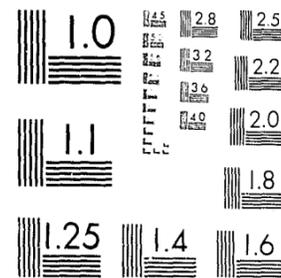


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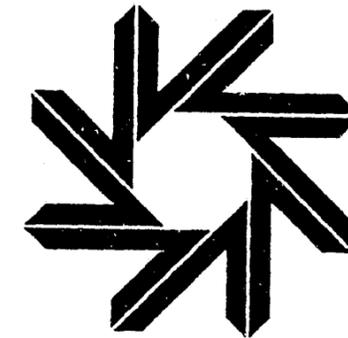
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A Report on the

Virginia Work Release Program



VIRGINIA DEPARTMENT OF CORRECTIONS
Division of Program Development and Evaluation
Research and Reporting Unit
July, 1982
Report No. 81120

91704

A REPORT ON THE VIRGINIA
WORK RELEASE PROGRAM

This report was prepared by Michael Jones,
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U.S. Department of Justice
National Institute of Justice

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Research and Reporting Unit
Report #81120



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1981

A Report on the Virginia Work Release Program

Executive Summary

This report contains a review of the current literature on work release nationwide, and information on work release population trends in Virginia; facilities; selection process; and earnings. The characteristics of the work release population are presented, and comparisons made between successful program completers and inmates removed from the program.

At the time of the study, Virginia operated six work release units. Pulaski Unit #01 has since been converted to a field unit housing general population inmates. Of the six units, one may be defined as "community based" and is located in central Richmond (Unit #71); four facilities may be defined as "institution based" with separate housing units (Units #01, #06, #70, #72); and one unit houses work release participants within the general population at a minimum security field unit.

The work release program has been designated as an additional tool for the Department of Corrections to aid an inmate to make a controlled transition from total confinement to responsible release to the community. It has been estimated that fifteen percent of the total confined felon population would meet the strictest eligibility criteria for entry into work release (Options For the Eighties). Applied to current population figures, between one thousand and fifteen hundred inmates would meet the criteria.

The average daily population for fiscal year 1981 was three hundred fourteen (314). Assignments to the program were approximately evenly split by race where fifty-two percent were white and forty-eight percent were non-white. Of the ninety-two removals from the program, 67.4% were non-white and 32.6% white. Compared with the general inmate population (6/30/81) work releasees are somewhat older, with an average age of twenty-nine years. Of those assigned to work release in fiscal year 1981, 10.6% were committed as a result of a (violent) person offense. These offenses include homicide, malicious wounding, assault, rape, kidnap/abduction, and weapons offenses. If robbery is included with these offense categories, 33.3% of those assigned were committed for offenses against persons, compared to 51.2% in the general inmate population. Results of a review of records of Institutional Classification Committee Hearings revealed little difference in the background characteristics of inmates assigned to the program; inmates removed for disciplinary reasons; and inmates successfully discharged from work release to parole.

While the results of research nationwide on the rehabilitative benefits of work release have been mixed, the results of evaluations of work release as a cost effective means of confinement have been more impressive. In Virginia, participants in the program earned \$1,123,611 (net earnings) in fiscal year 1981, and contributed \$65,580 to the support of families and dependents. Approximately fourteen percent of the total cost of the work release program (\$307,995) was paid by inmates participating in the program.

/mlc

INTRODUCTION

At the time of this study Virginia operated six work release programs across the state. The programs are designed as "an additional tool for the Department of Corrections to aid those assigned to make a controlled transition from total confinement to responsible release and return to the community" (Department of Corrections Guideline 833). Departmental guidelines set forth the procedures for fulfilling its responsibility to protect the community from an offender while providing that offender with the opportunity, motivation and means to change attitudes that have led to incarceration. There are basically three types of work release programs: those operated by state correctional departments or major state institutions; those operated by local governments as an alternative to jail; and those operated jointly to serve a broader range of offenders. In Virginia, state and local correctional authorities operate separate work release programs.

There is at present no accurate estimate of the total number of inmates in the state that could be placed in work

release programs based on existing selection criteria. In a report completed by the Virginia Department of Corrections in 1978, it was estimated that fifteen percent of the total incarcerated felon population would meet even the strictest eligibility criteria, and that forty-eight percent of all releasees from institutions in the state could benefit from the program. If these estimates are applied to current population figures (8,741 as of June 1982), approximately 1300 inmates would meet the eligibility criteria and 4198 releasees could benefit from the program.

REVIEW OF THE LITERATURE

The first work release legislation in the United States was enacted in Wisconsin in 1913. Work release programs did not become widely used nationwide, however, until the middle 1960's. The North Carolina Work Release Program is the oldest statewide program in the country and in 1978 was one of the largest, averaging over 1400 inmates or approximately ten percent of their total prison population. Currently ten states list over ten percent of their total inmate population as housed in "state-run work release and halfway house units"* The average daily population for work release programs in Virginia was 314 for fiscal year 1981, or between five and six percent of the total adult confined population.

*Alabama, Maryland, Massachusetts, Michigan, Nebraska, Utah, Oklahoma, Rhode Island, South Carolina, Washington (source: 1981 Corrections Magazine Survey)

In a recent survey of prison populations across the country (Krajick, 1981), an attempt was made to determine the extent of the utilization of alternatives to conventional imprisonment. Few states reported any significant expansion in work release or halfway house programs since the late 1960's and early 1970's when many of the current work release programs were started. The survey found that only six percent of the nation's state and federal prisoners are housed in such programs. The case of Oregon is somewhat unique, however.

Oregon reportedly closed all of its residential work release facilities in 1980 and allowed work release inmates to find housing in their home communities. This has allowed the state to more than triple the work release population while reducing the confined population by about three hundred inmates. There are presently over five hundred offenders in the non-residential community program.

Essentially two factors tend to make the identification of work release populations around the country difficult: unfavorable public attitudes, and differential definitions of work release facilities. The effects of negative community reactions to work release is illustrated in the case of New York. Begun in 1969 with twenty-five inmates, the program expanded to include over one thousand participants. In 1977, however, three work releasees, acting separately, committed a murder, a rape, and a lesser violent felony. Public reaction was such that by 1978 only 317 inmates were

allowed work furloughs. New York presently reports having no inmates in community work release programs, although the state has in recent years established six new facilities from which inmates go out on furloughs and on work release.

Only three states presently do not have a state law authorizing work release - Kentucky, North Dakota, Texas. While Kentucky is anticipating work release legislation in 1982, North Dakota has a work release program in name only since legislation has prevented any inmate from being eligible for the program for several years. In Texas, nearly all inmates are confined in maximum security facilities.

The Virginia Work Release Program began in 1968 at the Richmond City Jail, and expanded to include over five hundred inmates by 1975. During that year, in a situation similar to New York in 1977, an inmate on work release was involved in a violent offense while in the community. As a result, the program decreased the number of participants to seventy offenders and was nearly eliminated as a result of adverse public sentiment. One result was the development of strict eligibility and suitability criteria to screen potential candidates.

Five of the six individual programs in Virginia house participants in facilities separate from a major institution or field unit. One facility is defined as "community based" and is located in central Richmond; four facilities are

defined as "institution based" with a separate housing unit; and in one program, participants are housed within a minimum security facility with general population inmates.

Despite the diversity among work release programs nationwide with regard to administration, facilities, targeted populations, and so forth, the general goals of work release programming are consistently cited in the literature:

1. Preservation of family ties;
2. Placing individuals in jobs which they may retain following release;
3. Financial support to offenders who are in turn able to contribute to the cost of maintaining the program as well as support of dependents;
4. Develop good work habits;
5. Providing a mechanism of graduated release to ease the transition between prison and parole.

In a survey of work release program administrator's ideal and actual program objectives, Moore and Grupp (1979), located 220 work release programs across the country. The most frequently cited objective was "reformation," especially in terms of enhancing inmates' constructive behavior. The economic benefits to the state was the next most frequently cited objective, followed by enhancement of family stability. It was felt that work release, with a thorough screening process and a well conceived public relations effort, represents a feasible alternative to traditional confinement.

Proponents of work release point to the importance of work in providing an outlet for energy, teaching responsibility,

and in some cases providing the chance to receive training for outside employment. It is seen by some as one approach to provide these opportunities for inmates while, at the same time, creating a natural flow of clients to minimum custody situations.

Much of the early impetus for work release programming came from proponents of the "reward-cost model of crime". This model asserts that criminals commit crime as rational individuals who weigh the cost and chance of being caught against the gains to be realized from illegal activity. For similar reasons the ex-offender reoffends. His chances of finding and holding legitimate work are small since he/she suffers from discrimination in the job market, interruption in work history, and slumping of work skills due to time spent in prison. The logical response by the corrections system, according to proponents of this theory, would be to increase the ex-offender's chances of employment by strengthening work and vocational preparation programs. Work Release, a community oriented correctional program that enables inmates to hold regular jobs in the community during the day while returning to their institutions at night, was one such response. It is believed that by making use of available community resources, release programs allow offenders to become gradually reintegrated to the localities to which they will return, while acquiring the skills necessary for a successful adjustment upon release. Judged on the basis of recidivism rates of participants a number of work release programs have been judged effective.

A study of the Alabama Work Release Program (Jenkins, 1979) compared a group of male participants in work release with two other groups of non-participants, one composed of individuals meeting selection criteria but not in the program, and one composed of individuals neither selected nor participating. The study focused on the ex-offender's post-release adjustment over a twelve to eighteen month period. The findings indicate that participation in work release produces a "large and highly significant reduction in post-prison encounters." In addition, work release participants worked a greater proportion of the time, earned sixty percent more money at a twelve month follow-up and were making a weekly salary almost twice that of non-participants.

The Massachusetts Department of Corrections initiated a residential pre-release program in 1971. Researchers analyzed the state release data and compared the recidivism rates of 884 pre-release offenders (LeClair, 1978). Findings revealed that the percentage of parolees reconfined after one year from discharge from pre-release centers was 11%, compared to 22% for directly released inmates.

In another Massachusetts study (Wittenburg, 1978), base expectancy rates were calculated for a sample of 109 individuals who were identified as successful work release completers in an effort to assess whether successful completion of the program would significantly reduce the recidivism rates. Since the difference between the recidivism rate that was expected

for work release completers, thirty-two percent, and their actual recidivism rate, nineteen percent, was found to be statistically significant it was concluded that successful completion of a work release program "favorably affects reintegration to the community."

A random sample of 641 men (297 work releasees and 344 non-work releasees) confined in North Carolina were followed up for an average of thirty-seven months (Witte, 1975). The study found that participation in work release had no effect on the length of time until return to criminal activity, the percentage of persons who return to criminal activity, or the frequency of participation in criminal activity after release from custody. It was found, however, to have a significant effect on the seriousness of the crime. Men who were not on work release were found to have a much greater probability of returning to prison for a felony. The decline in seriousness of offenses is attributed to greater work stability afforded offenders by participation in work release.

Numerous other studies indicate a lower percentage of new crime violations (reduced recidivism rates) by work release participants when compared with the general populations in their respective states (examples include studies by Mason (1977); Fontaine (1974); Crispino (1974); Williams (1979)). Other studies, however, have shown mixed or negative results.

One of the goals of the Virginia Work Release program is to provide the opportunity, motivation and means to change the "attitudes that have led to incarceration." In an early study by Waldo and Chiricos (1973), questionnaires were administered to work release inmates six months before and just prior to their release to find what attitude changes, if any, could be attributed to participation in the program. They found that there was no difference over the duration of the work release experience in levels of perceived opportunity, achievement motivation, or self-esteem. Further, there was no difference between work release participants and a control group of non-participants with regard to these factors. The only attributable difference between the two groups was unfavorable since self-esteem of work release participants was significantly lower than that expressed by the non-release control group.

In 1977, Waldo and Chiricos used an experimental design whereby 281 inmates were randomly assigned to work release and non-work release status. The offender's arrest records were tracked for forty-six months after discharge. Follow-up interviews were conducted in the community and recidivism data were obtained from Correction's files. Using eighteen different measures of recidivism the researchers found no significant differences in subsequent arrests or convictions between the two groups. In addition, they found that the amount of time spent in the program had no effect on arrest or conviction rates. They concluded that there was no basis for the assertion that work release is rehabilitative.

In another study, conducted by the California Department of Corrections (Bass, 1975), a comparison was made between the records of a group of inmates who participated in a state operated work release program and four other groups who were eligible for early release programs. It was found that the work release participants had a higher rate of program failures while incarcerated, were significantly worse parole clients and subsequently spent longer time in prison than the other four groups.

In a review of forty-four halfway house evaluations (Allen, 1980), the researcher found only twelve that reported better recidivism rates for former halfway house participants, and only three studies where results were statistically significant. In five evaluations the recidivism rates were higher for former participants. In a similar review of evaluations, a researcher from San Jose State University found that the relationship between community employment programs and crime was negligible (Blackmore, 1981). None of the evaluations reported any significant long term effect of participation on recidivism.

If the success of work release programming is measured by its impact on recidivism or return to crime, its success is questionable at the present time. Proponents of work release argue, however, that if the program can reduce severity of sentences, make needed services available, reduce the possible negative consequences of imprisonment, or reduce capital outlays for new prisons and provide a cost effective means of incarceration, then work release may be a successful strategy.

WORK RELEASE IN VIRGINIA

While legislation relating to "employing convicts" on property outside of correctional institutions dates back to the year 1919, work release in Virginia was initiated by the General Assembly in 1950 (Section 53-38 of the Code of Virginia). The legislation set forth general guidelines authorizing the Director to "establish work release programs subject to rules and regulations as the Board may prescribe, whereby a convict who is proficient in any trade or occupation, whom the Director is satisfied is trustworthy, may be approved for employment." The legislation has remained relatively intact since its initiation (amendments and reenactments: 1960, c.366; 1968, c.152; 1970, c.114,121; 1972, c.55; 1972, c.145; 1973, c.38,114; 1975, c.322; 1976, c.295,475; 1978, c.660; 1979, c.706; 1980, c.566)

The first mention of work release in annual reports issued by the Department was a reference to a work release population, in 1970. The population was listed as fifty-four (54) felons on June 30, 1970. Presented below is a brief history of the program as revealed in the Department of Welfare and Institutions Annual Reports and, beginning in 1974, the Department of Corrections Annual Reports.

1969- work release population (6/30/70)... 54 felons
1970

1970- A fast growing work release program has units
1971 located in three cities and three adult correc-
tional institutions. In addition, the program
has expanded to the correctional field units,
enabling men to participate in the program close
to the communities where they plan to live after

release. Work release participants are engaged in a variety of occupations ranging from general building maintenance to computer programming.

Work release population (6/30/71)...108 felons

1971-
1972

The 1972 General Assembly passed legislation permitting inmates to engage in work or study release at any hour of the day or night. Previously, such pursuits were confined to daylight hours only. Significant advances in educational, vocational, work release, and recreational programs for adult inmates were achieved during the past fiscal year. Legislation in 1970 had extended work release to misdemeanants in jails, and the 1972 session broadened the program by permitting the participation of persons serving jail sentences on criminal convictions.

Several work release inmates pursued jobs in the professional fields of television production, newspaper reporting, and computer programming.

The cooperative efforts of federal, state, and local agencies and private organizations made possible a project that provided vocational and educational training opportunities for 18 work release participants at the Wise Correctional Unit. The men received training in carpentry, plumbing, masonry, and electrical work and were able to utilize their skills in actual housing construction while employed by a local company... the Opportunities Industrialization Center in Roanoke offered its services to our correctional field unit in Moneta for purposes of counseling and training the men and placing them in jobs in the community.

Work Release population (6/30/72)...186
Receipts from Work Release Program...\$62,298

1972-
1973

While continuing to expand opportunities for inmates through such programs as work release, the Division of Corrections made significant advances in the area of rights and privileges of those confined. The 1973 session of the General Assembly amended the furlough law to remove the restriction that an inmate must be within one year of parole eligibility before he may be considered for a three-day home furlough. The furlough program, considered vital to efforts aimed at helping inmates maintain ties to home and community, got underway in the fall of 1972. At the close of the fiscal year, the success rate of the program was 97.5%.

As a result of 1973 legislation, a deduction is now made from work release earnings and sent to the dependents of those inmates who are serving sentences for non-support or whose families are receiving welfare benefits.

The work release program has expanded to additional institutions operated by the Division of Corrections, and the number of inmates participating in the program increased from several hundred in 1972 to well over 400 at the close of the fiscal year. The Harrisonburg Correctional Unit became a fully realized community-based institution with the entire population now engaged in the work and study release program. In addition, the former Tidewater Correctional Unit was converted to house a population composed entirely of work release inmates...in the spirit of community involvement in corrections, additional colleges opened their doors to study-release inmates, as well as providing instructors to teach college courses at the institutions.

Work Release population (6/30/73)...561
Receipts from Work Release Program...\$117,412

1973-
1974

The 1974 General Assembly enacted legislation separating the Department (Welfare and Institutions) into a department of welfare and a department of corrections, effective July 1, 1974.

It was a turbulent year for the Department, particularly for its Division of Corrections. It was a year when, perhaps inevitably, rapidly changing times marked by a sudden awakening to the problems of the nation's prisons overtook a system afflicted by the results of long-standing public apathy and neglect...When these two forces met, an outcry arose from citizens, officials and investigative and study groups. The catalyst was a series of escapes, disturbances and other occurrences reflecting in many cases deficiencies in facilities, staffing or resources.

The Harrisonburg Correctional Unit was converted from both work and study release to a total work release unit..Three field units were removed from the Bureau's supervision and placed under the jurisdiction of the Pre-Release Activities Center. These 'ACE' facilities are the former Tidewater, Woodbridge, and Pulaski Units. They house work release inmates.

Work Release population (6/30/74)...429
Receipts from Work Release Program...\$212,524

1974-
1975

Significant progress was made in reducing escapes... Major changes in the functions of several institutions contributed to the decline...these included the discontinuance of the work release program at the Tidewater Correctional Unit.

A special commission composed of corrections professionals undertook a study of work/study release. At the same time, a Departmental team reevaluated all inmates currently participating in the program. New guidelines for the program, adopted by the Board of Corrections, tie participation to the inmate's "probable parole release date," and emphasize cooperation between adult Services and the Parole Board.

Legislation recommended by the work release commission was passed by the General Assembly, adding "community activity programs" to the work release statute and giving the Director authority to arrange for persons engaged in work release or community activity programs to be housed in approved halfway houses.

Work Release population (6/30/75)...129 (Units #1,#6)
Receipts from Work Release Program...\$81,666

1976

The Division's work release house for women, with a capacity of 25, received its first residents on December 1. Women housed here participate in individual and group counseling and are provided with opportunity to earn money, support their families, increase educational, work and social skills, and to develop other community contacts to lessen the shock of "reentry."

The Work Release House for Women is located at 601 Spring Street, Richmond...Work release for women began in 1970, but prior to the opening of the Work Release House, the women were transported daily from the Correctional Center for Women to their jobs in the Richmond area.

Work Release population (6/30/76)...98 (Units #1,#6,
Receipts from Work Release...\$42,694 #71)

1977

Work Release population (6/30/77)...188 (Units #1,#6,
Receipts from Work Release...\$217,031 #70,#71,#72)

1978

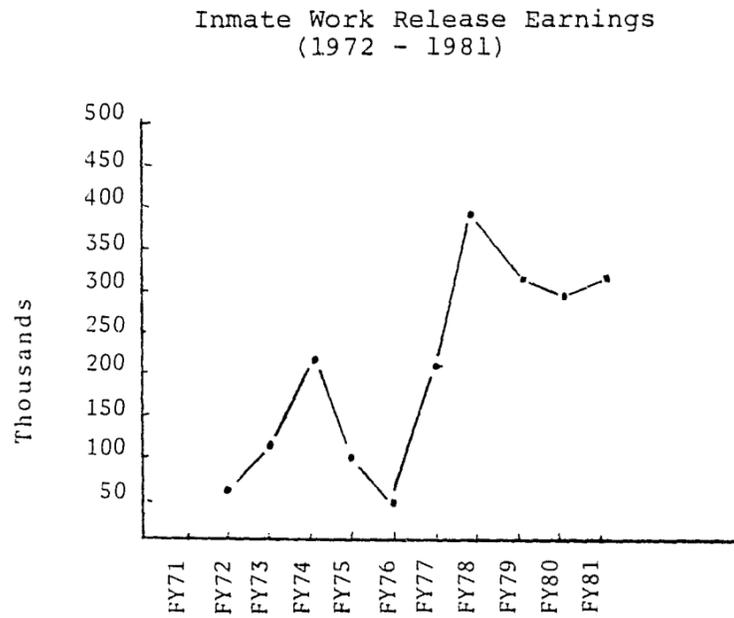
Work Release population (ave. daily)...238
Receipts from Work Release...\$378,837

1979 Work Release population (ave. daily)...278
 Inmate Work Release earnings...\$305,008

1980 Work Release population (6/30/80)...291
 Inmate Work Release Earnings...\$287,963

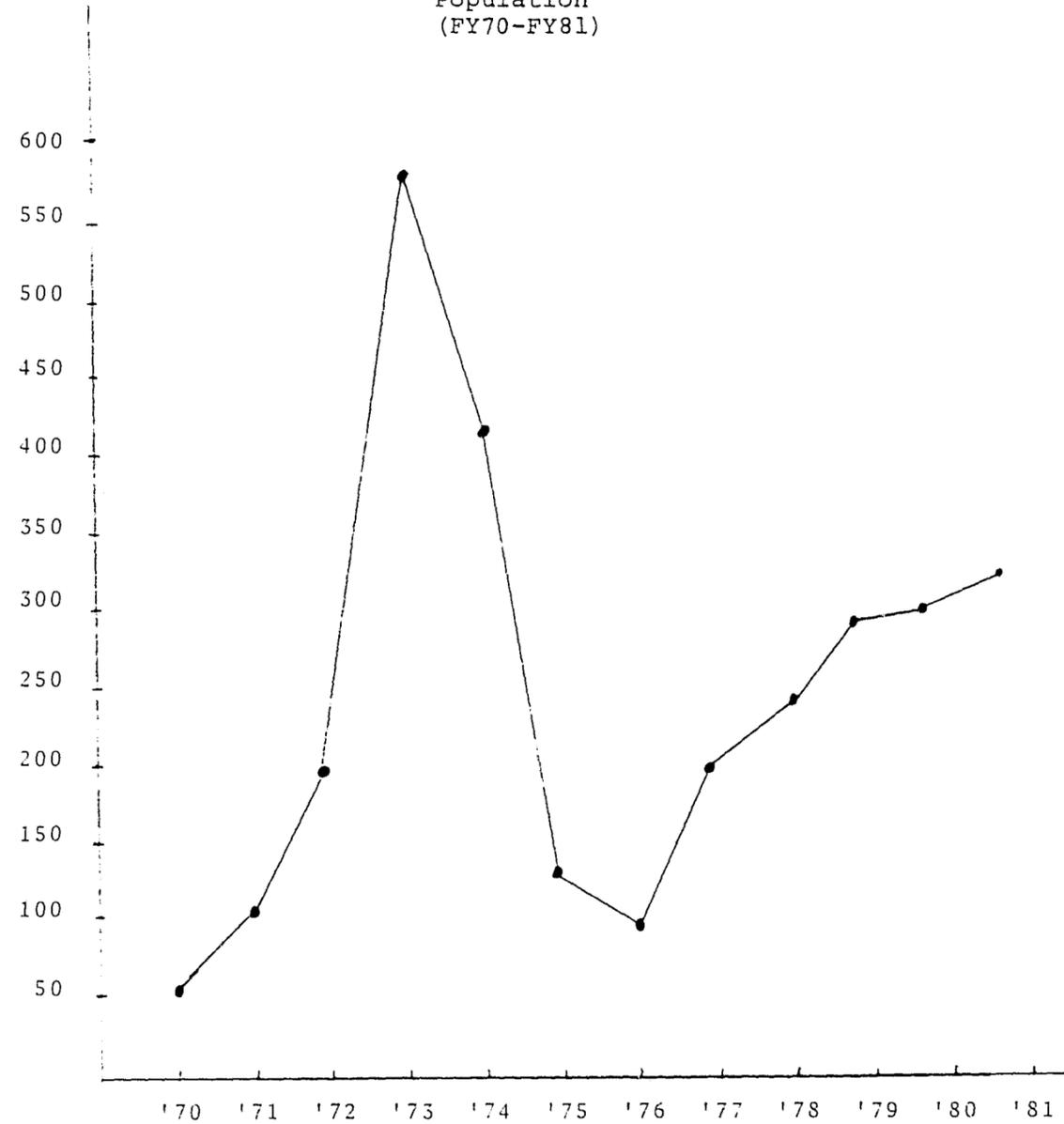
1981 Work Release population (ave. daily)...314
 Inmate Work Release earnings...\$307,995

In the quotations cited above an attempt was made to document any reference to the program in the annual reports. The de-emphasis and near elimination of the program is apparent in the population trends. The events noted in 1974 and 1975 led to the development of strict eligibility criteria for entrance in the program.



Graph A

Work Release
Population
(FY70-FY81)



Graph B

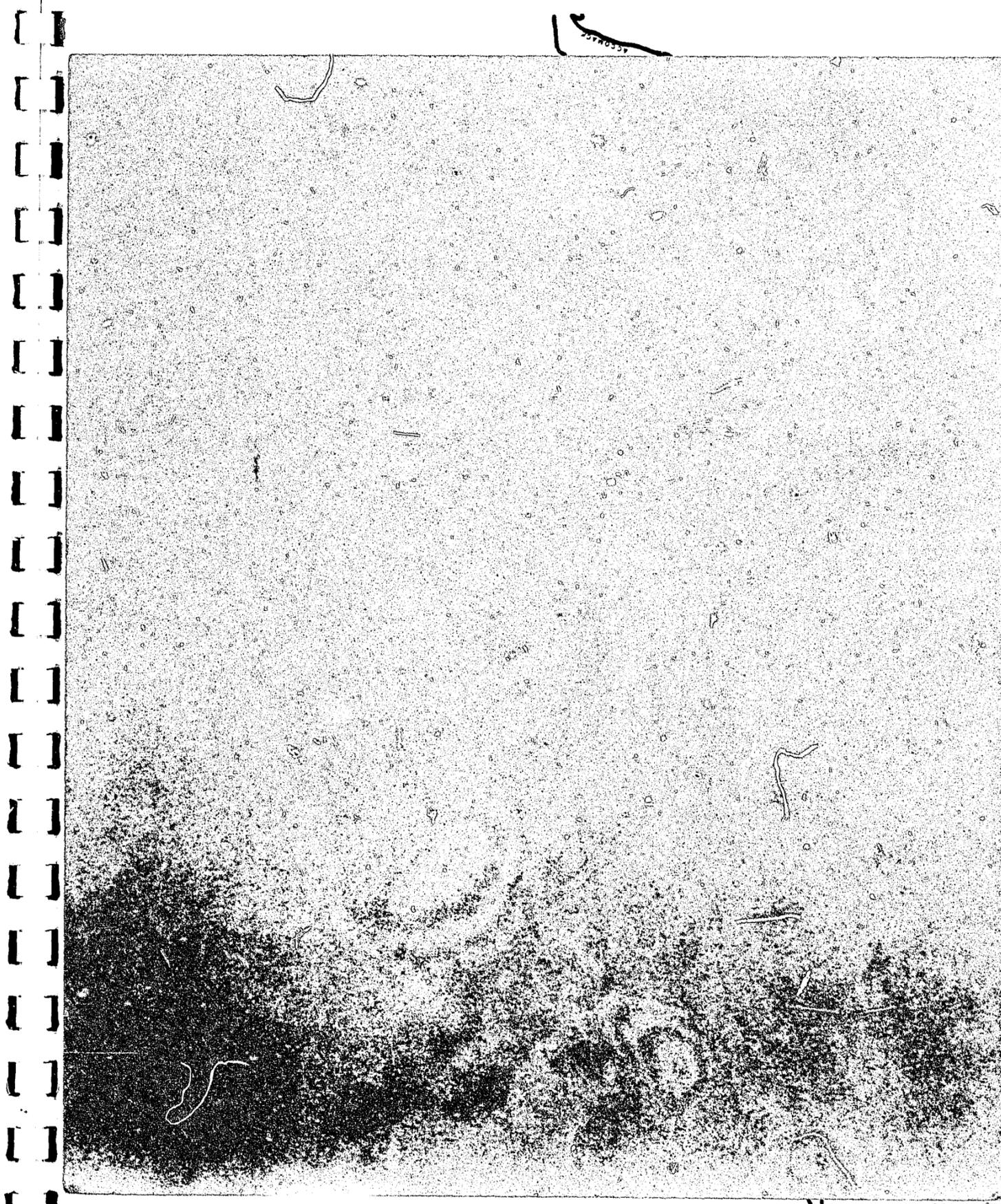
WORK RELEASE FACILITIES

As mentioned previously, five of the six work release facilities in Virginia house participants in facilities that are separated from a major institution or field unit. The only unit to house participants with the general population is Patrick Henry Unit #28.

Patrick Henry Work Release Unit (28)
at Correctional Unit #28

This work release unit is a correctional based unit, and work release inmates are housed with the general population in the field unit. Located at this unit is a woodworking school that teaches woodworking skills to 15-20 inmates. In May 1982, there were only seven inmates with work release status at this facility. Assignments to the woodworking school are administratively handled by the Work Release Section and are counted as work releasees in some population reports. The budgeted work release population was twelve persons in FY81, and the actual work release population was between 4-11 inmates during that fiscal year. All inmates housed at the facility are supervised by field unit staff.

Budgeted work release population FY81:	12
Population:	Felon
Staff:	Field Unit #28
Program cost fiscal year 1981:	\$5,890
Money received from participants:	\$9,650
Percentage program support from inmates:	164%



Pulaski Work Release Unit (Correctional Unit 01)

This unit, located in Pulaski County in the Western part of the state, was established in the early 1970's when a large furniture factory in the county agreed to supply transportation to and from the unit for work release participants. This factory was the only significant employer in the area. Production cutbacks recently curtailed the utilization of work releasees at the factory. As a result only seven participants are currently placed in jobs in the community (5-25-82) as laborers for a nearby construction firm. The facility is scheduled to end its work release program in the near future. In addition, at the present time, the facility maintains a highway maintenance crew of 15 men. The unit employs 22 full time staff to supervise between 60-90 work releasees and cadre.

PULASKI WORK RELEASE UNIT #1	Dublin, VA 24084
Rated Inmate Population Capacity:	90
Highway Quota:	15
Population:	Felon
Medical Services:	Bland Correctional Unit
Psychological Services:	Bland Correctional Unit
Staff:	22
Programs:	A.A. Program, G.E.D. available
Average facility includes cadre, cadre pending:	Unknown
Program Cost FY81:	\$581,525
Money Received From Participants:	\$ 64,295
Percentage Program Support From Inmates:	11%

WOODBIDGE WORK RELEASE UNIT (06)

Located in Prince William county, this facility has a rated capacity of 80 inmates. The inmate population consists of approximately 60 work release participants and approximately 20 individuals assigned to cadre positions. The unit reports that at any given time 75%-80% of those assigned to work release are actually working in the community in skilled (bricklaying, carpentry, electrical), semi-skilled, and unskilled positions primarily in the construction industry. The unit employs 4 administrative personnel, 2 counselors, 1 nurse, and 18-20 correctional officers.

WOODBIDGE WORK RELEASE UNIT #6	Woodbridge, VA 22192
Rated Inmate Capacity:	80
Highway Quota:	0
Population:	Felon
Staff:	25-27
Medical Services:	Local services. Full time nurse.
Psychological Services:	Prince William Mental Health
Programs:	G.E.D., A.A., Substance Abuse, Employment Counseling
Program Cost FY81:	\$568,675
Money Received From Participants:	\$ 58,260
Percentage Program Support From Inmates:	10%

CHESTERFIELD WORK RELEASE UNIT (70)

As of June 1, 1982 the rated capacity of the facility is 104 inmates. Located just south of Richmond the unit is staffed by a superintendent, assistant superintendent, 17 correctional officers, 2 secretaries, 2 counselors, 1 full-time nurse, a recreations director and 2 grounds maintenance personnel. Approximately 80%-85% of work releasees are employed at any given time (on 5-25-82 85 of 104 inmates were employed). They work in numerous work settings including a food processing factory, fast food establishments, maintenance, roofing, tree trimming, and skilled and semi-skilled construction jobs.

CHESTERFIELD WORK RELEASE UNIT #20	Chesterfield, VA 23832
Rated Inmate Capacity:	104
Highway Quota:	0
Population:	Felon
Staff:	27
Medical Services:	Penitentiary; Chippenham is emergency; MCV for referrals; local dentist.
Psychological Services:	Penitentiary
Programs:	G.E.D.; study release available
Work Release Program Cost FY81:	\$646,924
Money Received From Participants:	\$106,610
Percentage Program Support From Inmates:	16.5%
Money Budgeted FY82	\$614,560

SPRING STREET WORK RELEASE CENTER (71)

Located in Richmond, this is the only work release facility for female inmates in Virginia. The rated capacity is 25 persons and reports that all of the work release participants maintain employment while at the Center. Placements are typically in clerical positions, fast food establishments and laundry service. The facility employs a superintendent, 7 lay counselors and 2 rehabilitation counselors.

SPRING STREET WORK RELEASE CENTER:	Richmond, VA 23220
Rated Inmate Population Capacity:	25
Highway Quota:	None
Population:	Felon
Staff:	11
Medical Services:	MCV; 1/2 time nurse
Psychological Services:	VA Correctional Center for Women
Programs:	Bible study, Jaycettes, A.A., Substance Abuse, G.E.D., some study release available.
Work Release Program Cost FY81:	\$235,960
Money Received From Participants:	\$ 32,495
Percentage Program Support From Inmates:	14%
Money Budgeted FY82:	\$265,440

SOUTHAMPTON WORK RELEASE UNIT (72)

Located in the Southampton Correctional Complex in Capron, Virginia, in the southeastern portion of the state. This facility employs a staff of 7 to supervise 30 work release inmates. Of the 30, 25-28 inmates are consistently employed in the community. The major employer of inmates is a meat packing plant located nearby. Several other manufacturing companies offer work for inmates as well.

SOUTHAMPTON WORK RELEASE UNIT	Capron, VA 23829 Southampton County
Rated Inmate Population:	30
Highway Quota:	None
Population:	Felon
Staff:	7
Medical Services:	Southampton Cor- rectional Center
Psychological Services:	Southampton Cor- rectional Center
Programs:	A.A., G.E.D.
Work Release Program Cost FY81:	\$119,834
Money Received From Participants:	\$ 36,685
Percentage Program Support From Inmates	30.6%
Money Budgeted FY82	\$168,190

THE WORK RELEASE PROCESS

As provided by the code of Virginia, Section 53-38, The Department of Corrections presently operates six work release facilities across the state, accomodating approximately 314 offenders at a budgeted cost in fiscal year 1981 of \$2,158,815. Any adult inmate is potentially eligible for participation in the program but must meet strict criteria for eligibility and suitability. Acceptable candidates are those who, on in-depth study of all available records, are selected to participate in the program. It is estimated that only five to ten percent of those inmates initially judged eligible are actually selected.

Work Release in Virginia is a correctional program that enables selected inmates to hold regular jobs or receive formal training in the community during the day while returning to their institutions at night. Its mission is threefold:

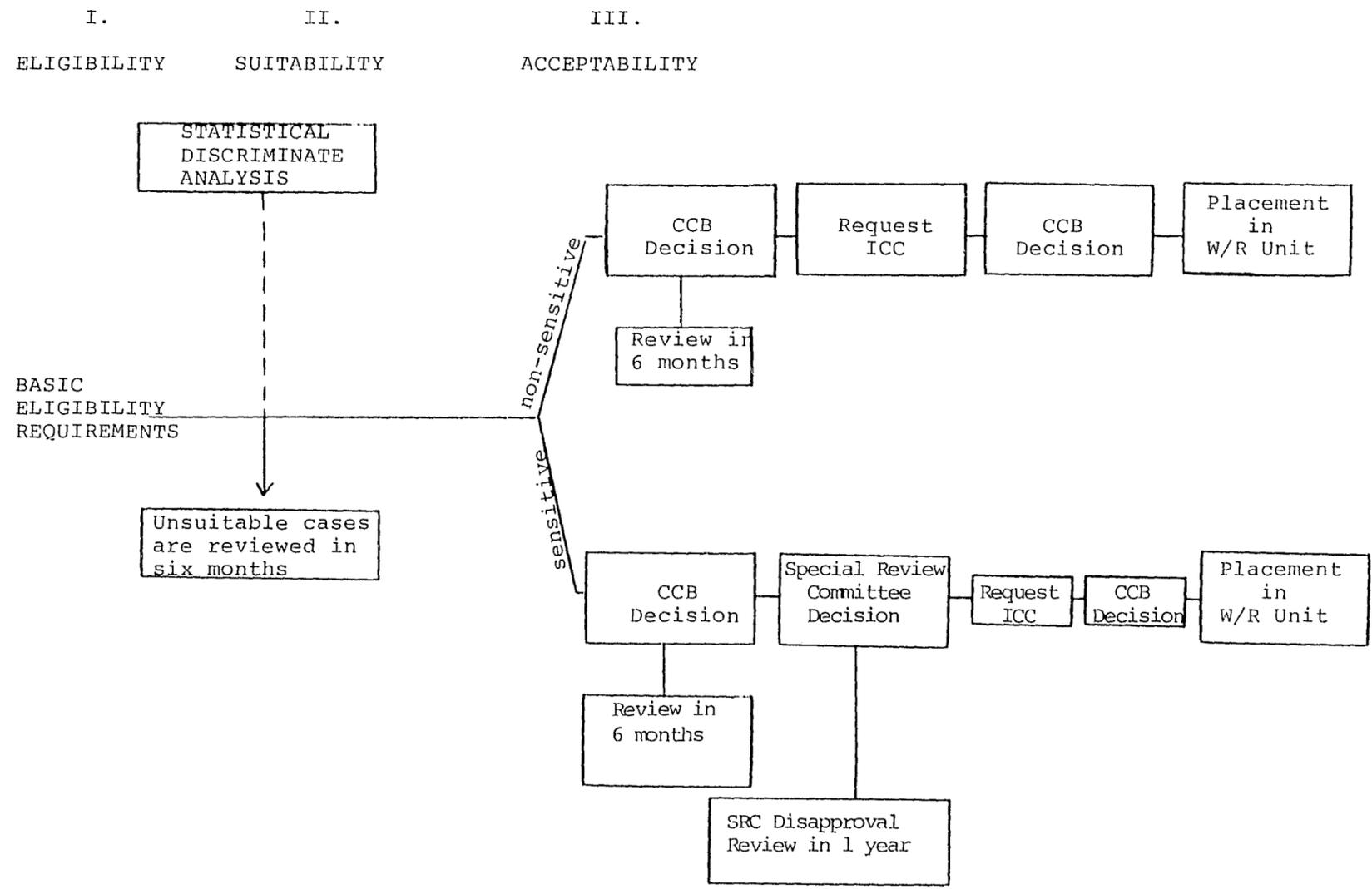
1. to provide an additional tool for the Department of Corrections to aid the eligible, suitable and acceptable inmates to make a controlled transition from total confinement to responsible release and return to the community;
2. to protect the community from an individual offender during his/her period of confinement;
3. to provide the offender with the opportunity, motivation and means to change the attitudes that have brought him/her in conflict with society's laws. (Department of Corrections Guideline 833)

The process for determining eligibility, suitability and acceptability involves several steps. Initially, a computerized listing of all confined felons is used to screen inmates for program eligibility based on the following criteria:

1. individual must be within eighteen months of parole eligibility;
2. have no escape or escape attempt within twenty-four months of consideration;
3. no assignments to isolation during six months prior to consideration;
4. not found guilty of a major institutional infraction during six months prior to consideration;
5. individual must have attained "A" Trustee status.

The best estimate at the present time is that at any given time, 1000-1500 inmates meet these initial criteria. It is the responsibility of Corrections Classification and Treatment Services to identify the names of inmates who are eligible for further consideration and forward them to the Work Release Program Supervisor (the process for entering the program is presented in Chart 1).

These individuals are screened for suitability by means of a discriminant analysis of objective factors relating to the inmate. The standardized instrument is a validated predictor of success in the work release program and takes into account emotional maturity, relationship to parole eligibility, number of adjustment reports while confined, time to discharge, number of total convictions, number of felony convictions, type of offense and occupation of the inmate.



Program Selection Process (WR)

Chart 1

The names of suitable candidates are transferred to the Central Classification Board for candidate screening for acceptability. The CCB is required to use all of the following reports in its considerations: F.B.I. reports, field, pre-sentence, pardon or offense reports, psychological reports (updated if older than twelve months), medical reports to verify medical status, institutional records, and the recommendations of appropriate institution personnel.

The Central Classification Board (CCB) forwards the names of those inmates considered to be acceptable to the appropriate institutions for final eligibility screening, inmate acceptance, and further consideration and recommendations of the superintendent and treatment staff. If the inmate is considered "non-sensitive" - generally property offenders or habitual offenders who have met other requirements - and the superintendent and treatment staff have no compelling reason to recommend against assignment to Work Release, the candidate is referred to the Institutional Classification Board for final recommendations and scheduling for entry into the program.

Prior to final approval, and upon receipt of recommendations from the superintendent and treatment staff of the facility where the inmate is confined, any case considered "sensitive" is referred to a Special Review Committee. These cases would include qualified inmates who have verified histories of crimes of violence (assaultive behavior),

sexual assault or abduction, sale of controlled substances, organized crime convictions, inmates with detainers, inmates revoked from parole for new convictions, and inmates previously removed from work release. Offenders approved by this committee are referred for scheduling into the program.

REMOVALS FROM WORK RELEASE

Upon approval and assignment to one of six work release units, employment is secured for the inmate by the Department of Corrections and a work plan is developed. After participating in the program for one month, a participant is eligible for one furlough per month. In addition, special furloughs may be authorized for specific purposes, such as securing parole plans.

Prior to release into the community, local law enforcement agencies are notified of the placement and provided information such as date of employment, current offense, total sentence, parole and discharge dates, estimated time in the program, name and address of the employer, and hours and days of the work assignment. In addition, Department of Corrections guideline 833 mandates that field checks be made on a regular basis by administrative personnel to ensure that placements are satisfactory, to maintain supervision, and to provide information for evaluation of the program.

The inmates' progress is reviewed in writing every sixty days by staff assigned to the case to determine overall adjustment. Those participants with less than satisfactory progress reports are submitted to the Institutional Classification Committee (ICC) with recommendations for continuation or removal from the program. The committee can, following a hearing, remove the individual from work release if it is considered in the best interest of the inmate or the community.

Prior to placement in the program the individual agrees to abide by the regulations and conditions of his/her placement, and signs a statement to that effect. Violation of the rules and conditions of the assignment are grounds for removal from the program. Among the stipulations of placement is an agreement to:

1. deposit the entire paycheck into an inmate account and report and deposit any other funds into the account;
2. maintain a minimum balance in the account and authorize corrections officials to make deductions for room, board, and administrative charges;
3. provide financial support to any dependent on welfare;
4. proceed directly to and from the place of employment;
5. submit to occasional breath and urine tests as a surveillance technique to monitor an agreement to refrain from the consumption or use of any alcoholic beverages, narcotics or other drugs;
6. participate in individual/group counseling sessions designed to ease the transition back into the community.

REASONS FOR REMOVAL FROM WORK RELEASE FY81

	N	%
Under the Influence of Drugs or Intoxicants	20	23.0
Program Infraction	15	17.2
Behavior Problem('not motivated;'not suitable')	12	13.8
Possession of Drugs or Intoxicants	10	11.5
Job Termination	7	8.0
Furlough Violation	5	5.7
Unauthorized Absence	5	5.7
Misdemeanor Conviction	5	5.7
Parole Denial	2	2.3
Outstanding Warrant	2	2.3
Threat Bodily Harm	1	1.2
Assault	1	1.2
Escape	1	1.2
Medical	1	1.2
Unknown	5	-
total	92	100.0

Table 1

A manual record search of Institutional Classification Committee Reports revealed ninety-two hearings in fiscal year 1981 resulting in the removal of an inmate from work release and reassignment to another more restrictive correctional facility. Removals were as a result of a violation of the law while in the community; a violation of program regulations

or the conditions of placement; and technical removals such as removal as a result of parole denial, or for medical reasons. By far the most frequent reason for removal was for a program infraction that would not necessarily be a violation of the law. Sixty-seven of the removals, or 77% of removals, fall into this category. Technical removals (medical, outstanding warrants, parole denial) account for 5.7% of the total. Removal as a result of "job termination" may include individuals who presented behavior problems at the work site and were fired, as well as those whose job was no longer viable. Seven inmates, 8% of the total, were removed for this reason. The remaining 9.3% consists of individuals removed for more serious violations such as conviction for a misdemeanor violation while in the community, assault on a correctional officer, and escape.

CHARACTERISTICS OF WORK
RELEASE POPULATION

The characteristics of three work release populations are presented in the tables that follow - inmates assigned, inmates removed, and inmates successfully discharged to parole from work release status.

According to records maintained by the Classification and Records Work Release Section, 387 assignments to work release were made during fiscal year 1981. This figure represents those individuals specifically assigned and transferred to one of the six work release units and does not include assignments to cadre positions at a work release facility, nor does it include assignments to "cadre pending" status within

a facility. Cadre pending status may at times be used for inmates who are subsequently assigned work release status. Of the 387 assignments found from the review of the ICC records for fiscal year 1981, 375 cases were located on a computerized data base. As a result, calculations contained in this report are based on those 375 cases.

Characteristics of the 92 individuals who were removed from the program as a result of a program violation or a new offense while in the community are examined as well. This figure should not be interpreted as ninety-two removals from the group of 387 inmates assigned during the year. While some of the individuals assigned during the year were also removed, removals also come from the population of participants who were assigned prior to the beginning of the fiscal year.

The third work release population, discharges to parole from work release status, was compiled from the Parole Release Unit's "Parole Release Program Report." There were 204 discharges to parole during the period July 1, 1980 to December 30, 1981. This time frame covers an eighteen month period rather than the twelve month time span for assignments and removals.

Sex, Race, and Age Characteristics

When compared with the general inmate population confined on June 30, 1981, females compose a greater percentage of the overall work release population. Making up 3.5% of the general

population, 7.5% of the assignments were female while 92.5% were male. This breakdown is generally consistent with the successfully paroled group. The ratio of males to females removed shows an increase over those assigned of about four percentage points for males (Table 2)

	SEX					
	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Male	347	92.5	89	96.7	190	93.1
Female	28	7.5	3	3.3	14	6.9
total	375	100	92	100	204	100

Table 2

	RACE					
	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
White	196	52.3	30	32.6	112	54.9
Non-White	179	47.7	62	67.4	92	45.1
total	375	100	92	100	204	100

Table 3

Assignments to work release by race were approximately evenly split between 'white' and 'non-white' categories. Approximately 52% were white and 48% were non-white. While those successfully paroled from work release generally reflect this breakdown with 54.9% white and 45.1% non-white, 67.4% of the ninety-two removals were non-white compared to 32.6% white. This represents a twenty percent increase in the non-white category (Table 3).

The average age of inmates in all three groups is twenty-nine years. About half of the population fall between twenty-two and twenty-eight years of age. Compared with the general population confined on June 30, 1981, the age of the participants is consistent with the average age of inmates confined in field units, a somewhat older population. The average age of inmates confined in major institutions was 25.9 years, and 29.8 years for inmates confined in field units on that date (Table 4).

Offense Summary

The offense categories of burglary, robbery, larceny and drug offenses represent 73.4% of major offenses for the assigned work release population (Table 5). These same offenses comprise 69.5% of offenses for the removed population, and 76.9% of the paroled group. The only offense category that is significantly different between the three groups is assault,

where 4.3% of those removed were committed for an assault conviction. Other offenses are consistent across the three groups.

If the offense categories are collapsed into offenses against persons and non-person offenses, 10.6% of those assigned to work release in fiscal year 1981 were committed as a result of a (violent) person offense. These offenses include homicide, malicious wounding, assault, rape, kidnap/abduction, and weapons offenses. These offense categories comprised approximately 30% of the adult confined population as of July 9, 1981. If robbery is included with the above offense categories, 33.3% of those assigned were committed for offenses against persons, compared to 51.2% in the general population.

Previous Virginia Felonies

As seen in Table 6, the paroled group contains a slightly higher percentage of individuals with no recorded prior felony convictions in Virginia (59.5%). Across the groups, between 84% and 89.2% of the offenders have no more than one prior felony conviction, and between 11% and 15% have between two to four convictions.

Prior Parole Violations

While inmates successfully discharged to parole from work release have a slightly higher percentage of persons with no recorded previous parole violations, the difference is

not significant. The breakdowns across all categories are consistent among the three populations. Approximately 89% of those assigned to work release have no violations on their record. Twenty-one inmates (5.7%) of those assigned have at least one 'new offense' violation prior to being assigned (Table 7).

	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	N	%	N	%	N	%
21 & under	36	9.6	8	8.7	15	7.4
22 - 24	88	23.5	23	25.0	51	25.0
25 - 28	97	25.9	25	27.2	55	27.0
29 - 31	60	16.0	16	17.4	28	13.7
32 - 39	63	16.8	12	13.0	41	20.1
40 & over	30	8.0	8	8.7	14	6.9
Missing	1	.2	-	-	-	-
	<hr/>		<hr/>		<hr/>	
total	375	100	92	100	204	100
average age	29		29		29	

Table 4

OFFENSES

	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	N	%	N	%	N	%
Burglary	94	25.1	28	30.4	60	29.4
Robbery	85	22.7	22	23.9	41	20.1
Drug Offenses	52	13.9	7	7.6	29	14.2
Larceny	44	11.7	7	7.6	27	13.2
Forgery	31	8.3	10	10.9	14	6.9
Homocide	18	4.8	4	4.3	7	3.4
Malicious Wound.	15	4.0	2	2.2	9	4.4
Fraud	9	2.4	3	3.3	4	2.0
Traffic	5	1.3	1	1.1	3	1.5
Shoplifting	4	1.1	-	-	-	-
Stolen Prop.	4	1.1	3	3.3	1	.5
Embezzlement	2	.5	-	-	1	.5
Kidnap/Abduct.	2	.5	-	-	1	.5
Assault	2	.5	4	4.3	1	.5
Probation Viol.	2	.5	1	1.1	-	-
Rape	2	.5	-	-	2	1.0
Auto Theft	1	.3	-	-	-	-
Damage Prop.	1	.3	-	-	1	.5
Bribery	1	.3	-	-	2	1.0
Weapons Offense	1	.3	-	-	1	.5
total	375	100	92	100	204	100

Table 5

PREVIOUS VIRGINIA FELONIES

	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	N	%	N	%	N	%
0	77	53.5	28	53.8	44	59.5
1	44	30.6	16	30.8	22	29.7
2	12	8.3	5	9.6	4	5.4
3	5	3.5	1	1.9	3	4.1
4	5	3.5	2	3.8	1	1.4
5	1	.7	-	-	-	-
missing	231	-	40	-	130	-
total	375	100	92	100	204	100

Table 6

PRIOR PAROLE VIOLATIONS

	ASSIGNED (n= 375)		REMOVED (n= 92)		PAROLED (n= 204)	
	N	%	N	%	N	%
None	329	88.7	80	87.0	184	91.0
Mandatory violation	1	.3	3	3.3	-	-
New offense	19	5.1	4	4.3	10	5.0
Technical violation	21	5.7	5	5.4	8	4.0
Violation (type u/k)	1	.3	-	-	-	-
Missing	4	-	-	-	-	-
total	375	100	92	100	204	100

Table 7

WORK RELEASE EARNINGS

The average monthly population for work release units in fiscal year 1981, based on figures reported in monthly population reports, was 314. Expenditures for work release programming in FY81 amounted to \$2,158,815. Based on the average monthly population figure for that period the cost per bed was \$6,875. A cost per inmate estimate can be calculated by combining the average population figure with the number of inmates assigned (387), as presented in this report, and dividing the total expenditures by the combined population figures. This procedure yields a cost per inmate of \$3,080.

Work Release participants' net earnings in fiscal year 1981 was \$1,123,611. This figure represents earnings after deductions for federal and state taxes. Total net earnings break down to \$3,578 per bed, and \$1603 per inmate (net earnings divided by average population and assigned populations combined). In addition, inmates in work release programs contributed \$65,580 to the support of their families and dependents. Less than one percent of the participants contributed to families on welfare, with \$1,493 contributed as result of court order.

An inmate is required to reimburse the state five dollars per day, thirty-five dollars per week, while employed. Participants contributed \$307,995 during FY81, or \$981 per bed. During fiscal year 1981, 14.3% of the total cost of work release programming was paid by inmates in the program.

While 'per bed' costs for maintaining work release facilities are unaffected by the number of actual work releasees, an actual 'per inmate' contribution is higher if it is assumed that between twenty and thirty percent of those inmates designated as work release on the data base are actually cadre or cadre pending assignments. If the amount contributed to the program is compared with the number of participants actually working in the community at any given time, the per inmate contribution becomes significantly higher.

CONCLUSIONS

Increased program opportunities, financial benefits to the agency and tax payer, decreased needs for full-time supervision, and the opportunity to measure a participant's readiness to assume the responsibilities of parole are examples of demonstrated benefits of work release programming. It has not been demonstrated that participation in work release adequately prepares, rehabilitates or reintegrates the ex-offender into society as measured in terms of subsequent community performance. Based on research findings, it may be concluded that even if offenders cannot be "treated" or rehabilitated simply by placing them in a work release program, at least corrections officials can safely do 'less' with some offenders.

While evaluations that measure whether a program works according to some outcome or measure of success (ie. recidivism), have generally produced mixed results, little attention has been given to what happens to inmates while in the program. It remains entirely possible that the program works for some types of inmate and not for others. In addition, program input from unit to unit may vary in its ability to meet program objectives. If a participant is unable to work and spends idle time in the program the possibility exists that the expressed goals are not being met. Any analysis of aggregated data would be affected by a tendency for these factors to cancel each other out. Such may have been the case with the

comparisons between the three populations in this report. A look at the breakdown of the April 1982 work release population figures is revealing in this regard. The total monthly population for the six facilities for April 1982 was three hundred twenty-four (324). Of this number, two hundred forty-three (243) were designated work release status; one hundred twenty-six (126) cadre pending; and eighty-nine (89) were classified as cadre. Less than half (48.1%) of the participants with work release status were employed on April 5, 1982. Using the total work release population figure (n=324) for the month of April, 36.1% were actually employed on that date. Any investigation of program effects or outcomes must take into account the different 'work release' population definitions.

While the number of felon commitments has increased from around 2500, in 1972 to 3401 in 1981, the work release population does not seem to have been significantly affected. Based on recent estimates, between one thousand and fifteen hundred inmates would meet the strictest eligibility criteria for the program. Presently 117 participants in work release facilities with a bed capacity of 332 are employed in the community. For a work release program to remain viable there has to be: (1) an eligible population (2) an adequate and careful screening process (3) facilities located near jobs (4) a way to transport inmates to and from work. It is recommended that these components be evaluated in an effort to raise the level of employment for work release participants.

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APPENDICES

Appendix A

Summary of Average Daily Population for Work Release Units FY81

	Budgeted Population	July 1980	Aug. 1980	Sept 1980	Oct. 1980	Nov. 1980	Dec. 1980	Jan. 1981	Feb. 1981	Mar. 1981	Apr. 1981	May 1981	Jun. 1981
Chesterfield	95	98	99	96	87	94	98	97	95	91	93	99	98
Spring St.	23	25	24	25	24	25	24	24	24	20	21	22	25
Southampton	20	30	28	24	26	24	20	21	25	26	26	28	28
Pulaski	65	80	82	86	86	94	93	94	94	92	89	93	90
Woodbridge	65	67	63	68	68	63	67	75	72	76	80	79	79
Patrick Henry	12	10	10	7	7	4	4	6	11	10	11	10	10
Total	280	310	306	308	298	304	306	317	321	315	320	331	330

Average Daily Population 314

(source: Research and Reporting Unit)

DEPARTMENT OF CORRECTIONS
PRE-RELEASE ACTIVITIES
COMMUNITY RELEASE AGREEMENT

Appendix B

NAME: _____ NUMBER: _____

CORRECTIONAL CENTER: _____ SSN: _____

() ORIGINAL () REVISION # _____ DATE: _____

In accordance with provisions of Section 53-38, as amended, of the Code of Virginia the Department of Corrections does hereby extend the limits of confinement for the above named inmate for the purposes and subject to the provisions outlined below:

PROGRAM: Work Release () Study Release () Other ()

EFFECTIVE DATE: _____

ASSIGNED LOCATION: (Name) _____

(Address) _____

(Employer, School, Facility, or Other)

DURATION: Will Depart Correctional Center at _____ (Time)

and return not later than _____ (Time)

by _____ (Mode of Transportation)

DAYS OF WEEK AUTHORIZED: _____

IMMEDIATE SUPERVISOR: _____ (Name) _____ (Telephone)

AUTHORIZING OFFICIAL: _____ (Name) _____ (Telephone)
(Employer or School Administrator)

RATE OF PAY: _____ (hourly), (weekly), (monthly).

HOURS PER WEEK: _____ DAYS PER WEEK: _____

DAILY WORK SCHEDULE: FROM: _____ TO: _____

REGULAR PAY PERIODS: _____

DATE FIRST PAYCHECK IS ANTICIPATED: _____

CONDITIONS OF AGREEMENT:

1. I hereby authorize the Department of Corrections to pursue all claims on my behalf pertaining to non-payment of Wages.
2. I agree to proceed directly to and from and remain within the confines of my extended area of confinement as outlined above.

16. I understand that failure to adhere to Division Guideline 300 and punishment by the Adjustment Committee may result in my removal from the Program and termination of my Community Release Authorization.

17. I fully understand that I may be expected to complete any study course in which I participate, involving three credit hours or less, prior to being granted parole, and that participation in this release program in no way entitles me, as a matter of right, to be released upon parole at any specific date in the future.

18. In the event I am arrested outside the State of Virginia, I understand that I have the right to contest extradition, and I hereby knowingly waive extradition proceedings, and will return voluntarily to the State of Virginia.*

19. I agree to participate in individual/group sessions and Pre-Release Programs designed to ease my transition back into the community and upgrade my skills for handling problems most commonly encountered by ex-offenders after their release from incarceration.

20. I have been granted permission to participate in a community activity program, under the jurisdiction of the Department of Corrections. In order that this may be accomplished, certain information from my records may be needed. I hereby consent to have information from my official records divulged (including reproduction) to prospective employers, school administrators, and/or appropriate law enforcement agencies.

I have read or had read and explained to me the above conditions and do hereby agree to abide by these conditions:

Date

INMATE SIGNATURE

I hereby certify that the above has been read and/or explained to the inmate and I do hereby witness said signature.

Date

UNIT SUPERINTENDENT OR HIS DESIGNEE

(period ending 6-30)	1 9 8 1		1 9 8 0		1 9 7 9	
Average Daily Population	314		281		278	
Adj. Operating Approp.	\$2,161,740		\$1,957,805		\$1,939,705	
TYPE OF EXPENDITURES:	Expenditures	Per Capita	Expenditures	Per Capita	Expenditures	Per Capita
Personal Services.....	\$1,199,355	\$ 3,820	\$1,091,299	\$ 3,884	\$1,151,710	\$ 4,143
Contractual Services.....	350,411	1,116	223,275	795	170,112	612
Food.....	135,105	430	232,988	829	182,734	657
Fuel.....	64,250	205	43,335	154	23,710	85
Wearing Apparel.....	12,688	40	9,491	34	10,056	36
Supplies and Material.....	137,649	438	111,657	397	82,288	296
Grants-Shared Revenues.....	378	1	-0-	-0-	-0-	-0-
Equipment.....	65,703	209	79,541	283	17,632	63
Current Charges and Obligations..	19,019	61	19,871	71	26,607	96
Employees Benefits.....	174,258	555	136,043	484	141,720	510
Other Recoveries.....	-0-	-0-	-0-	-0-	-0-	-0-
Structures and Improvements.....	-0-	-0-	-0-	-0-	-0-	-0-
Tot. State/Fed. Grant Expend.....	\$2,158,816	\$ 6,875	\$1,947,500	\$ 6,931	\$1,806,569	\$ 6,498
Less Fed Grant & USDA Spend.....	-0-	-0-	-0-	-0-	-0-	-0-
Tot. State Operating Expend.....	\$2,158,816	\$ 6,875	\$1,947,500	\$ 6,931	\$1,806,569	\$ 6,498
Less Institutional Earnings.....	310,976	990	290,383	1,033	312,090	1,123
Net State Costs.....	\$1,847,840	\$ 5,885	\$1,657,117	\$ 5,898	\$1,494,479	\$ 5,375
ANALYSIS OF INSTITUTIONAL EARNINGS:						
Rental of Quarters.....	\$ 152	\$ -0-	\$ 125	\$ -0-	\$ 288	\$ 1
Sales & Misc. Revenue.....	1,728	6	-0-	-0-	869	3
Sale of Meals to Employees.....	-0-	-0-	-0-	-0-	311	1
Inmate Work Release Program.....	307,995	981	287,963	1,025	305,008	1,097
Agency Auto Commuting.....	421	1	-0-	-0-	-0-	-0-
Car Pool Reimbursement.....	42	-0-	-0-	-0-	-0-	-0-
Refund-Expenditures and Misc. Disbursements Made Prior Years.....	596	2	884	3	145	1
Proceeds From Sale of Surplus Property.....	42	-0-	1,411	5	5,469	20
Total Earnings.....	\$ 310,976	\$ 990	\$ 290,383	\$ 1,033	\$ 312,090	\$ 1,123

Appendix C

END