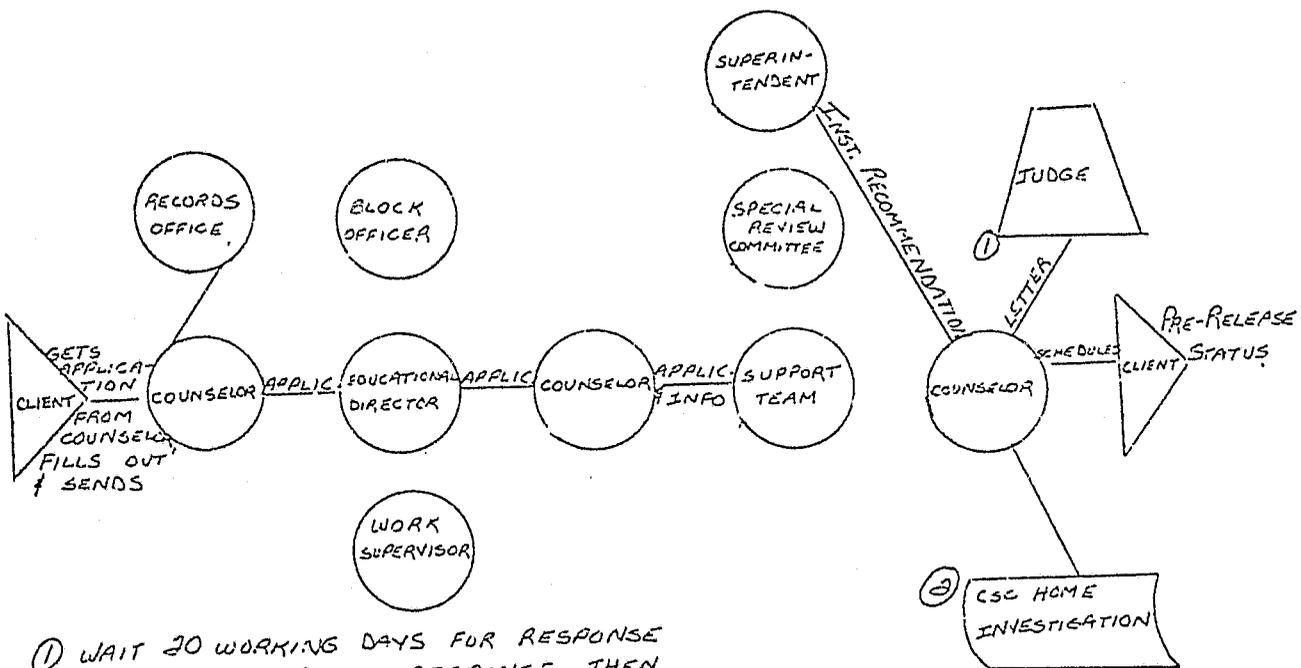
On the other side, the legislature began reviewing complaints from inmates about the administration of the pre-release programs. They complained of the poor explanation of denials, the subjectivity of the decisions, and the role of the court. Many men complained that the Superintendent was accepting the Judge's veto without any negotiation or without taking recourse with the Board of Pardons. In fact, it was learned that the Board of Pardons is asked to consider a pre-release problem only about five times a year.

On November 21, 1977, the Senate resolved to appoint a five-member committee, three majority and two minority members, to review the admin-

istration of the pre-release programs. They were to hold hearings and hear testimony, make investigations, and report to the full Senate. At this time, the committee has yet to be formed.³⁰

FLOWCHART FOR ATTAINING PRE-RELEASE STATUS

PRE-RELEASE



① WAIT 20 WORKING DAYS FOR RESPONSE FROM JUDGE, IF NO RESPONSE, THEN FURLOUGH SCHEDULED.

② FURLOUGH CONSIDERATION

HYPOTHESES

With the onset of pre-release programs, procedures have changed from the day when the sentencing judge was almost exclusively responsible for determining the future of the convicted criminal. Now, an inmate's future is often determined by professional correctional administrators. They determine the institution to which the offender is assigned, the programs of treatment that he follows and whether or not he is granted an early release from the institution.³¹

Since the first contact the inmate makes within the pre-release process is with his counselor, who is responsible for making a recommendation on whether or not a man should receive pre-release status, it is expected that inmates will believe that the counselor has the most influence in the decision and that they will have a lot of complaints about the counselors. Since the institution does not use the provision in the pre-release act for negotiating with the judge when he objects to a man receiving pre-release, it is also expected that the inmates will consider the sentencing judge as having the most influence in whether or not pre-release is granted.

Because of the impact of pre-release programs on the community and the tendency for the community and the media to be critical of the programs, it is believed that the safety of the community will be of primary importance in considering if an inmate should be granted pre-release. Thus, men who are thought to present little risk to the community will probably be selected.

A major concern of the institutional staff is in preventing riots and disturbances. Pre-release programs are considered by many people to be mechanisms used to generate voluntary conformity by the inmates. It is believed that the institution gets the inmates to share in the process of control by establishing a system of incentives, included in which is early release.³² For this reason, it is hypothesized that the inmate who does not have many misconducts and who is active in accepted

institutional programs, will be granted pre-release status. Because the prisoners take seriously the "admonition to strive for goals that are held to be available to them,"³³ it is believed that the inmates will attempt to satisfy what they perceive to be institutional expectations in order to get pre-release. It is also expected that many inmates will feel dissatisfied with the programs and the selection process.

The final selection of men into the Community Service Centers lies with the staff of the centers. Group homes and halfway houses have come under considerable attack by community groups who repeatedly attempt ways to avoid the establishment of such facilities in their neighborhoods. Allowing a halfway house to remain in the neighborhood often depends on the behavior of the residents. For this reason, it is hypothesized that men selected for pre-release programs will be inmates who are considered to be model prisoners. Also, it is expected that men with a history of substance abuse will not be selected since drug addiction and alcoholism is considered to trigger criminal activity.

A major objective of the rehabilitation of the offender is to increase his employability. Many inmates maintain strong non-criminal interests including legitimate vocational aspirations. It is believed that inmates with higher educational and vocational levels will be more highly selected for pre-release programs. This is especially believed to be true for entrance into a CSC since increased vocational skills serve to increase the chances that the CSC resident will be able to obtain employment.

An additional value of community treatment is that it is able to expose the clients to a variety of rehabilitative programs within the community without having to incorporate these programs into the programs offered at the center. In this way the community centers are able to provide services by referring the residents to social service agencies which are available to all of the citizens in the community.³⁴ Therefore, the primary responsibility of the centers will be to provide shelter, supervision and referral counseling and not therapy.

Inmates vary with their degree of involvement with the inmate subculture. Glaser found that married inmates and those with positive outside associations are more likely to be isolated from the inmate society.³⁵ Since one rationale for granting furloughs is to maintain family ties, it is expected that married inmates will more likely receive pre-release.

Although inmates are supposed to use the time that they are out of the institution on furloughs to look for employment and make social contacts which will help them when they leave the institution, it is expected that most of the men will use the furlough to have a good time. For this reason, it is expected that inmates who had furloughs will not do as well upon release from the institution, as will the men who were at community centers before they were granted parole. This is expected because inmates at the centers have a chance to maintain employment and work on their individual problems and are not exposed to as many post-release problems as are the men who had furloughs.

HISTORY OF PRE-RELEASE

The purpose of this study is to evaluate the pre-release programs of the State Correctional Institution at Pittsburgh. Pre-release is defined as, "that portion of incarceration prior to release in which an effort is made by the institution to help the inmate to prepare for his re-entry into free society."³⁶ Although the Bureau of Corrections includes work and educational release as well as furloughs and community treatment centers in their types of pre-release programs available to men incarcerated in a state correctional facility, the State Correctional Institution at Pittsburgh offers only furloughs and community treatment to its inmates.

Historically, sporadic attempts to operate small community residences for offenders had been undertaken by religious and humanitarian groups. In 1917, a small group of people in Massachusetts recommended the establishment of a community center for ex-offenders.³⁷ In 1840, Captain Alexander Maconochie developed a program at the English penal colony at Norfolk Island which included a system of early release when the inmate had earned a specified number of "marks".³⁸ Maconochie began the program as a means of providing incentives to the inmates and of establishing order in the penal colony.³⁹ The first pre-release program was started by Sir Walter Crofton in 1854. He established a program which included an intermediate prison, what is known today as a halfway house. Crofton's system called for the graduated transition of offenders from maximum security to supervision in the community.⁴⁰

The first community facility in the United States was established in Boston in 1864, 47 years after it had originally been proposed.⁴¹ This center, called the Temporary Asylum for Discharged Female Prisoners, operated for 20 years.

Furlough programs began informally in 1913 when Mississippi initiated a policy allowing inmates ten-day holiday leaves.⁴² They were not made a permanent part of the institutional programs until 1944 when the

when the Mississippi State Penitentiary began a program of conjugal visitation and included temporary home furloughs. Inmates with three years of time served in the institution and good behavior were allowed to go home for a ten-day furlough.⁴³

Meanwhile, the halfway house movement was undergoing a setback. There were a few houses opened in the 1920's in Louisiana, Ohio, Iowa and California.⁴⁴ With the expansion of the use of parole, the movement came to a standstill. It was taken up again after World War II, especially in the area of mental health. In 1946 the Children's Bureau started discussing the idea of residential centers for youthful offenders.⁴⁵ Fifteen years later the Federal Bureau of Prisons used this idea and opened the first pre-release guidance center for young offenders. Boys between the ages of 16 and 25 who were three to four months away from their release date were eligible to go to the separate facility where they received employment, school and personal counselling services.⁴⁶

In September 1965, the Prisoner Rehabilitation Act was passed which officially established a federal plan for pre-release programming. This act included plans for community halfway houses, work release and unescorted furloughs.⁴⁷ It was believed that participants in these programs would have more successful paroles.

Around the same time, Texas began its own pre-release program. This was situated within the institution and included a five-week course for men nearing release. This program offered the men an opportunity to learn about the types of problems that they would be facing when they returned to the community and the best way to deal with them. Twenty-four topics were covered in this course, including: employment prospects, family counseling, legal problems, financial planning, and community resources. The men involved in the course met daily to discuss the re-entry process and listened to guest speakers discuss relevant issues.⁴⁸ It was believed that the program would help the men develop self-reliance before leaving the institution, which was expected to ease the transition period.

An evaluation of a similar program involving three weeks of intensive education and counselling around the re-adjustment problem found that inmates left with an overall more positive idea of themselves and of the changes in the outside community.⁴⁹ When Dwayne looked at the inmates involved in this program he found that those with a secondary school education had attained a better view of their own home situation through the program than did the men with a primary school education.⁵⁰ He also learned that black inmates who were involved in the program showed a more positive interest in the community and "making it on the outside" than did the white inmates.⁵¹

When Hawaii opened its halfway house program, called the Adult Furlough Center, for men within three months of their release, it established a program plan where the inmates made a contract with the center staff to find a job, open a savings account and find a place to live.⁵²

In 1969 California began a furlough program for men who were three months from their release date. This included in-depth interviews with the men before they left for the furlough and when they returned.⁵³ Each man left the institution with a definite plan of what he was going to accomplish during the furlough. A study made of the program found that 80% of the men actually made the contacts and looked for employment as they had said they would.⁵⁴

Most studies of the effectiveness of furlough programs have focused on the personal view of men involved. In New York, it was found that both inmates on furloughs and staff believed that furloughs helped renew family ties and reduce anxieties about leaving the institution.⁵⁵ To be eligible for furlough for up to seven days according to the program, a man must be within one year to release date.⁵⁶ The rate of absence from the program is less than 2% of men with furlough status.⁵⁷

In a study by the National Conference on Pre-release, they found that federal halfway houses have a 20% failure rate-return to criminal activity, and pre-release guidance programs within the institution had a

30% failure rate.⁵⁸ It was learned at this conference that the priority of 90% of community halfway houses is to secure employment, although there is evidence that the high employment rates of men residing in the centers does not continue once the men have been released.⁵⁹

Studies done inside penal institutions show that men tend to take on a general prison culture while incarcerated. Clemmer has called this process "prisonization".⁶⁰ According to Wheeler, inmates show the lowest amount of prisonization upon entrance into the institution and prior to release.⁶¹ During these early and late phases of confinement the inmate identifies more with the norms of society outside the prison than with the ones inside. Men who are approaching time of release primarily concentrate on legitimate means of pursuing economic objectives.⁶² Glaser found that most offenders alternate criminal with non-criminal activities rather than consistently pursuing criminal ones, and that during the first month after leaving they concentrate their efforts on seeking non-criminal economic opportunities.⁶³

This is the rationale for the need for pre-release programs so that the criminal may be given a chance to find employment and training before he leaves the institution so as to prevent disappointments and a return to criminal activity.

Although there have been studies made of the inmate society and of pre-release programs, there is no evaluation available of which types of inmates get into the programs and what effect this has on the prison community in stratifying the inmate groups.⁶⁴

It is the purpose of this paper to explore this problem.

METHODOLOGY

The methodology used to collect the data for this project included a combination of sampling and interviewing which was believed would provide the best source of information needed to examine the pre-release programs at the State Correctional Institution at Pittsburgh. It was believed that a careful examination of the inmate casefiles and the subsequent interviewing of men who were included in the sample would provide a wide range of information and feelings about the programs.

The first step involved contacting the institution and obtaining permission to conduct the study. This initial contact was made by a representative of the Governor's Justice Commission. The Superintendent of the Institution agreed to allow the study to be conducted and placed a member of the Institution's Research Committee in the position to supervise the project. It was agreed that the researcher would have access to inmate case files and would be allowed to interview inmates and staff members.

The member of the Research Committee facilitated access to the case files and to the inmates by introducing the researcher to the staff. The secretaries for the treatment unit for the past two years had been keeping monthly lists of men being considered for pre-release status. Beside each man's name appears the result of the consideration: accepted, rejected, and/or accepted for CSC only. There would also be a notation as to the current status of the inmate: paroled, transferred and/or at a CSC. The researcher used these lists to create five categories in which to place the men: furlough status, had furloughs but now on parole, at a CSC, was at a CSC but now on parole, and refused pre-release. The counseling staff provided a list of men who would be coming up for pre-release consideration within a time span of three to four months. The researcher then took a random sample of men from each of the categories.

There was no list available of men who had been returned to the institution for parole violations. However, the case files of these particular inmates are designated with a label that is a distinct color and on which appears the letters PVP. The researcher scanned through each of the files with this particular labeling and noted whether the inmate had been involved in a pre-release program prior to being paroled. A list was made of parole violators who had been on pre-release status and those who had not been on pre-release status. From this list, a random sample was taken from each group.

The original design for the project called for the inclusion of a random sample of men on parole who had had no involvement with the pre-release process at all. The researcher learned that every inmate is involved in the process at some stage of his incarceration. For this reason, this part of the project was slightly altered to have a random sample of paroled men who had never been on furlough or in a community center. There were no lists of parolees on which pre-release information appeared, so the researcher located the files of men on parole and scanned through those of men who had been involved in the correctional system since the beginning of the programs in 1971. A list was then made of men from Allegheny County who were on parole and had not been in pre-release. It was difficult compiling this list of names because when the furlough program was initiated virtually every inmate was accepted and was given furloughs. For this reason, every name on this list was included in the project and randomization was not employed for men in this category.

The sample thus was separated into nine categories: inmates on furloughs (15), men at community centers (20), men who would be coming up for consideration in the near future (22), men who had violated parole and had been on pre-release (15), men who had violated parole and had not been on pre-release (13), men who were on parole and had been on furloughs (9), men who were on parole and had been at a community center (9), men who had been paroled and had not been on pre-release (12), and men who were

refused pre-release (18). The numbers which appear beside each category represent how many men in the category were in the final sample. Men not from Allegheny County were not included. The final sample was composed of 133 men.

Information about the inmates in the sample was obtained from their case files. This information included: their age, race, marital status, current charge, juvenile and adult incarceration history, institutional misconducts, their educational and vocational levels, the institutional programs in which they were involved, and any miscellaneous factors which seemed relevant to consideration for pre-release status. The miscellaneous factors included: superior or inferior I.Q., extreme medical or mental problems, prior history of escape from a prison or a jail, and if the individual had been involved in helping to save another person's life while he was incarcerated.

The researcher then wrote a letter to each inmate in the institution in the sample requesting a personal interview to discuss his opinions about the pre-release programs. There were 84 letters sent out and 38 (45%) of the inmates agreed to be interviewed. A list of questions was compiled to ask each inmate according to his category within the sample. These questions were used during the interview. At the end of each interview, the man was asked to rate the pre-release programs on a scale of 1 (one) to 10 (ten), where one represented a program that was totally corrupt, and ten represented a program that was totally fair.

The interviews took place between 9:00 and 11:30 in the morning and 1:00 to 3:30 in the afternoon. The interviewer only used the name of the inmate to facilitate contacting him when his interview was to be conducted. Only the category in regards to the project was placed at the top of each page of interview notes. In this way, the interviewer did not know any specific information about the man or his crime. This was done to avoid the possibility of biasing the interview and to protect the inmate from being personally associated with anything he told the interviewer in confidence.

During the times of the day when it was not possible to interview the inmates, the counselors were interviewed. All eight counselors and three other members of the treatment staff were included.

In order to do a follow-up of the men who were on parole, it was necessary to go to the district office of the Pennsylvania Board of Probation and Parole. From that office the researcher obtained the name of the parole agent and the community office to which the case had been assigned. One of the men in the sample had died and the cases of two men had been closed. The researcher then contacted each of the parole agents who had clients included in the sample and arranged to meet with them to discuss the current status of the men. The agents were asked if the man was employed or in school, if he had been arrested or convicted of a crime since his release on parole, or if he was wanted by the police. Some of the men on the sample had only been on parole a few months, while others had been on parole for up to two years. If the man had been on furlough status or had been at a community center, the agent was asked if he had ever given his opinion of the program to the agent. Half of the agents were asked to discuss their feelings about the programs.

The men on parole were contacted by telephone and, if they agreed, were interviewed. Some of the men were not available to be interviewed, either because they had just recently moved and had no phone at which they could be reached, or because of their job or school schedule. Men who were wanted by the police were not contacted for an interview.

The interviewer then contacted the Community Service Centers and group homes and arranged to interview the counselors working at the homes and the residents who were in the sample. Only two of the men residing at the CSC were not available for an interview. One of the group homes would not grant the interviewer permission to interview the two men in the sample who were residing at the home.

Finally, the interviewer contacted a judge and arranged an interview

with him. The name of the judge selected to be interviewed was suggested by the member of the Research Committee. The questions that were asked to each category of inmates and parolees, to the counselors, parole agents and the judge appear in the Appendix.

The information obtained from the case files was coded and tabulated by the researcher with the aid of a computer. It was decided not to computerize the information obtained from the interviews. However, the mean responses and the range of responses given by the men to the question of how they would rate the pre-release programs were tabulated and appear at the end of the section of the paper devoted to inmate interviews.

The computerized data was analyzed by the researcher. When comparisons were made between the category in the sample and specific variables, the men were divided into three groups: included in pre-release programs (includes men on furlough, at a community center, parole violators who had been in either program, and parolees who had been in either program), not included in pre-release programs (includes men not selected for the programs, men on parole who were not in either program, and parole violators not in either program), and men who will be coming up for consideration. This was done to facilitate the analysis of the data.

The chi-square statistical measure was used to determine whether or not the relationships between the variables were significant. The researcher made an a priori decision to consider a .10 level as being a significant result. This means that one can expect to find the observed relationship occurring simply by chance 10 out of 100 times.

INTERVIEWS WITH INMATES AND PAROLEES

There were 62 offenders interviewed for this study. This represents 46.6% of the total sample of 133. The remainder which was comprised of 42 men (31.6%) who were at the institution refused to be interviewed. Nineteen (14.3%) could not be located either because they had recently moved; they had no telephone or their schedules were very irregular. There were seven men (5.3%) who were wanted by the police or by their parole agents for new crimes or for parole violations. The remaining three men were excluded because they had completed their paroles.

When the men who had furloughs were asked what they did on their days of temporary release, the majority told the interviewer that they used the time to have fun. A few stayed home, others said this strengthened their family ties. Only two men said that they used the time to look for a job and make plans for their futures. When they were asked if going out on furloughs caused psychological strain on them when the time came for them to return to the institution most said that the strain was not difficult to handle because they knew that they would be leaving again shortly to go on their next furlough or that successful furloughs improved their chances of getting into a Community Service Center. However, some of the men admitted that coming back was extremely difficult especially if something came up within the family with which they could not help because they had to return to the institution. Although the first furlough is generally thought to be the most difficult to come back from, some of the men explained that often it is the third and fourth that is the more difficult. In fact, one man said that each time he went out on furlough coming back became harder for him.

A few of the men told the interviewer that they simply had to tell themselves that they had to go back, that it would not be worth it to be "on the run", especially since they had already done much of their sentences, and that others that they cared for would be hurt and disappointed if they were to abscond. They said that most often men who do not come back from furlough have made the decision not to return before they go on the furlough.

When the men were asked who was able to get furlough status for them, the great majority replied that they had -- either by being a "model prisoner" or by using manipulative behavior. A few of the men felt that their counselor had worked very hard to get them furloughs. Two men told the interviewer that their lawyers had been able to personally contact the sentencing judge to plead their case for them. One man said that his family was able to talk to the "right people". One ex-inmate told the interviewer that a particular guard at the institution helped him to get furlough status. Another man said that he was able to be-friend a particular staff member. The general impression held by the men was that getting furlough status requires a lot of determination, manipulation and knowledge of the institutional system.

When the men were asked who they felt had the most influence in deciding whether or not an inmate was granted pre-release status, they responded with a variety of answers. Many considered the sentencing judge to have the final say, a policy with which they thoroughly disagreed. The majority of the men believed that various members of the institutional staff had the most influence: including the Superintendent, one of the departmental superintendents, the director of treatment, the head of the guards and the counselors. The responses were even more varied when the men were asked who they believed should have the greatest amount of influence in deciding if a man should be granted pre-release status. One man believed that the Commissioner of the Bureau of Corrections should have the power. Others said that the Superintendent should. Most believed that the counselors' evaluations should carry the most weight while others believed that the guards or the work supervisors should. Five of the men felt that an individual totally independent of the institution should be involved in the decision. Two other men suggested that a panel be established that would decide who is to get pre-release. They would include ex-offenders, members of the community and a rotation of inmates on the panel.

The men were asked by the interviewer to state what they considered to be the good points of the furlough program. Some of the men replied

that the furloughs gave them something to look forward to and something to aim for. Another felt that furloughs ease the tension while in the institution because they know they will be leaving, if only for a few days, in the near future. Therefore, the furlough makes doing their time easier for them. Some of the men admitted that without furloughs there would be a great deal of chaos in the institution because the pre-release serves as an inmates pacification factor.

Many of the respondents believe that a furlough helps the man prepare for his release. They replied that furloughs help to strengthen personal and familial relationships and give the inmate an opportunity to realize the problems he will face when he is released. Although they realize that going out and coming back in three to five days puts a strain on a man, they said that the time spent outside the walls allows one to get a grasp of what is going on inside the community. Furloughs, they believe, also help a man realize that he can be a responsible individual and that being granted pre-release status is an accomplishment in itself, especially if he uses the time to look for a job or work on his parole plan.

The men were then asked what they considered to be the bad points of the furlough program. The majority believe that the program is used by the institution as a means of controlling the men. A frequent response was that furloughs were like placing a carrot on a stick in front of the inmates. Others felt that the selection process is too subjective to the point of being unfair. They believe that all too often an inmate is deliberately not told why he was refused pre-release status. Many men believe that the only way to get a furlough was to befriend a staff member or to supply information about another inmate (snitching). In their opinion, obtaining a furlough involves manipulation and "programming". Because so much game playing is involved, the men think that frequently the "wrong men" get approved for furloughs, i.e., men who will not necessarily benefit from the furloughs. These problems with the furloughs cause conflicts and tensions and unequal inmate groups. Often men on furlough are setup by other inmates in their efforts to

to have the other's furlough revoked, i.e., they place contraband in the furloughed inmates' cells. Those approved for furlough are widely believed to be snitches, even if this is unfounded.

Many of the men believe that the furlough process degrades the individual inmate. They feel that the people involved in deciding whether or not they will be able to leave do not really know them or their needs nor do they take the time to do so. The men told the interviewer that an inmate never knows what the decision-makers will use "against them", to turn them down for furlough, and they are often not told. They also said that the administrators will cut back on granting furloughs because someone absconded or was involved in criminal activity. Thus, they see the administrators as punishing them for someone else's misdeeds.

In regard to the actual furlough program the men said that it is often difficult to re-adjust to the prison environment after being on furlough. Also, that nothing is done by the staff to help them with this problem. They also feel that having furlough status with over two years to the minimum release date causes too much strain on the man when he has to come back.

The men feel that the CSC gives a man a chance to try things out and make important contacts in seeking employment. In general all of the men residing at the centers or on parole after being released from the centers, consider the program to be helpful and worthwhile. They said that they finally had the chance to have a counselor available to them whenever they had a problem, one who could usually be counted on to be there when needed. The men emphasized that while living at the centers they were able to spend a great deal of time with their families and that they are given a lot of freedom.

The major complaint about the centers involved the policy of giving the paycheck to the counselor. This was considered an attack on their responsibility. Another complaint was that the rules at the center were

not consistently followed. A few of the men disagreed with the policy that is often followed of returning a man to the institution if he is suspected of being involved in criminal activity; they feel that it is unfair to the man. Some of the men complained about the one o'clock curfew times stating that it was humiliating to have to be home by a certain time.

Some of the men believe that the maximum amount of time that a man should live at the center is a year. One man told the interviewer that he did not feel that the counselors were effective, he said that the centers do not really offer any type of program to the residents. Essentially, he felt that the center was just a place where one went to sleep.

When asked to suggest improvements in the pre-release program most of the men hoped that the furlough program and the CSC would be expanded. A few men said that the Bureau of Corrections should either open the program to every inmate and improve the administrative process or eliminate the program. One man suggested that a policy be initiated whereby an inmate could be either granted furloughs or have good-behavior time deducted from his sentence.

Many of the respondents feel that the institution should increase the number of days a man is allowed out on a furlough, especially the first few times. They should be expanded from three days to five days. To eliminate some of the subjectivity involved in the decision making, the men believe that each man should be provided with a written list of criteria required of him before he will be granted furlough status. This, they feel, would help prevent men from receiving furlough status who "did not deserve it". They also believe that every inmate has the right to know the reason why he is rejected.

A few of the men suggested that the institution establish a pre-release block where men with furlough status and perhaps work release would be placed. This would be a type of honor block. The men feel that this would help prevent others from "setting up" inmates who were coming

back from furlough. Another suggestion was that the institution initiate a pre-release program where members of the community, professional employment and vocational counselors and others would come into the institution and help them who are six months to their minimum date. They could aid with employment problems and personal anxieties about returning to the community.

Within the institution, the men told the interviewer that counselors should work harder and faster on the pre-release applications and that the decision-making panel should be one independent from the institution and should include people from the community. Many of the men feel that residents at CSC should be allowed to cash their own checks. A few complained that the counseling at the centers was inadequate for their needs.

At the end of each interview, each man was asked to rate the pre-release program on a scale of 1 to 10, where 1 represented the program as totally corrupt and 10 represented it as totally fair. Two of the sixty-two men interviewed did not understand the question. The following table shows the responses of the sixty men who responded:

	<u>Mean</u>	<u>Range of Responses</u>
Refused pre-release	2	1-5
On furlough status	6	1-10
At CSC	7	4-10
Before pre-release consideration	5	1-10
Parole without pre-release	3	2-4
On parole, had furloughs	7	5-8
On parole, was at CSC	7	1-10
Parole violator with pre-release	5	1-8
Parole violator without pre-release	3	1-4

<u>Summary:</u>	<u>Mean</u>
All men on parole	6.4
All men with pre-release	6.4
All men refused pre-release	2.6
All men responding	5.0

INTERVIEWS WITH COUNSELORS AT THE INSTITUTION

There are currently eight counselors on the treatment staff at the State Correctional Institution at Pittsburgh. Besides these individuals, the treatment staff is composed of psychologists, diagnostic counselors, and supervisors. All of the counselors and three members of the rest of the treatment staff were interviewed for this study.

As a practice, the counselors told the interviewer that they do not encourage a man to apply for furlough or pre-release status. Instead, they wait until he makes the contact. Two counselors mentioned that, in a rare circumstance, such as when they know a man to be retarded, they will initiate the pre-release process for him.

When asked what they did when a man wanted to be considered for pre-release and they personally considered him to be a poor risk or not pre-release material, for some reason, the counselors unanimously stated that they would discuss with the man the fact that they felt he would not get pre-release approval and make suggestions about what he could do to remedy the situation. If the inmate still felt that he wanted to take his chances of being rejected, the counselors all replied that they would begin the process. This is because they believe that a man has a right to pre-release consideration. The majority of the counselors said that, in a situation such as that, they would tell the inmate that they would not support him in his request for pre-release status and that they would vote against him at the support team conference.

When asked who they believe to be the individual having the most influence in the final decision as to whether or not a man is granted pre-release status, the majority of the counselors believe that they do, especially if their recommendation is a negative one. One counselor believes that the director of the treatment unit has the most influence, while four stated that the decision is ultimately that of the Superintendent. One counselor stated that the decision is often in the

hands of the sentencing judge and another said that the decision often depends on the inmate's connections both within the institution and on the outside.

When asked who should have the most influence, half of the treatment staff interviewed replied that the counselor should have that influence, the other half feel that the Superintendent should.

If an inmate is turned down from pre-release status, he must be told the rationale for this decision. The treatment staff interviewed admitted that there are two reasons available for this rejection -- the real reason and the stated reason. When this situation occurs, 50% of the counselors said that they will tell the inmate the real reason. The other 50% said that they try to tell the inmate the real reason, but at times will give him a more acceptable reason.

All of the counselors believe that there is a different process involved in deciding if an inmate should be given furlough status or if he should be given CSC status. They believe the decision to approve for furlough was more difficult to make. The primary reason for this is due to the fact that the CSC will continue to provide supervision to the inmate whereas the man on furlough is without any supervision. They admitted that the decision to recommend a man for a CSC or a group home frequently depends on the standards that they feel the regional director of the centers uses. Although the CSC program is centered around the idea of supervision and support, one counselor personally feels that these services are not provided to the CSC resident, instead he believes they are only an illusion.

Since the regional director of the community services has the final say in which men are accepted into the CSC, the responsibility for the decision is taken away from the counselor. Recommendation for furloughs usually depends on the man's community and family ties, according to the counselors. They believe that a major problem in making the decision is that a complete home visitation to the sponsor is often not

conducted. They see the inmate's sponsor as not having enough personal responsibility in the furlough process.

When asked to suggest some ways that the furlough and CSC programs might be improved, the counselors offered a variety of ideas. One counselor said that there should be more halfway facilities available for the purpose of inmate pre-release. Two of the counselors believed that both work release and educational release should be included in the program. One man said that all inmates should automatically go to a community center before they are released.

Some of the counselors feel that the counseling staff at the CSC's should be more involved in the problems of the residents. They believe that the centers are disorganized around the daily routine and counseling function of the staff. One counselor feels that the staff and the director should accept any inmate that the institutional staff recommends to them.

Two of the counselors recommended that furloughs should be discontinued. They said that the furlough program is not working to help the inmates and that it causes too much psychological tension when the man must return. One counselor suggested that there should be more family involvement in the decision and the furlough process. He suggested that each counselor should meet with the proposed home sponsor and personally interview the person, either during a visit to the home or at the institution, to ascertain whether or not the inmate should be furloughed to the sponsor. Currently, it is the policy to have a member of the community services staff investigate the home of the sponsor to see if it meets unspecified criteria. However, the counselor at the institution, the sponsor, and the inmate never meet to discuss the responsibilities of the sponsor and any problems which might arise on the furlough. He also suggested that the counselor meet with the sponsor after the furlough to discuss any problems that came up. A second counselor offered the suggestion that the Bureau establish a position of a counselor, independent of the institution, to provide supervision and counseling services for men on furlough.

Two counselors stated that they would prefer to see more stringent pre-release criteria established by the institution. They believe that the work, educational and vocational reports submitted when the man comes up for consideration do not contain enough information from which to base a decision. Half of the counselors said that furloughs should only be granted to inmates within a time span of eighteen months before their minimum release date, three counselors felt that furloughs should be limited to only the last six months of the sentence. This, it is felt, would help to eliminate the problem of men absconding while on furlough and would prevent the men from being refused furloughs because the staff feels that they are too far from their minimum.

Most of the counselors believe that furloughs are valuable and necessary, but they also admitted that the furloughs help the institution by providing the inmates with incentives to behave. This serves to keep the lid on the institution's daily operations. On the other hand, one counselor stated that furloughs create stress within the institution because they cause inmate peer pressure to conform and competition for the limited number of openings. Another counselor feels that pre-release programs coerce inmates to join institutional programs which they are not interested in or committed to in order to present a better picture of themselves when it comes time for pre-release consideration. This results in a waste of time and energy for the inmate really interested in the program and the teachers or therapists who run the programs.

Many counselors feel that the key to the pre-release success is with the involvement of people from the community. This, they believe, could be accomplished by having better public relations within the community. One counselor noted that the need for pre-release would be lessened by improving the vocational training programs within the institution and fostering a program of community acceptance of the ex-offender.

INTERVIEWS WITH COUNSELORS AT THE COMMUNITY SERVICE CENTERS

The Bureau of Corrections has operated the Community Service Centers since 1969. Currently there are two centers for men in the Pittsburgh area, each with a population of twenty-five residents. Until just recently, the selection of the men was determined by the regional director. A policy that has just been initiated extends this decision to include the counselors of the houses. Each resident is supposed to meet with his counselor once a week. There are also weekly house meetings. For the first week that a man is at the house, he has an 11:00 PM curfew. From that time on, there is a 1:00 AM curfew. At a time determined by the counselor, the resident becomes eligible for weekend and overnight passes. Again, when the counselor feels he is ready, the man receives a monthly seven-day furlough.

Approximately 75% of the inmates referred from the institution are accepted into the centers. Those rejected are considered to be risk problems. Each new resident is expected to find a job or enroll in an educational or vocational program within the first few months he is there. The counselors are available to help them find employment and often make referral suggestions. Upon obtaining employment, each resident is expected to give his entire paycheck to the staff. This money is used to pay his rent and expenses and the remainder is returned to the resident.

Presently there is a waiting list of about 28 men to get into a CSC. Except for a rare case, the men leave the center when they have reached their minimum sentence. Originally the CSC program included an out-residency component whereby after reaching a certain point, usually a few months before his release date, the resident was allowed to live at home and was required to meet with the counselor at the center once a week. This was eliminated administratively when it was believed that some centers were abusing out-residency.

The counseling staff is responsible for providing supportive and referral services to the resident. No actual therapy is practiced at the

CSC. The counselors do not often work with the family of the men unless they are personally requested to help. This type of counseling is totally dependent on the counselor-resident relationship and whether or not the man feels comfortable coming to the counselor with his problems.

Four counselors at the two CSC's were interviewed. They all were pleased with the fact that they will be involved in the selection of men into the centers. When asked what they felt to be the major problem of the men, they all responded with the employment situation. This, they said, is due to the fact that society is not ready to accept men who have been incarcerated. They also feel that the institution induces dependency in its inmates, often causing them to leave unmotivated. To compound this problem, the employment openings and possibilities the man has when he leaves, often falls through. For this reason, they feel that the initial period of adjustment requires the man to get back to reality. They considered their responsibility to be in providing help to the man during this difficult time through employment referral and supportive counseling.

Each of the counselors expressed disappointment in the fact that the Bureau eliminated out-residency. They explained that the residents at the center really have few center-related rewards or incentives, besides overnight passes. After nine months at the center, they believe that a man begins to stagnate. Out-residency would help to solve this problem.

The counselors feel that they should be involved in the problems of the residents, but they admitted that it is usually up to the resident to approach them to discuss a problem. They think that the center provides the man with a good transition to parole. Frequently the counselor will make recommendations to the parole agent for a specific type of parole supervision. The counselors told the interviewer that they have found the men residing at the center have a better chance to be paroled at their minimum than the men still inside the penitentiary.

The counselors at the institution, according to the CSC counselors, do not develop close relationships with the men. They feel that the men entering the centers would be better prepared if they had been exposed to good counseling services. They suggested that the Bureau develop a method of following-up on the men who leave the centers. This would help to evaluate the program as well as allow them the chance to learn how the men are doing. Currently, there is only an informal follow-up that is, when an ex-resident calls the center and tells someone how he is doing. One counselor suggested that student interns could be used to work on the follow-up.

The counselors see the role of the CSC program as one of reintegrating the offender into society. Although they agree with the idea of reintegration, they feel that the Bureau is not dedicated enough to community treatment. All of the counselors wish that more centers could be opened so that the program could be expanded. They see the center as providing an economically feasible, practical and humane service, both to residents and to the community.

Most of the counselors disagree with the policy of turning over the paycheck. They think that this is degrading to the individual, as if someone was telling him that he was not responsible enough to control his finances.

Ideally, the counselors would allow all inmates to enter a center. They also agree that furloughs help the inmate to develop ties with his family as well as mastering some social skills. They also feel that furloughs help the man to overcome some of his anxieties about social changes. However, they believe that furloughs are too often used by the institution as a means of rewarding inmates instead of as a viable therapeutic tool. One problem of the program is that there are no standards for the sponsor's home evaluation. Each of the counselors had conducted home visits, but they claim the criteria is too non-specific to be used as a standard.

INTERVIEWS WITH PRIVATE AGENCIES AND GROUP HOME STAFF

Besides the Community Service Centers, there are privately-operated group homes and social agencies which are involved in the pre-release programs. The group homes are under contract with the Bureau of Corrections to provide alternative halfway facilities for inmates with special problems of substance abuse. These particular agencies and homes select the men who they feel will benefit from their programs or who meet their specific criteria.

The agency included in this project is the one to which a number of men in the sample had been granted furloughs. The agency has been involved in the furlough program since it began in 1971. The services are extended to approximately one man per month. The only rule of the agency is that the man on furlough must meet a midnight curfew. Up to now, only a few men have been returned to the prison prematurely by the agency for returning late. The social service staff is involved in selecting men they feel will benefit from being there on furlough.

The interviewer spoke for over an hour with two members of the social service staff of the agency. Both of the men agreed that the major problem with the furlough program before was in the selection of men. They feel that it is necessary for the administrative and treatment staff at the penitentiary to carefully screen men before allowing them to return to the community on furlough status. Philosophically, they believe in the idea of furloughs; however, they stressed that poor selection of the men jeopardizes the value of the program.

Although the agency is used primarily by men without family or friends in the area, the social staff feel that it is the man with a family who has the best chance to have a good furlough experience. They believe that furloughs should be used by the men to look for employment and living arrangements for when they are released. To help alleviate the tensions and problems created within the institution by the furlough program, the agency staff members believe that the policies and criteria

should be distributed and explained to the entire inmate population. Although they saw some flaws in the administration of the program, they feel that the furlough program should be a continuous part of the institutional program.

The two group homes involved in the study are specialized around an area of substance abuse. One house was established ten years ago. The program at this house includes tri-weekly "rap" sessions, and tri-weekly meetings centered around the abuse problem. Each man is charged monthly room and board. There is a 1:00 AM curfew, but the residents are allowed overnight and week-end passes. The inmates at the institution are primarily selected by the director of the program after an application has been completed and they are interviewed. There are no professional therapists or counselors. Instead, all counseling and supportive services are offered to the residents by people who have their personal substance abuse problem under control.

The second house was opened in 1971. Although they have approximately 35 men from State Correctional Institutions sent there a year, only one man from the Institution at Pittsburgh was there at the time of the interview. This house is considered to be a "Therapeutic Community" where the residents are involved in daily meetings and must progress through stages before they can be granted release. The average stay at the house is a year. The staff is also comprised of people who have their abuse problem under control.

One staff member from each house was interviewed and asked to give his opinion of the pre-release programs at the institution. The staff workers expressed the feeling that the inmate with a history of substance abuse leaves the institution with more with which to cope than the inmate without such a problem. They believe that people who are physically addicted to a drug or alcohol have a greater degree of family and peer problems. These are compounded when a man leaving a penitentiary is involved. One worker said that the people at his center have trouble dealing with people who represent authority figures to them. For this

reason he believes that men coming to the center from the prison have a harder time adjusting than do men directly sentenced there by the courts. He finds the ex-inmates to be frequently more hostile and resentful than the other residents. To attempt to determine a man's desire to truly change and deal with his problem, the new resident is confined in one of the houses for his first week. During this time he is not allowed to make or receive any phone calls.

The second house operates a twenty-four hour program, but it allows each new resident a three-day trial period to give him a chance to decide if he wants to stay. One of the men in the sample did leave after this trial period and returned to the penitentiary. He was subsequently able to be transferred to a CSC. His reason for leaving the group home was that he considered it to be oriented toward young offenders.

Both of the staff members feel that halfway houses are able to slowly but effectively help a man work at his problems. By providing the man with a stepping stone, they believe that he can try to make new contacts and take some personal risks without being permanently set back. One of the staff workers explained that he believes a man coming out of prison has been given promises and expectations that often do not materialize. This often leads to disappointment and distrust. Halfway houses, he feels, helps the man to recover from these experiences and encourages him to seek out other social sources.

Although they agreed that furloughs serve a purpose for the inmate, these workers are not primarily involved in the furlough program. Occasionally they will supervise a man who comes to the house while on furlough to see how the program is run and decides if he wants to become a resident. This is considered to be beneficial to the man and to the staff since it also gives them the opportunity to see if they think he will fit into the program they offer.

The director of the third group home at which two men in the sample reside decided against granting permission to the interviewer to visit the

house for the purpose of interviewing the two men. This house has been in operation since 1973. The researcher was unable to obtain information about the selection process for the house or the type of program that it offers.

INTERVIEWS WITH PAROLE AGENTS

The parole agents who were interviewed had some definite opinions about the pre-release programs. Eight agents were asked to discuss their feelings about the programs with the interviewer. Half of these agents expressed the feeling that furloughs have no benefits at all. These agents cited examples of clients on their caseload who used their furlough time just to have fun, which the agents considered to be a "waste of time".

The remaining agents believe furloughs are a useful tool in the reintegration process because they allow the man to keep abreast with what is happening outside of the institution. They said that the furlough program gives the inmate something to look forward to and work toward while he is in the institution. One agent disagreed with the entire concept of furloughs because he felt that they were ultimately destructive to the inmate's pride.

All of the agents agreed that the furlough program, as it is currently run, allows a lot of room for abuse. This, they said, could be at least partially alleviated with specified criteria for selection. They admitted that men who have successfully completed a few furloughs probably have a better chance of being granted parole at their minimum sentence than if they had not been given the furloughs.

The agents all consider the first three months after release to be the critical period in the man's readjustment to the community. Some of the agents believe that furloughs help prevent the social shock which often occurs for the just-released inmate, making the first months so difficult for him. The other agents believe that furloughs only remotely help the man in this regard because they think that men on furlough do not deal with the pressures and changes in the society because the men concentrate their efforts on having fun.

The agents had a more positive attitude toward the community centers.

They said that the houses help the residents to change their lifestyles gradually and they provide an opportunity to work on problems while being supervised. The agents believe that going from the penitentiary to total freedom is too much of a change for the man. They feel that a halfway house allows the man to get help in dealing with employment and personal problems.

While discussing this topic with the interviewer, one agent cited examples of men he knew who could have benefited from having the opportunity to stay at a halfway house for awhile. He believes that they could have been spared personal problems. This agent suggested that residence in a halfway house should be a part of every offender's sentence. This would mean that the judge would include part of the sentence to be in a community center after the man had spent a specified amount of time in the prison. This would take the decision-making and selection processes out of the hands of the institutional staff. Two of the agents believe whole-heartedly in the philosophy of halfway houses, but dislike the program at the Community Service Centers. They said that the centers are poorly administered and that they do not provide enough counseling services. They feel that the counselors at the center should follow-up on a man after he has obtained employment. They also said that the men selected for the CSC are inmates who most likely will not pose any problems for the staff and who probably would succeed without the CSC program.

INTERVIEW WITH THE JUDGE

Unfortunately, due to the restriction of time, only one judge was interviewed. Although he tends to be more on the liberal side of the pre-release question, he is considered by the institutional counseling staff, the inmates and the community as very fair and non-partial.

The Judge told the interviewer that he philosophically believes in the ideas of temporary home furloughs and halfway houses. He feels that these programs help the men involved, to gradually work on their problems which include the community they live in and their family and friends. The Judge carefully considers the merits of each inmate's institutional behavior before recommending pre-release status. He believes that the counselor is the key person in the institution for providing the proper information to the Judge from which he can make his decision. Thus, the Judge said that he is often influenced by the quality of the letter which the counselor at the institution writes to him. This is important to note since some of the counselors are able to more thoroughly portray the inmate's institutional behavior in their letters than others. Additionally, not all of the counselors believe the letter to be that important. Therefore, in some cases, depending on the personal abilities and convictions of the man's counselor, he may or may not be positively portrayed in the letter.

The Judge stated that he personally believes that no man should be given furlough status if he is more than eighteen months from his minimum release date. He believes that any amount of time beyond that creates too much incentive for the man not to return to the institution. For this reason, the Judge routinely postpones consideration of furlough status for any inmate who has more than eighteen months to his minimum. When he receives a request from a counselor for a man not within this time period, he writes to the counselor to inform him that the case will be reconsidered at a time closer to the inmate's minimum. Although this policy is not congruent to the one that appears in the pre-release act, the Judge continues to operate by it.

The Judge regrets the fact that some of his colleagues routinely reject all requests for pre-release consideration because they do not believe in the programs. In cases such as these, the inmate will either have to hope that the institution will request that the Board of Pardons review the case, or never get furloughs or into a halfway house.

The Judge firmly believes that it is necessary to have judicial input into the pre-release process. He feels that it is the responsibility of the judge to know the particulars about the case -- what the community reaction was, what the victim went through -- in order to decide if a man should be approved. These are points of which the institutional staff is largely unaware.

The Judge said that although the pre-release programs could use some improvements, they have come a long way in the last few years. He believes that more careful screening of applicants occurs now. However, the Judge would prefer to see more men on furlough status. He also believes that there is a need for a greater number of community facilities. He would re-instate the out-residency program at the centers. Ideally, the Judge feels that all inmates should have the opportunity to reside in a halfway facility for the last three months of their sentences.

INFORMATION ABOUT THE SAMPLE

AGE

<u>Categories in Years</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
20-25	25	18.8
26-35	72	54.1
36-45	26	19.5
46 and older	10	7.5

The youngest man in the sample was 20, the oldest man was 67. The average was 30.25 years.

RACE

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Black	84	63.2
White	49	36.8

MARITAL STATUS

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Married	41	30.8
Common Law	7	5.3
Single	49	36.8
Divorced	22	16.5
Separated	10	7.5
Widowed	4	3.0

CRIMINAL CHARGE

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Murder - 1st Degree	3	2.3
Murder-2nd, 3rd Degree	5	3.8
Manslaughter	9	6.8
Rape	9	6.8
Robbery	38	28.6
Burglary	37	27.8
Drug Offense	17	12.8
Possessing a Weapon	7	5.3
Other	8	6.0

JUVENILE INCARCERATIONS

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
None	83	66.4
1	27	21.6
2-3	9	7.2
4 or more	6	4.8
(no information, 8)		

ADULT INCARCERATIONS

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
First	54	41.9
Second-Third	46	35.7
Fourth	10	7.8
Fifth or more	19	14.8
(no information, 4)		

MISCONDUCT WITHIN INSTITUTION

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
None	39	30.7
1-2 Minor	23	18.1
3 or more Minor	6	4.7
1 Major	30	23.6
2-3 Major	18	14.2
4 or more Major	11	8.7
(no information, 6)		

EDUCATIONAL LEVEL

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
9th Grade and Less	43	33.1
10th-12th Grades	25	19.2
College	18	13.8
GED (Graduate Equiva- lency Degree)	44	33.8
(no information, 3)		

VOCATIONAL LEVEL

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
None	26	19.7
Unskilled Labor	35	26.5
Semi-skilled Labor	29	22.0
Skilled Labor	25	18.9
Professional	3	2.3
Sales, Merchant	4	3.0
Training or Student	10	7.6
(no information, 1)		

DRUG HISTORY

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Yes	65	49.2
No	67	50.8

ALCOHOL HISTORY

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Yes	46	34.8
No	87	65.2

(no information, 1)

INSTITUTIONAL PROGRAMS

<u>Category</u>	<u>Number of Men</u>	<u>Percent Involved</u>
Religious	16	12.0
Jaycees	18	13.5
NAACP	9	6.8
Individual or Group Therapy	20	17.0
Basic Schooling	49	36.8
College	23	17.3
Drug Counseling Program	16	12.0
Alcohol Counseling Program	30	22.6

NOTE: Men not yet considered do frequently not have this information in the case file.

INVOLVED IN INSTITUTIONAL PROGRAMS

<u>Category</u>	<u>Number of Men</u>	<u>Percent Involved</u>
Yes	91	82.5
No	22	17.5
(no information, 20)		

MISCELLANEOUS FACTORS

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Escape History	11	8.3
Superior I.Q.	6	4.5
Inferior I.Q.	8	6.0
Commuted Sentence	4	3.0
Medical-Mental Problems	10	7.5
Saved a Life	4	3.0

DISTRIBUTION OF SAMPLE

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
Furlough	15	11.3
Community Center	20	15.0
Before Consideration	22	16.5
Parole -- Furloughs	9	6.8
Parole -- Community Center	9	6.8
Parole -- No Pre-Release	12	9.0
Parole Violator -- Pre-Release	15	11.3
Parole Violator -- No Pre-Release	13	9.8
Refused Pre-Release	18	13.5

FOLLOW-UP STATUS (As of March 31, 1978)

<u>Category</u>	<u>Number of Men</u>	<u>Percent of Sample</u>
In the Institution	77	60.2
Parole -- No Problems	16	12.2
Parole -- Problematic	9	7.0
Parole -- Wanted	4	3.1
CSC or Group Home	16	12.5
Transferred to Another Prison	3	2.3
In a Federal Institution	3	2.3
Case Closed, Man Died, or Released From Prison Without Parole	5	3.8

DATA ANALYSIS

From March 1977 until December 1977, the number of men on furlough status dropped 32% from 80 to 55. Out of an inmate population (not including the diagnostic unit) of 922, 6% of the men were on furlough status at the end of 1977.

The following chart displays the number of men on furlough status from that time period.

<u>Month</u>	<u>Number of Furlough</u>
March	80
April	77
May	76
June	71
July	94
August	75
September	69
October	62
November	51
December	55

NOTE: The increase during the month of July is due to the holiday furlough.

This reduction took place despite the fact that between May of 1977 and December, only one man did not return from his furlough. During this same time period the number of residents at the Community Service Centers dropped from 95 to 85 (includes those residing at the center for women offenders). It appears that there is a cutback in the number of men involved in the pre-release programs.

It was hypothesized that men considered to be a threat to community security would have less chance of being approved for pre-release programs. Table I shows the relationship between previous adult incarcerations and whether or not an inmate is involved in either the furlough or CSC program. NOTE: Only the number of men in each category appears

in the cells of the tables due to the fact that the total number appearing in a cell is often too small to use to calculate a percentage without distorting the analysis).

Table I
Pre-Release Programs by Adult Incarcerations

<u>Adult Incarcerations</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior Consideration</u>	<u>Total</u>
1st	30	14	10	54
2-3	26	13	7	46
4	2	7	1	10
5 or more	6	9	4	19
TOTAL	64	43	22	129

Significant at .09 Level

This table shows that men who have had few previous incarcerations are more likely to be in a pre-release program.

Table II shows the relationship between juvenile incarcerations and involvement in pre-release programs.

Table II
Pre-Release Programs by Juvenile Incarcerations

<u>Juvenile Incarcerations</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior Consideration</u>	<u>Total</u>
0	42	27	14	83
1	13	8	6	27
2-3	1	7	7	9
4 or more	5	1	1	6
TOTAL	61	43	21	125

Significant at .073 Level

According to that table, men with no juvenile incarcerations or only one, have a better chance of being selected for pre-release programs. From these tables it appears that the man with a limited history of incarceration is likely to be chosen for pre-release.

Since one purpose of the furlough program is to re-unite family members, it was expected that married inmates were more likely to receive pre-release status. As can be seen in Table III below, this relationship does not hold up.

Table III
Pre-Release Program by Marital Status

<u>Marital Status</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
Married	24	14	10	48
Single	22	18	9	49
Divorced, Sep.	20	13	3	36
TOTAL	66	45	22	133

Not Significant

However, looking at this relationship again, but separating the sample into racial categories reveals that there is a relationship between marital status and pre-release for white inmates, but not for black inmates. Married inmates who are white are more likely to have pre-release than unmarried white inmates.

Table IV
Pre-Release Program by Marital Status by Race

	<u>WHITE</u>			<u>BLACK</u>		
	<u>Pre-Release</u>	<u>Not Pre-Release</u>	<u>Prior</u>	<u>Pre-Release</u>	<u>Not Pre-Release</u>	<u>Prior</u>
Married	10	2	4	14	12	6
Single	5	6	5	17	12	4
Other	9	3	0	11	5	3
TOTAL	24	11	9	42	29	13

Significant at .044 ←

→ Not Significant

Table V shows the relationship between the inmate's current charge and being in pre-release programs.

Table V
Pre-Release Programs by Criminal Charge

<u>Charge</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
Murder-Rape	19	5	2	26
Robbery	21	12	5	38
Burglary	13	17	7	37
Other	13	11	8	32
TOTAL	66	45	22	133

Significance at .074 level

This reveals that men convicted of violent personal crimes tend to be in pre-release programs more than men convicted of non-violent property crimes.

Since man began to be confined in penal institutions, the model prisoners have always been the men convicted of passion-filled violent crimes. And model prisoners are expected to be the ones chosen for pre-release because they are seen as men who demonstrate acceptable behavior. Therefore, although the members of the community would not agree with the policy, it is expected that inmates fitting the passion-violent crime category would be selected. This is consistent with the findings in the tables. However, Table VI below shows that the relationship between criminal charge and pre-release programs differs according to race.

Table VI
Pre-Release Program by Charge by Race

	<u>WHITE</u>			<u>BLACK</u>		
	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>
Murder-Rape	5	2	1	14	3	1
Robbery	6	3	2	15	9	3
Burglary	5	7	3	8	10	4
Other	8	4	3	5	7	3
TOTAL	24	16	9	24	16	9

Significance = .072

ot
ignificant

According to this table, although black inmates convicted of violent personal crimes have a better chance of being in pre-release programs, there is no relationship between offense and pre-release participation for white inmates. On this problem of security within the community, there appears to be a different standard set for black inmates as opposed to white inmates. The following table shows that men convicted of murder or rape are more likely to be incarcerated for the first time.

Table VII
Adult Incarceration by Charge

	Incarcerations				Total
	One	Two-Three	Four	More	
Murder-Rape	19	6	1	0	26
Robbery	15	16	2	4	37
Burglary	5	15	2	12	34
Other	15	9	5	3	32
TOTAL	54	46	10	19	129

Significant at .001

This result is consistent with the expectation that model prisoners and those without longtime prison association are more likely to be considered as non-threatening to the community (and perhaps to the continuation of the program).

Institutional behavior is considered to be an important factor in whether or not a man can abide by rules and control his behavior. Men who do not cause much trouble inside the institution can be expected to do the same outside, and would not be considered as a risk. Some also say that men who behave inside are rewarded by the institution with incentives such as pre-release programs. It is expected that men with few institutional misconducts (write-ups) will be on pre-release status. Table VIII on the next page shows this relationship.

Table VIII
Pre-Release Programs by Misconducts

<u>Misconducts</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
None	16	12	11	39
Minor Only	18	9	2	29
One Major	21	7	2	30
2-3 Major	11	16	2	29
TOTAL	66	44	17	127

Significant at .005

According to the table, men with two or more major misconducts are less likely to receive pre-release status, although one major misconduct does not deter the institution from granting the man pre-release status.

Because a major emphasis of the CSC program is in seeking and maintaining employment, while men on furloughs are supposed to use the opportunity while outside of the institution in setting up job opportunities for themselves, it is expected that men with a higher level of vocational ability will be selected for pre-release. Table IX shows the relationship.

Table IX
Pre-Release Program by Vocational Level

<u>Vocation</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
None	12	12	2	26
Unskilled	16	14	5	35
Semi-skilled	13	11	5	29
Skilled or Professional	17	5	10	32
Training	8	2	0	10
TOTAL	66	44	22	132

Significant at .062

This table shows that men with no vocational skills have less of a chance in being in pre-release than men who are skilled or professionals. This relationship is strongest for the age group from 26-35.

Table X
Pre-Release Programs by Vocational Level for Men Between 26-35

<u>Vocation</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior Conviction</u>	<u>Total</u>
None	7	6	1	14
Unskilled	5	11	1	17
Semi-skilled	7	4	2	13
Skilled or Professional	9	2	7	18
Training	8	1	0	9
TOTAL	36	24	11	71

Significant at .004

Table XI
Vocational Level by Educational Level

<u>Educational Level</u>	<u>Vocational</u>					<u>Total</u>
	<u>None</u>	<u>Unskilled</u>	<u>Semi-Skilled</u>	<u>Skilled or Professional</u>	<u>Training</u>	
Ninth Grade or Less	10	16	13	2	2	43
Tenth-Twelfth	5	7	4	9	0	25
G.E.D.	9	7	10	14	4	18
College	2	5	1	6	4	44
TOTAL	31	28	31	31	10	130

Significant at .01

This table reveals that the higher the educational level, the more vocationally skilled the inmate is, whereas the men with low educational levels are at the most, semi-skilled. Table XII shows that black inmates are more likely to be unskilled than white inmates.

Table XII
Vocational Level by Race

<u>Vocation</u>	<u>Race</u>		<u>Total</u>
	<u>Black</u>	<u>White</u>	
None	19	7	26
Unskilled	27	8	35
Semi-Skilled	17	12	26
Skilled or Professional	11	21	32
Training	9	1	10
TOTAL	83	49	132

Significant at .001

It was hypothesized that inmates with substance abuse problems were more likely to be refused pre-release due to a fear that re-involvement with drugs or alcohol would lead to criminal activity. Half of the men in the sample have a history of drug abuse and one-third have a history of alcohol abuse. Tables XIII and XIV show no direct relationship between substance abuse and being on pre-release.

Table XIII
Pre-Release Program by Drug History

<u>Drug History</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
Yes	32	32	11	65
No	34	22	11	67
TOTAL	66	54	22	132

Table XIV
Pre-Release Program by Alcohol History

<u>Alcohol History</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior</u>	<u>Total</u>
Yes	25	15	6	46
No	41	29	16	86
TOTAL	66	64	22	132

Neither are significant

However, with further investigation, it is seen that drug history is directly related to current criminal charge.

Table XV
Charge by Drug History

<u>Drug History</u>	<u>Charge</u>				<u>Total</u>
	<u>Murder-Rape</u>	<u>Robbery</u>	<u>Burglary</u>	<u>Other</u>	
Yes	4	26	21	14	65
No	22	12	15	18	67
TOTAL	26	38	36	32	132

Significant at .001

Men convicted of murder and rape less often have a history of drug addiction. It is believed that if the staff perceives that a man's criminal history is not related to drug use, he will more likely be selected for pre-release. Crimes considered to be committed at times of high emotion would fall in the category of murder or rape. On the other hand, non-violent property crimes are often attempted in relation to drug use in order to support a habit. Thus, the expectation is substantiated that men who are considered to be less of a risk to the community are chosen more often for pre-release programs.

It was also expected that being involved in institutional programs increases a man's chances of being given pre-release status. These programs offer the inmate an acceptable way to spend his time while he is incarcerated. Theoretically, the men in these programs are trying to rehabilitate themselves.

Table XVI
Pre-Release by Program Involvement

<u>Program</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior Conviction</u>
Yes	61	33	5
No	5	11	5
TOTAL	66	44	10

Significant at .002

The above table shows that being involved in the programs (including therapy and educational programs) gives a man a much better chance of being selected for pre-release. This relationship is especially true for men in the critical age group from 26-35.

Table XVII

Pre-Release by Program Involvement for Men Between Age 26 and 35

<u>Program</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Prior Conviction</u>
Yes	34	19	3
No	2	5	5
TOTAL	36	24	8

Significant at .0009

The following table shows that men with few adult incarcerations are more involved in institutional programs than men with extensive incarcerations.

Table XVIII

Program Involvement by Adult Incarcerations

<u>Program</u>	<u>Incarcerations</u>				<u>Total</u>
	<u>First</u>	<u>Second-Third</u>	<u>Four</u>	<u>More</u>	
Yes	44	36	6	11	97
No	4	8	4	4	20
TOTAL	48	44	10	15	117

Significant at .06

According to Table XIX, men convicted of violent personal crimes of murder and rape are also more likely to be involved in institutional programs. This is again consistent with the belief that the ideal inmate to choose for pre-release is the man convicted of a passion crime.

Table XIX
Program Involvement by Charge

<u>Program</u>	<u>Murder-Rape</u>	<u>Robbery</u>	<u>Burglary</u>	<u>Other</u>
Yes	23	32	24	99
No	1	4	9	7
TOTAL	24	36	35	106

Significant at .058

It was also expected that there would be some miscellaneous factors associated with increasing or decreasing a man's chances of being selected for pre-release programs.

Table XX
Pre-Release Programs by Miscellaneous

<u>Miscellaneous Factors</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Total</u>
Escape History	2	8	10
Superior I.Q.	5	1	6
Inferior I.Q.	4	4	8
Commuted Sentence	4	0	4
Saved a Life	3	1	4
Medical-Mental	4	2	6
TOTAL	22	16	38

According to Table XX, men who have a history of escape did not often receive pre-release status. This would be expected since escape from furlough or pre-release centers is considered as a failure. Men with very high I.Q.'s are very likely to get pre-release. Men who have acted to help save another person's life while incarcerated is considered highly for pre-release. Men who have had a long sentence or a life sentence commuted down, get into pre-release programs, however, these men frequently have such long sentences because they have been convicted of murder.

It was expected that when a follow-up was made as to the current status of men on parole who had been on furlough and who had been at a community center, those who were at the centers would be doing better. This was expected because the centers offer more of a reintegrative program than do furloughs. Table XXI shows the current status of men in the sample who are not in the institution. Although only a few cases are available at this time, it is possible to notice a trend in the data.

Table XXI
Current Status by Pre-Release Category

<u>Status</u>	<u>Pre-Release</u>	<u>No Pre-Release</u>	<u>Total</u>
Parole - Good	13	3	16
Parole - Medium	4	5	9
Wanted - New Charge	3	1	4
Community Service Center	16	0	16
TOTAL	36	9	45

Of the four pre-release men on medium parole -- which means those are not employed, in school, or in training, but they have not been arrested or charged with any crimes -- two were at the Community Service Center and two were on furloughs. Of the three pre-release men who are wanted for new crimes, two were on furlough and one was at a Community Service Center. Of the 13 on good parole -- employed with no crimes -- eight were at a Community Service Center, five were on furlough.

CONCLUSION

From the interviews, one can conclude that there are many differing views about the pre-release programs. Many people interviewed feel that the programs are valuable and should be continued, with some improvements. Others said that the programs are totally unfair and unsound and that they should be eliminated. For the entire sub-sample of inmates and parolees interviewed, the programs were rated at a five (5), in between corrupt and fair. As would be expected, those men who were not selected for pre-release rated the programs lower than did the men who were selected. However, even men involved in the programs gave them low ratings. There were more complaints about the furlough program than there were concerning the community treatment centers. The suggestions made in ways to improve the pre-release programs have been incorporated into the final section on recommendations.

According to the information tables, the median age for the sample was 30.25 years. This is older than the average age of the men incarcerated in the institution, which is 26 years of age. One reason for this might be that parolees have been included in this project and are not a part of the inmate population. The racial distribution of the sample of 63% blacks and 37% whites is comparable to that of the institutional population.

By analyzing the data, it is possible to derive some conclusions about what type of inmate is accepted into pre-release programs. Inmates who are convicted of murder and rape are usually being incarcerated for the first time. These inmates are often the men involved in institutional programs. The data reveals that it is the inmate who is incarcerated for the first time on a charge of murder or rape, or generally a charge of violent personal crime, and who is involved in institutional programs who is most likely to be selected for a pre-release program. It appears that the charge on which a man is convicted and sent to the penitentiary eventually plays a large part in the type of offender selected for pre-release.

Men who have a higher level of employable skills are likely to be chosen for pre-release. Although it was not hypothesized that either age or race would be important determinants in the selection process, it was learned that black inmates with no marketable skills are less likely to be involved in pre-release than black inmates who are skilled. This is not a factor for white inmates. However, a greater percentage of inmates with few vocational skills are black. This indicates that there is a need to increase the availability of vocational training to the black inmates. Another problem within the institution is the large percentage of men with a history of substance abuse. It was shown that a greater number of men with a history of drug addiction was black. Black inmates with low vocational skills or with a history of drug abuse are not often selected for pre-release programs.

The hypothesis that married men would more likely be chosen for pre-release programs was only found to be true for white inmates. It seems that the crucial age period in consideration for pre-release is between 26 and 35 years of age. Men in that age bracket with vocational skills and men between those ages who are involved in institutional programs are more likely to be in pre-release programs than men in the age bracket not vocationally skilled or not associated with institutional programs. Perhaps it is felt by the staff that, that is the age when men should be trying to change or better themselves and if they have deficiencies in education or employment areas, they should be concentrating on doing something about it by the time they reach 26.

The hypothesis that men who are considered to be less of a security risk are chosen for pre-release was substantiated. Men who commit murder are often found to be first offenders who do not get involved any further in criminal activity, thus, they would not be much of a risk unless they have a criminal history. The hypothesis that the model inmate would be in the pre-release programs was also substantiated. The model inmate rarely gets misconducts and is involved in institutional programs.

Although theoretically, men with long histories of incarceration and those in need of programs to strengthen their skills in dealing with

legitimate society are the most in need of pre-release programs to help them become re-integrated into society and to help them learn how to be involved in non-criminal activities, it is these men who are often left out of pre-release programs. Instead, it is the man being confined for the first time who, although he still needs help in re-adjusting to society, would probably successfully re-enter without the programs.

It is said that pre-release programs help the institution to control the inmates by giving them incentives to behave properly. The data showed that men who have fewer misconducts do more often get selected for pre-release programs, as do men involved in institutional programs. It is difficult to determine which men join the program because they are interested in it and which men join because they believe that it will look good to the staff and will increase their chances of being selected.

It was hypothesized that men who were at community centers would more likely be involved in a successful return to the community than men who went out on furloughs. There appears to be some indication that this was true, although the number of men in the follow-up was too small to draw any conclusions.

Although furloughs and community halfway houses can be very beneficial to the inmate, there are many factors, often very subjective ones, involved in deciding which men will be included in the programs. It also appears that the programs are undergoing a cutback. These problems combine to cause a great amount of inmate dissatisfaction with the programs. Additionally, many of the staff members involved in the programs are dissatisfied with them. The following recommendations are offered in an attempt to improve the quality of the programs and make them fairer to the inmate.

RECOMMENDATIONS

- Pre-release programs should be made available to inmates at a time no longer than eighteen months before the minimum release date. This would help to ease the strain of returning and would avoid having the staff refuse a man because they consider him to far from the minimum.
- Make furloughs available to all men in the institution who are within three months of their minimum release date. This would help eliminate re-entry shock.
- Establish specific criteria to be used for selecting men for pre-release programs and distribute them to the inmates. These criteria should be made to be as objective as possible and as specific as possible so that every inmate will understand what is expected of him and will be in a position to realistically evaluate his chances of being approved. Inmates should be immediately told of changes in the criteria.
- Inmates should be told exactly why they are refused pre-release and what can be done to remedy this situation. If it is believed that there is something about the man's record or another factor that will prevent him from being approved at all, he should be told, so that he does not place himself in a position of being turned down each time he is brought up for consideration.
- Counselors should meet with the home sponsor either at the home or at the institution to determine the individual's suitability to be the inmate's sponsor and to explain the responsibilities of being a sponsor. This would also give the sponsor the opportunity to air any anxieties about the upcoming furlough and to be more involved in the pre-release program.
- Counselors should have pre-furlough and post-furlough meetings with the inmate to discuss what the man hopes to accomplish while on furlough and to relieve any anxieties he may have. This would also give the inmate an opportunity to discuss any problems that he encountered while on furlough. This should be done before and after each furlough since psychological strain occurs at different times for each inmate.
- Inmates should be periodically evaluated as to the suitability of pre-release programs to their needs so that the programs will be used as a therapeutic tool and not a means of reward.
- A program should be initiated so that inmates can express their feelings about the pre-release programs to determine ways of making improvements. This would also give the inmates an opportunity to discuss personal grievances to determine if they were unfairly treated.

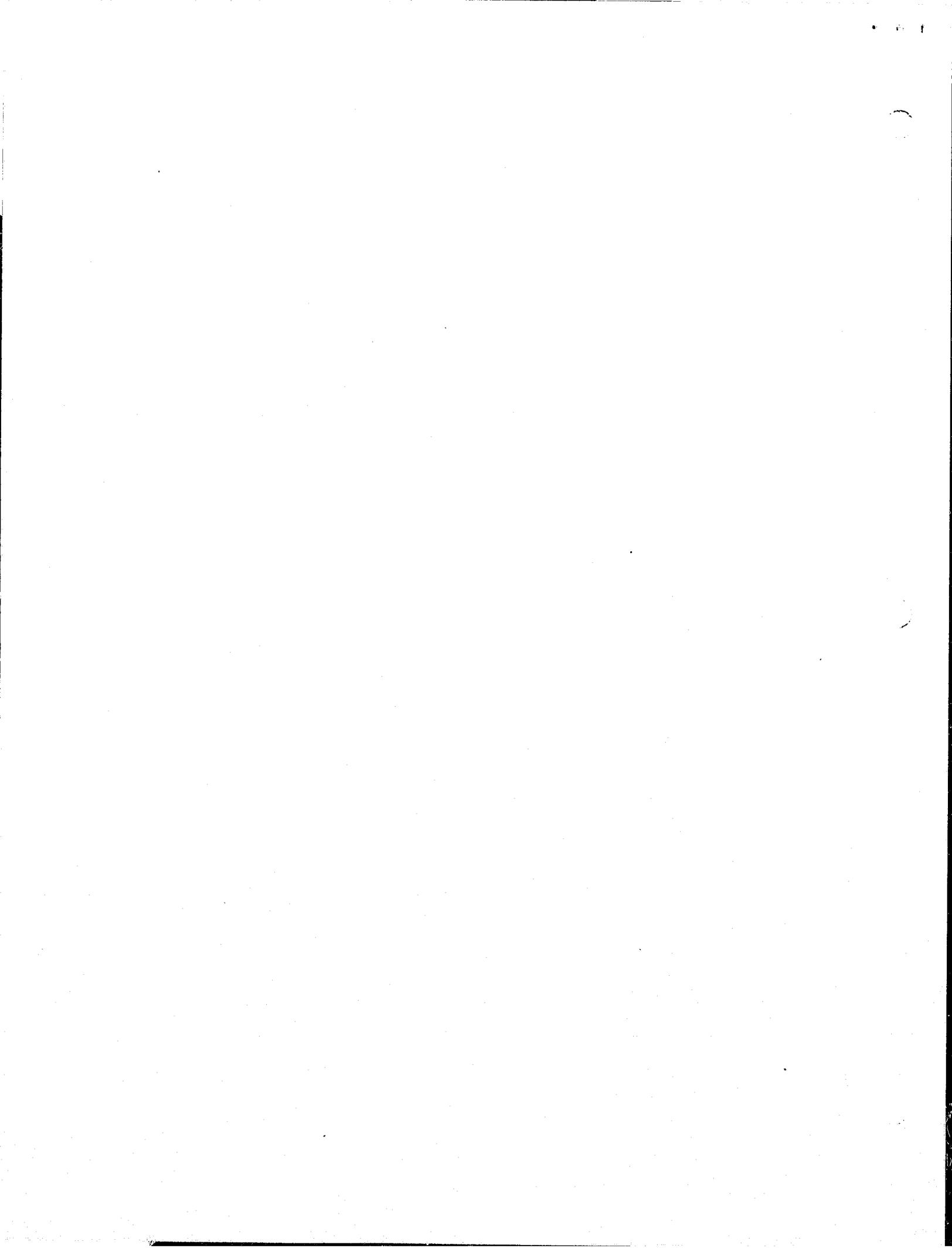
- Criteria for home visits should be standardized to help the staff member make a recommendation as to the suitability of the home and of the sponsor. This could be done by a checklist form.
- Inmates should be responsible for compiling information that they feel is relevant to pre-release selection and for submitting this to the counselor. This should include school grades, commendations, vocational training certificates, and other information. Inmates should also be required to write a letter to their counselor explaining why they feel they should be approved for pre-release and discussing possible reasons why they might not be approved. This would serve to get the inmates more directly involved in the process. It is believed that this would help eliminate feelings by the inmates that the selection process is unfair.
- A representative from the community and an inmate who is on pre-release should be included in the selection process. These positions would be rotated to prevent conflicts of interest. This would serve to more directly involve the community, to offer more kinds of input into the selection, and to protect the rights of the inmate.
- The institution should initiate a program for inmates who are one month from their release date to provide the men with information on employment, schooling, vocational training, financial planning, and legal considerations. This should include group meetings to give the men an opportunity to openly discuss personal anxieties about returning to the community. Community representatives and professionals from social service agencies, employment programs, and educational institutions should be used for this program. It is assumed that the man leaving the institution knows what resources are available to him when often this is not the case. Being aware of where he can go and to whom he can turn can make a difference to the recently-released offender, especially in the first critical months he is back in the community.
- Inmates entering community centers should be evaluated vocationally, educationally, and psychologically to best determine in which areas they might need help. A plan of personal goals and objectives should be established by the new resident and the center counselor with ways to expedite attaining them clearly delineated.
- A plan should be established whereby every inmate can be offered the opportunity to go to a community center before he is released from the institution.
- Counseling services at the community centers should be intensified and should be expanded to include services to the families of the residents. Incarceration is difficult for the people left back in the community who are close to the inmate and familial relationships are often strained.

- The centers should include periodic programs within the houses where representatives of professional agencies and employment counselors can work with the residents by helping them to understand how to complete an application, how to get through an interview, and other skills.
- A follow-up program should be initiated at the centers, including post-release interviews, to determine the needs of men leaving the centers and to determine if the ex-resident is in need of specific help. This would serve to show the centers if there is a service that they are not providing to the residents that is needed when they are released.
- The policy of out-residency should be reinstated for the last few months that a man is at the community center. This would enable him to be more fully reintegrated at the time of his release.
- The policy of turning paychecks over to the staff should be eliminated and a system involving a checking account with the local bank should be used in its place.
- A method of periodically evaluating the group homes used as alternative centers should be initiated to determine if they are providing a valuable program to the men released to them and if they are indeed offering the residents the services that they promised they would.
- Initiate a work-release, college release and vocational training release program at the institution. The Community College of Allegheny County, Bidwell School and the numerous factories are all in the immediate vicinity of the institution. This would serve to expand the number of educational and vocational opportunities available to the men.
- Establish a pre-release block within the institution for men on furlough status and any other pro-release status. This would help to eliminate the problem of men temporarily leaving the institution returning with some sort of contraband. It also would help to eliminate the possibility of an inmate on pre-release getting setup by someone trying to find a way to have this status taken away from the man.
- Begin enforcing that section of the pre-release act which calls for a representative of the institution to attempt a negotiation with a judge who objects to an inmate receiving pre-release. The objection by the judge should not be allowed to stand as a veto. The institution should also increase the use of the Board of Pardons when the judge continues to object. The institution should be willing to stand by its decision to recommend a man for pre-release and should trust the abilities of the staff to reach the right decision.
- Intensify counseling services available to the inmate within the

the institution and increase the number of counselor-inmate contacts: Often the counselor does not even know the man being considered for pre-release because he has only spoken to him a few times.

- Open the pre-release programs to more inmates and include more inmates who are not just considered to be a safe risk.
- Eliminate all discriminatory practices involved in the selection process so that the same standards are used for all men, regardless of age, race, educational level or vocational level.

APPENDIX



QUESTIONS TO INMATES: AT CSC OR GROUP HOME

1. Did you go on any furloughs before you came to the center?
2. What did you do on the furloughs?
3. Do you feel that they helped you or hurt you?
4. What kinds of problems did you encounter while on furloughs?
5. How do you think you got furlough status?
6. What part did your counselor play?
7. What is your overall impression of the furlough program?
8. What is your overall impression of the program at the center?
9. What do you think of your counselor at the center?
10. If you had a personal problem, would you go to your counselor with it?
11. What would you do to improve the program at the center?
12. Who do you think has the most influence in deciding whether or not a man is granted pre-release status? Who should have this influence?

QUESTIONS TO INMATES: COMING UP FOR CONSIDERATION

1. Do you intend to apply for furlough?
2. Are you going to try to get into a CSC?
3. What do you think your chances of being approved are?
4. What are your overall impressions of the furlough and CSC programs?
5. Who do you think has the most influence in deciding whether or not a man is granted furlough status?
6. What improvements would you make in the furlough and CSC programs?

QUESTIONS TO INMATES: ON FURLOUGH STATUS

1. Are you currently on furlough status?
2. How do you think this came about?
3. What part did your counselor play?
4. What do you do on furlough?
5. What kinds of problems have you encountered while on furlough?
6. What are your plans for future furloughs?
7. How have furloughs helped or hurt you?
8. Are you planning on trying to get into a CSC?
9. What is your overall impression of the furlough and CSC program?
10. Who do you think has the most influence to decide whether or not a man is granted pre-release status? Who should have this influence?
11. What would you do to improve the programs?

QUESTIONS TO INMATES: REJECTED

1. How did you begin the process of applying for furlough (CSC) status?
2. Why were you rejected?
3. Who do you feel was responsible for rejecting you?
4. Are you planning to try again?
5. What did you plan to do on furlough?
6. What are you going to do to increase your chance of getting accepted?
7. What are your overall feelings about the furlough and CSC programs?
8. Who do you think has the most influence in deciding whether or not a man gets furlough status? Who should have this influence?
9. What would you do to improve the program?

QUESTIONS TO INMATES: PAROLE VIOLATORS

1. Were you ever on furloughs before you were parolled?
2. Were you ever at a community center before you were parolled?
3. Did you feel that the furloughs helped or hurt you?
4. Did you feel that the community center helped or hurt you?
5. What did you do on furloughs?
6. What kind of problems did you encounter while on furloughs or at the CSC?
7. What are your overall feelings about the furlough and CSC programs?
8. Who do you think has the most influence in deciding whether or not a man is granted furlough status? Who should have this influence?
9. How would you improve the programs?

QUESTIONS TO INMATES: PAROLEES

1. Did you go on any furloughs before your were parolled?
2. How many? What did you do on them?
3. Were you at a CSC or a group home before you were parolled?
4. What are your overall impressions of the furlough and CSC programs?
5. Who do you think has the most influence in deciding whether or not a man is granted furlough status?
6. What would you do to improve the program?

QUESTIONS TO COUNSELORS: AT CSC

1. How are men selected to come here?
2. Who selects which men come?
3. What are the major problems of the men?
4. Do you get involved in their personal problems? Their employment problems? Their family problems?
5. Do you ever do a follow-up on the men who leave?
6. What are your feelings about the CSC program?
7. What would you do to improve it?
8. What are your feelings about the furlough program?
9. What would you do to improve it?

QUESTIONS TO COUNSELORS: PRIVATE AGENCIES

1. How long has this agency been involved in the pre-release program at SCIP?
2. How many men have been involved in the program since that time?
3. What kinds of programs do you have?
4. What are the rules of the agency?
5. Who selects which men from the institution come here?
6. Do you get involved in their problems?
7. What are your personal feelings about the furlough program?
8. What improvements would you make in the pre-release program at SCIP?

QUESTIONS TO COUNSELORS: INSTITUTION

1. Do you encourage a man to apply for pre-release status?
2. What happens if you disagree with the man that he is ready?
3. Do you tell them the reason if they are rejected?
4. Is there a difference in the decision-making process between furlough and CSC status?
5. Who has the most influence in the decision on pre-release? Who should?
6. What are your personal feelings about the furlough and CSC programs?
7. What would you do to improve them?

QUESTIONS TO THE JUDGE

1. What is your opinion of the furlough program?
2. What is your opinion of halfway house programs?
3. What do you think is the role of the judge in these programs?
4. Who do you think should be selected for the programs?
5. What would you do to improve the programs?

QUESTIONS TO THE PAROLE AGENTS

1. What do you think of the furlough program?
2. What do you think of the halfway house programs?
3. What do you think your clients feel about these programs?
4. What improvements would you make in the programs?

FOOTNOTES

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- ²⁴McDonald, p. 294.
- ²⁵Feldman, p. 992.
- ²⁶1976 Annual Report, Bureau of Corrections.
- ²⁷The Pittsburgh Press, August 27, 1974.
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³⁴ Donald Thalheimer, Cost Analysis of Correctional Standards: Halfway Houses, (National Institute of Law Enforcement and Criminal Justice, LEAA, U. S. Department of Justice: Washington, D. C., 1975), p. 4.

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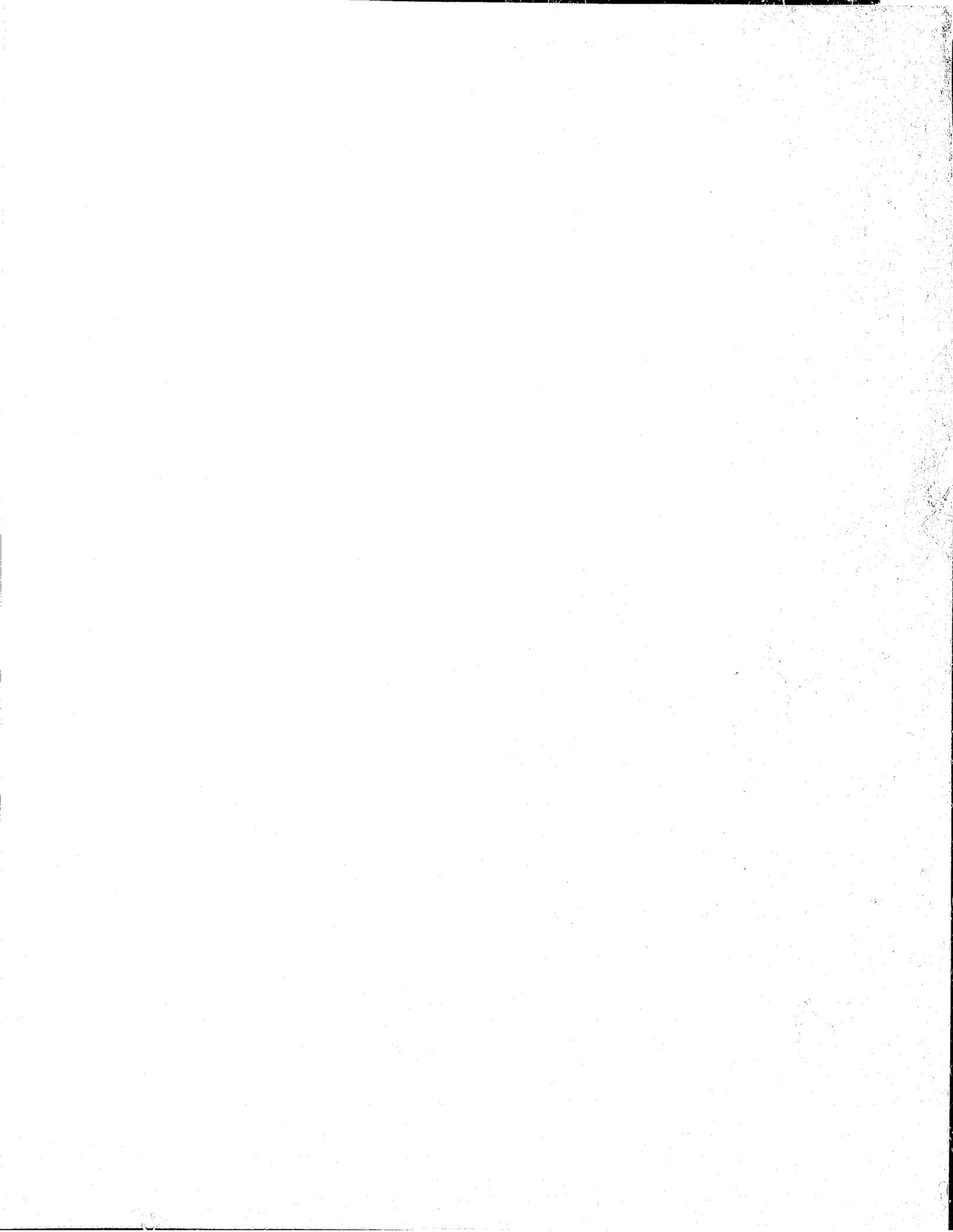
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